

Report for Resolution

Report to Executive
28 July 2010

Report of Head of Local Neighbourhood Services

Subject Norfolk Fire and Rescue Authority draft safety plan 2011-2014

6

Purpose

To respond to the consultation on the Norfolk Fire and Rescue Service draft safety plan 2010-2014

Recommendations

Members are asked to consider the proposals so that these can be submitted to the Norfolk Fire and Rescue Authority

Financial Consequences

There are no direct financial consequences as a result of this report that impact on Norwich City Council however, closer working between the City Council and the fire and rescue service will bring benefits to residents and in particular those who are most vulnerable

Strategic Priority and Outcome/Service Priorities

The report helps to meet the strategic priority “Safe and healthy neighbourhoods – working in partnership with residents to create neighbourhoods where people feel secure, where the streets are clean and well maintained, where there is good quality housing and local amenities and where there are active local communities”

Executive Member: Councillor Waters - Corporate Resources and Governance

Ward: All wards

Contact Officers

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Background Documents

Norfolk Fire and Rescue Authority draft safety plan 2011-2014 summary document

Report

Background

1. All fire and rescue authorities are required to prepare an integrated risk management plan covering at least a three year period.
2. The purpose of these plans is to set out and evaluate the risk to communities, to life, the economy, heritage and the environment and to then challenge the current use of resources to meet the requirements of that risk.
3. The authority must also demonstrate through this process that resources used in prevention, protection and response to meet those challenges will continue to deliver better and cost effective outcomes.
4. The Norfolk Fire and Rescue Authority refer to this as the fire safety plan and the authority are currently consulting on the plan and its proposals.

Context

5. The Fire and Rescue Services Act 2004 changed the way that fire and rescue services operated. In particular the act put prevention at the heart of the work of fire and rescue authorities and included a duty to promote fire safety as well as other duties to help create safer communities, particularly for the most vulnerable in society.
6. Subsequent legislation and guidance have continued to shape fire and rescue authorities and have included specific responsibilities on delivering enhanced resilience capability, equality and diversity and the need within a tighter fiscal climate, that authorities meet public expectations of a modern, efficient and effective public service.
7. The authorities five strategic objectives clearly reflect the prevention agenda and are:
 - **Prevention** – to stop fires and other emergencies happening
 - **Protection** – to reduce the impact of fire and other emergencies on people
 - **Response** – to respond efficiently and effectively to calls for assistance
 - **People** - to build a diverse, skilled, safe and high performing workforce
 - **Manage** – to manage resources and assets responsibility and sustainably
8. Partnership work is also a high priority for the Authority and area fire service staff have been active participants of the City of Norwich Partnership and the Safer Norwich Partnership.

Performance

9. As a risk based approach, the plan includes an analysis of recent performance covering the suite of national indicators and external assessments. These are summarised as follows:

- **Deliberate primary fires** (*fires of a serious nature occurring in, for example, buildings, vehicles, outdoor storage; any fire involving casualties or attended by five or more appliances*) have reduced by 11% from the previous year with particular successes in Norwich
- **Deliberate secondary fires** (*generally smaller fires which start in and are confined to open areas. Typically these are fires on heathland, grass, fires involving rubbish, in derelict buildings. Fires in these locations that involve casualties or involved five or more appliances will be considered primary*) have increased slightly compared to the previous year. The authority believes that a change in reporting has resulting in this slight increase.
- **Community fire safety** – the service delivers fire safety messages often in conjunction with partner agencies to school children at key stage 1 – 3 through a variety of participative mechanisms. For example, during 2009-10, 122 interventions were provided through the fire setter scheme which deals with young offenders aged 8 – 18 who are referred by the police, or young people excluded from school for fire setting, or adults with mental health issues
- **Primary fires, fatalities and injuries** – there was a 10% increase in primary fires compared to last year an increase that was reflected nationally and due to the change in classification. There were four fatalities, two of which occurred during accidental dwelling fires. There were 446 dwelling fires, just under 42% of which were occupied by lone persons, with a high number being of pensionable age. The predominant cause of fires is cooking. Only 40.9% of the properties had a smoke alarm fitted which activated, 11.6% had one but it did not activate and 47.7% did not have a smoke alarm present. The programme of home fire risk checks is prioritising those who most at risk. In 2009, 2144 checks were carried out with 2672 alarms being fitted.
- **Protection**
 - 1440 fire safety audits in non domestic premises were carried out
 - 2773 automated false alarms were attended which was a reduction of 9.7% from the previous year. False alarms of good intent have also fallen by 9.1% since 2005-6.
- **Emergency response** – the service meets its emergency response standard
- **Hoax calls** – these have reduced by 42.2% from 187 to 108
- **Arson** – has reduced 42% over the past five years

