



Norfolk Fire and Rescue Service

Proposals for Integrated Risk Management Plan Revision

2011/14

A. Executive Summary and Report Recommendations

The Service Executive Team (SET) has developed an organisational change agenda for the Integrated Risk Management Plan (IRMP) 2011/14 against a varied set of proposals.

The team has considered a range of changes to service delivery, their resourcing and financial impact with a view to presenting a series of recommendations that, whilst deemed to be challenging, are considered to be deliverable.

Following a series of meetings with a cross-party members working group, a number of recommendations have been made by SET, seven of which directly relate to the IRMP.

These will be taken forward to the Overview and Scrutiny Panel and ultimately to Cabinet where a final decision will be made by the Fire and Rescue Authority as to which proposals are to be taken forward by the Service Executive Team (SET) for consultation.

No.	IRMP Recommendations
1	Withdraw the current response standard for 2 nd appliance performance for ' <i>Other - Life risk</i> ' incidents.
2	Withdraw the current standard for 2 nd appliance performance for ' <i>Fire - Other</i> ' incidents.
3	Adopt standards for Incident Command response as part of Norfolk Fire and Rescue Service's suite of Emergency Response Standards.
4	Enhance service provision to King's Lynn by establishing a new station at King's Lynn East (subject to capital funding approval).
5	Change provision to Great Yarmouth/Gorleston by redeploying wholetime staff and one appliance to Gorleston station and replacing current RDS crew.
6	Remove second pumping appliances from 6, 2-pump RDS stations. Introduce rural fire fighting appliances as replacements.
7	Deploy a single WDS fire fighting appliance at Carrow.

It is envisaged at this point that no significant changes to Community Fire Safety (CFS) and Community Fire Protection (CFP) delivery are required during 2011/14; however, these areas are currently subject to review with the results available shortly to support the IRMP refresh.

B. Guiding Principles for Organisational Change

1. Introduction

This document sets out proposals for the IRMP within the context of an organisational change agenda developed by the Service Executive Team.

Norfolk Fire and Rescue Service (NFRS) has, in the last five years, taken significant steps to modernise.

The Service has recognised the need to change to meet the challenges of a contemporary society exhibiting different needs and expectations.

To meet the needs of our community and the risks faced within the current economic climate, the Service needs to remain adaptable and deliver high quality services in a cost effective and efficient manner.

The expectations of the National Framework, the Emergencies Order, the Regulatory Reform Order, Regional Control, FiRelink and the increasing pressure on public sector finance are expressed through a requirement to demonstrate ongoing efficiency and value for money.

Additional pressures include the outcomes from local and national audit, peer assessment and HSE inspections, and the potential impact of Local Government re-organisation. These proposals also reflect the direction of the organisational change agenda set out by the County Council.

2. Why do we need to change?

NFRS has achieved a position of very low cost per head of population over a number of years. This has been the result of financial prudence and efficiency programmes, and the impact of budgetary reductions will therefore reflect this low starting position.

We must produce a realistic and workable Integrated Risk Management Plan (IRMP) for 2011/14. In doing so, we need to address workforce, staffing and resource requirements and ensure that the service we provide within challenging financial constraints is the best in terms of effectiveness, efficiency and value for money.

We need to embed a clear Performance Management Framework based on analysis of National, Service and Local risks that will ensure appropriate priority setting and resource allocation.

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We must make a step change in the way we use our resources and strive to meet the requirements of the Efficiencies Agenda in a positive and professional way.

We must improve the resilience in our availability to respond to incidents throughout Norfolk at all times of the day. We must work to reduce activities that are an ineffective use of time and resources such as Automatic Fire Alarms and Road Traffic Collision response where no action is required.

We must prepare for the move to Regional Control in 2012.

We must demonstrate that all our activities are considered carefully for their Environmental Impact and we should lead on reducing our emissions wherever possible to do so.

We must continue to pursue Enhanced Competence of our employees to support operational effectiveness and firefighter safety.

We must ensure that we Listen to our Customers and reflect their views in the range and quality of the services that we offer.

We must also play our role and support partners in the delivery of the wider Community Cohesion agendas in Norfolk.

3. The Way Forward

Members of the Service Executive Team (SET) have been reviewing and analysing our current emergency response strategy which includes options for the deployment and utilisation of our fire appliances.

IRMP Planning

To augment our developmental strategy and mitigate the effects of a lack of capacity, SET engaged consultants to look at key aspects of operational development, and deployment of resources.

ORH Limited is a consultancy with extensive experience with emergency services throughout the country. They were engaged to produce a detailed analysis of the current service delivery profile. Their task has been to identify and evaluate options for station locations and appliance deployments that provide efficient and effective fire cover in Norfolk, including detailed work in relation to specific service areas.