Proposals for change

10. The performance information shows an overall improving picture but clear areas where improvements are required. Based on the objectives, the plan

identifies the following priorities:

Prevention – improve the safety of older people

Protection – increase the numbers of working smoke alarms

Response – systems improvement for securing operational assurance

People - to improve overall competence of the workforce

Manage – to achieve future efficiency targets

Community – improve our understanding of what the community wants from the service

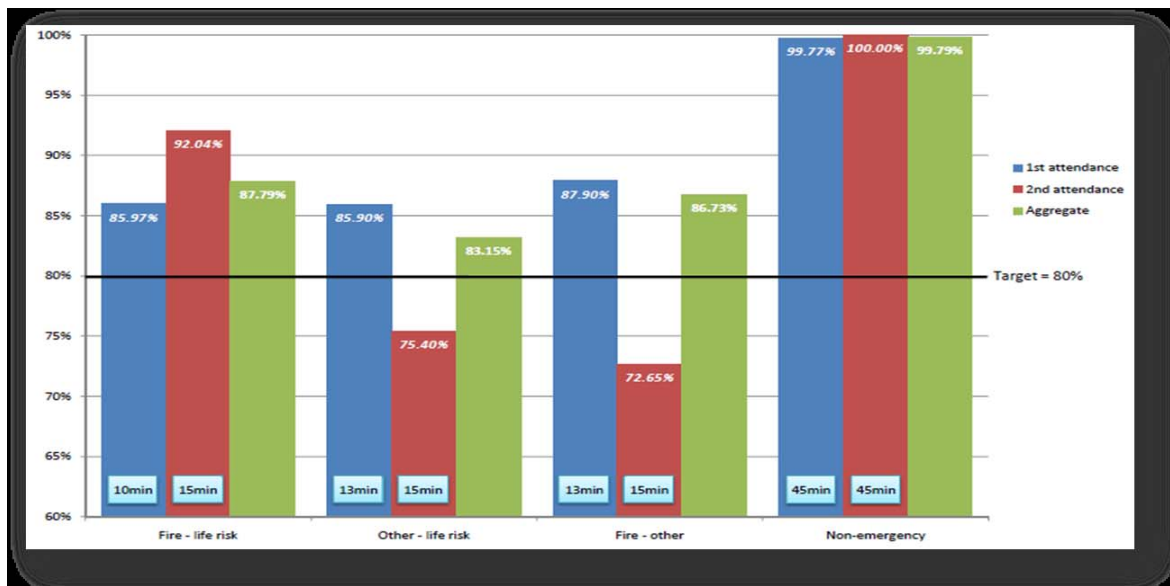
11. The draft plan undertakes a thorough scan and analysis of the nature of the county in terms of levels of deprivation, demographics, areas at risk of flood, types of building, to types of natural vegetation, the locations and frequency of incidents and the way that these may contribute to or impact on fire safety, prevention and management. A copy of the executive summary is included in the appendices.

Response standards

12. The authority adopted a new set of response standards across Norfolk for different incident types. The standards and current performance are set out in the following two figures:

Incident Type	First Appliance	Second Appliance
<u>Category 1</u> Fires where life may be at risk	80% within 10 minutes	80% within 15 minutes
<u>Category 2</u> Other emergencies where life may be at risk	80% within 13 minutes	80% within 15 minutes
<u>Category 3</u> Other fires	80% within 13 minutes	80% within 15 minutes
<u>Category 4</u> Non-emergency incidents	80% within 45 minutes	80% within 45 minutes

Norfolk Fire Service response standards



Category 1

Category 2

Category 3

Category 4

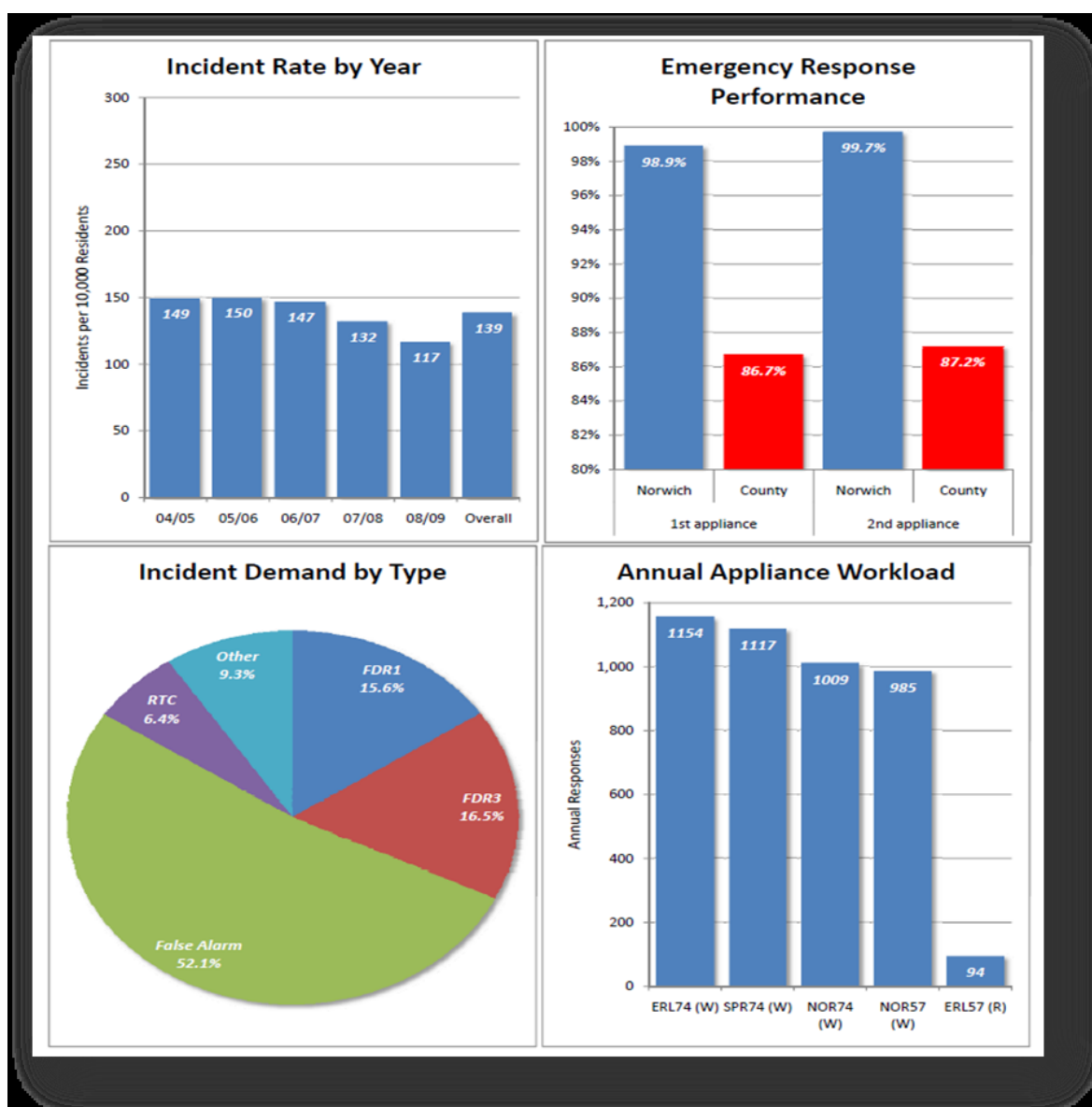
Norfolk Fire and Rescue Service performance against response standards

13. An analysis of category 1 incidents, indicates that these are false alarms, these also account for around a quarter of category 3 incidents. Performance is above target for six of the eight measures.
14. The performance for category two incidents is due to the second engine having to travel further to larger RTC/s and taking longer to arrive.
15. The performance of second attendance for category 3 incidents is limited due to the wide distribution of these calls and they occur in rural areas served by single fire engines.

Proposals for Norwich

16. The plan looks in more detail at the response activity and performance in Norwich, Great Yarmouth and King's Lynn as the three most urban areas and contains some specific proposals for these areas
17. In recent years Norwich has benefitted with a new fire station at Earlham and the Norwich area is currently served by stations at Bethel Street, Earlham and Sprowston. The authority has also started construction of a new station at Carrow (Trowse). The authority suggests that this location will provide better access to the road network around Norwich and improved facilities.
18. The performance information shows that Norwich performs well when compared to other urban area in the county with a performance of 94% and above when compared to the emergency response performance targets.
19. The data also shows that calls in Norwich are declining and prior to the opening of the station at Earlham, the authority considered that Norwich was adequately protected by the then resource of three engines even with higher levels of calls.

20. The plan therefore proposes that only one of the two engines currently based at Bethel Street will be transferred to Carrow when it opens giving a corresponding reduction in appliances of one.