Appendix A

The format for each area of analysis contained within this report includes:

- **Overview**
- **Recommendation.**

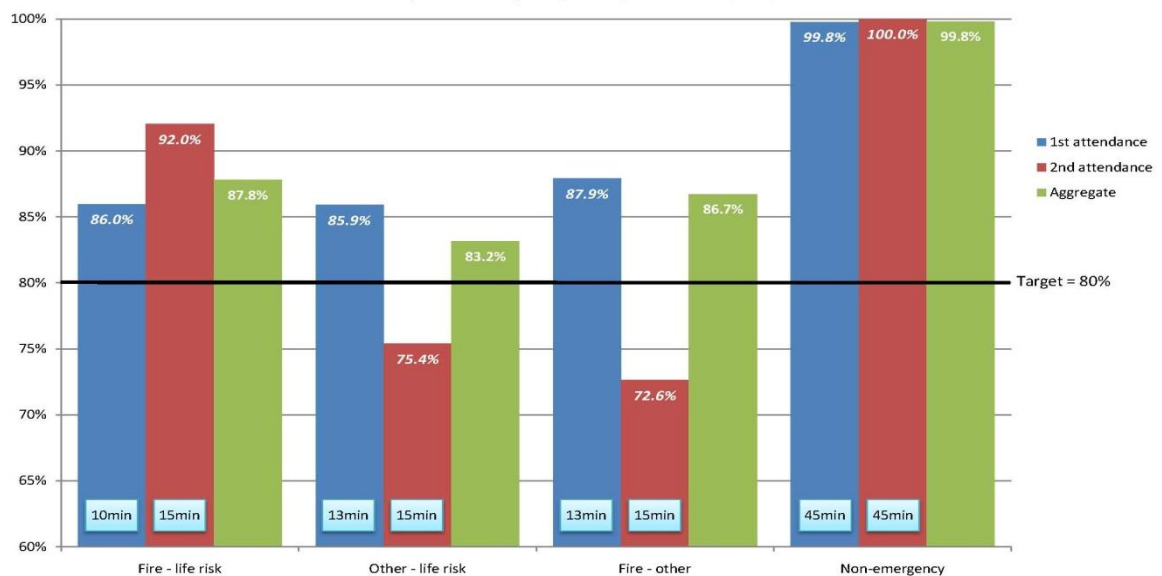
C. IRMP Improvement Plan

1. Emergency Response Standards Review

Overview

The review has examined the effectiveness and scope of the emergency response standards and recommends a number of modifications that will more accurately reflect performance and provide new standards for monitoring key performance.

Overall Norfolk Fire and Rescue Service generally perform well against its stated response standards as shown below:



There are three areas that have been scrutinised as part of the review, two of these relate to the under performance of second appliance response to 'Other - life risk' and 'Fire - other' incidents. The third area relates to performance against incident command standards that currently are not reported upon.

a) Standards relating to 'Other - life risk' category

This standard relates to non-fire related incidents where life is at risk, this being predominantly Road Traffic Collision (RTC) activity. These incidents are static in nature unlike incidents involving fire. They are also impacted to the greatest degree by the first attending appliance; this providing immediate casualty care and scene safety whilst also beginning the process of extracting casualties.

These incidents occur evenly across Norfolk and therefore, in rural areas, will require a second appliance to travel significant distances to support its neighbouring station. This effectively means that the

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prospect of improvement for this part of the standard is low given the geography and station locations across Norfolk.

b) Standards relating to 'Fire - Other' category

This standard relates to smaller fires and those that do not involve a risk to life. This would include incidents such as rubbish fires, derelict buildings, rural land fires etc. The majority of single appliance mobilisations are comfortably meeting the 1st appliance standard, however where a second appliance is required the performance standard is met less often. Because of the lower impact of these incidents and a lesser need for additional appliances to manage these incident types, the requirement for improvement for this standard is low.

The conclusion is that the Service is measuring performance in areas of low priority with little scope for real or required improvement.

c) Emergency Response Standards relating to Incident Command System (ICS)

Norfolk Fire and Rescue Service has a series of response standards which are included within mobilising orders and relate to the provision of incident Managers to support the safe management of incidents. These mobilising standards are as follows to any incident across Norfolk:

Level 2 Officer – 20 minutes
Level 3 Officer – 45 minutes
Level 4 Officer – 60 minutes

Level	Incident Type	Incident Commander
Level 1	Known small incidents of fires, no perceived threat to life or major injury to persons; escalation not anticipated, special appliances seldom required. Appliance Manager is able to simultaneously act as Incident Commander and Appliance Manager.	Crew/Watch Manager
Level 2	Risk to life or major injury. Higher level of supervision required. Potential to escalate is higher than level 1. Requirement for special appliances more likely.	Station or Group Manager
Level 3	Large or complex incidents. Multiple appliances required.	Area Manager
Level 4	Major incidents and those requiring significant numbers of resources.	Brigade Manager

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In Norfolk, ICS standards have been for guidance only and not formally monitored.

It is considered that in future, formal adoption of the above standards would be of benefit in monitoring a key service performance.

Option Appraisal

Status quo in each area remains the alternative option and as such no detailed appraisal is included.

Recommendation 1

That the current standard for 2nd appliance performance for '*Other - Life risk*' incidents is withdrawn.

Recommendation 2

That the current standard for 2nd appliance performance for '*Fire - Other*' incidents is withdrawn.

Recommendation 3

Standards should be formerly adopted for ICS requirements as part of Norfolk Fire and Rescue Service's suite of Emergency Response Standards.

2. Changes to the number of front line service delivery points

Overview

In Norwich, the existing Station at Bethel Street will close in 2011, and a new station open at Carrow.

In addition to Norwich, options are recommended for both King's Lynn and Great Yarmouth/Gorleston. An additional option is included in respect of low activity second fire appliances at two-pump retained stations.

a) Review of Fire Cover in King's Lynn

Studies indicate that there would be a benefit in operational response to the King's Lynn area in the development of another service delivery point to the east of the town. Such a development would better enable the Service address the impact of proposed expansion plans. To build a new station would require capital funding and identification of a suitable available site. This proposal would involve moving one appliance with a wholetime crew from Kilham's Way to the new station with an additional staffing requirement of 4 Watch Manager posts.

Option Appraisal

The only alternative option will be the status quo in the King's Lynn area.

Recommendation 4

Enhance service provision to King's Lynn by establishing a new station at King's Lynn East (subject to capital funding approval).

b) Review of Fire Cover in Great Yarmouth/Gorleston

Emergency cover in the Great Yarmouth area is currently provided by front line appliances deployed from a station in Friars Lane, Great Yarmouth and a second station located in High Road, Gorleston.

The current resources at Great Yarmouth consist of two front line fire appliances crewed by Wholetime (WDS) staff, and one front line appliance crewed by Retained (RDS) staff.

The Gorleston establishment consists of a single front line fire appliance with an RDS crew. Unlike other urban conurbations within Norfolk, there are no extensive future housing proposals with a significant impact across the area. Notwithstanding this, an operational review of fire cover in the Great Yarmouth area has been pending for some time and is included in the current safety plan 2007/10.

Further evaluation analysis has shown that the most effective proposal is to locate one WDS appliance and one RDS appliance at Great Yarmouth, and to relocate the second WDS appliance from Great Yarmouth to Gorleston. On this basis, the existing RDS appliance and crew based at Gorleston, would be removed.

Option Appraisal

There remains an additional option of the status quo for existing arrangements.

Recommendation 5

Change provision to Great Yarmouth/Gorleston by redeploying whole time staff and one appliance to Gorleston station. RDS crew to be superseded by WDS option.

3. Second Appliance Options at RDS Stations

Overview

Two front line fire appliances are currently deployed at the following RDS Stations - Sandringham, Cromer, Diss, Fakenham, Wymondham and Dereham. These appliances comprise a group that are defined by a combination of low activity and poor availability and overall poor value for money.

It is anticipated that this performance will be worsened by the introduction of management policies dealing with attendance reduction to automated fire alarms and unwanted fire signals.

Recent operational reviews have identified the opportunity to vary response capability for example in flooding situations, winter weather conditions, and to provide off road capacity for rural fire fighting.

Current issues with activity levels and availability of these appliances indicate that their replacement will have a limited impact on service response standards.

The advantages of achieving a more flexible operational response with the introduction of rural fire fighting appliances promote this option. With a removal or variation to second appliance design, the crewing levels could be reduced by 2 firefighter posts on each station.

Option Appraisal

Status quo in each area remains the alternative option and as such no detailed appraisal is included.

Recommendation 6

Replace second pumping appliances from 6, 2-pump RDS stations with rural fire fighting appliances. This will be linked to the associated reduction in establishment by 2 firefighter posts per station.

4. Changes to Emergency Cover in Norwich

Overview

Following the Service's additional analysis regarding the deployment of pumps in Norwich; effective emergency cover can be maintained whilst undertaking a reduction from the current compliment of 5 pumps to 4.

Prior to the opening of North Earham station in 2006, Norwich was served by 3 front line pumps. This was increased to 4 with the opening

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of North Earlham and to 5 with the dedication of a pump to the North Earlham RDS crew.

The existing two pump station at Bethel Street is due for closure in 2011. The analysis indicates that having one WDS pump at Carrow, which opens in 2011 and replaces Bethel Street, would have a low impact on response performance of appliances attending emergency incidents in Norwich. The scope of the impact would range from 0.2% to, at worst, a - 1.1% impact when compared to a status quo position.

With the introduction of an AFA Reduction Policy in 2010/11 it is anticipated that responses will decrease significantly for the Norwich stations with an impact on the utilisation of pumps. At current call levels, wholtime pumps at Norwich Stations are utilised for between 9 and 11% of their time on operational response. If a second pump were deployed at Carrow, this would be less than 5% of on duty time. In terms of current crewing levels, one less WDS appliance in Norwich would mean a potential reduction in posts from fifty two to twenty eight.¹

Option Appraisal

Status quo in this area remains the alternative option.

Recommendation 7

Deploy a single WDS fire fighting appliance at Carrow.

¹ Based upon current ridership factors and establishment levels. i.e.13 firefighters per watch at two-pump WDS Stations, and 7 firefighters per watch at single pump WDS Stations.