Norwich performance information

21. The impact on the average time it would take appliances to arrive at incidents is show below.

Expected average range for the attendance of two fire engines from the new fire station at Carrow (mins)		Expected average range for the attendance of one fire engine from Carrow (mins)	
First fire engine	Second fire engine	First fire engine	Second fire engine
5.53	5.58	5.53	8.26

22. This suggests that there would be no change in the time it would take for the first appliance to attend an emergency but would result in an increase in time

for a second vehicle to attend in an emergency. However, the authority indicates that this is within target.

23. The crewing levels for the proposed one appliance at Carrow would not require the same number of staff and this is reflected in changes to staffing numbers.

Current configuration	Number of WDS fire engines (staff numbers)
Bethel Street fire station	2 (52)
Proposed configuration	Number of full time fire engines (staff numbers)
Carrow fire station	1 (28)
Total staffing changes	- 24 WDS

24. These proposals are based upon:

- The level of calls that are attended by all Norwich engines show a consistent reduction across the 5 years of the analysis
- This decline in calls is considered against the current resourcing level in Norwich which is five fire engines. Norwich was safely protected by three fire engines and at overall higher levels of calls prior to the opening of the new fire station in North Earlham in early 2006.
- The reduction in automatic fire alarm calls during the period of the plan will accelerate the falling call profile in Norwich and will ensure that the workload increase of the remaining fire engines stays comfortably within acceptable utilisation ranges.
- The reduction in fire engines from five to four in Norwich will not affect our pre-determined attendance. Where we have contingency plans in place for larger emergencies, we will mobilise fire engines from surrounding areas to support Norwich as we already do.
- Performance across the Norwich area will remain comfortably above the emergency response standards target levels by a significant margin, partly due to the high levels of current performance and partly due to the small overall change resulting from this proposal.
- Published growth targets for the Norwich area

Conclusions

25. The risk and evidenced based approach taken by the Norfolk Fire and Rescue Authority to prepare the risk plan, shows how the service is responding to a changing national policy framework, the needs of residents including some of the most vulnerable in the city and of particular relevance the reductions in public sector finances.

26. The plan shows that the fire and rescue service is performing well and in Norwich in some areas is performing well above target.
27. The plan also highlights a priority of protecting vulnerable individuals and this is an area where closer working between city council and fire and rescue service staff, through the Council's neighbourhood approach can help achieve better outcomes.
28. The fire and rescue service have and continue to be an active partner within the safer Norwich Partnership.
29. Two examples which illustrates the focus of the service now being on preventing fires includes the pro-active work with Norwich City Council and the Mousehold Heath Conservators to improve emergency access onto Mousehold Heath and the joint work with neighbourhood wardens to identify properties where smoke alarms are required.
30. Whilst the proposed reduction in resource in Norwich may at first glance be a negative step, the changing and modernising approach of the authority, closer work with partners and investment in new facilities is evidencing improvements in service.



Norfolk Fire and Rescue Authority Draft Safety Plan 2011-2014

Summary Document



Norfolk is one of the safest counties in England and our fire and rescue service is helping make it even safer. Since 2005 the number of significant fires in Norfolk is down 47%, total fires are down 23%, false alarms are down 11% and the total number of incidents our firefighters attend is down 8%.

This is excellent news but we are not complacent. We know your fire and rescue service can work in better and smarter ways, can make your money go further and can use crews' time and appliances more effectively.

We are required to produce a safety plan on a regular basis which must set out the risks in Norfolk and the use of our resources to manage that risk in the most efficient and cost effective manner possible.

This set of proposals builds on our previous Safety Plan and the improvements that have been achieved since then and presented to you today following a thorough analysis of a huge amount and range of evidence. All confirmed new housing developments in Great Yarmouth and the likely expansion of places like Norwich, Thetford and King's Lynn have been taken into account.

We believe these changes would help us continue to have the right resources in the right place at the right time. That is, after all, what we believe you ultimately want from us - to know that if you need us we will be there as quickly as possible. That would not change.

We know the majority of fires in Norfolk where lives are put in danger are in people's homes. These proposals if implemented would enable us to get to your home, wherever you live, as quickly as we do now and even quicker in some areas.

We propose investing in parts of the county where we have identified a need. We have looked at the effectiveness of our resources and at how and where our performance can be improved by moving or changing the type of appliance.

This summary sets out the main proposals for this safety plan that provide the focus of our consultation process; should you wish to find out more details about any of the proposals you can find a full copy of our plan and the consultation leaflet at:

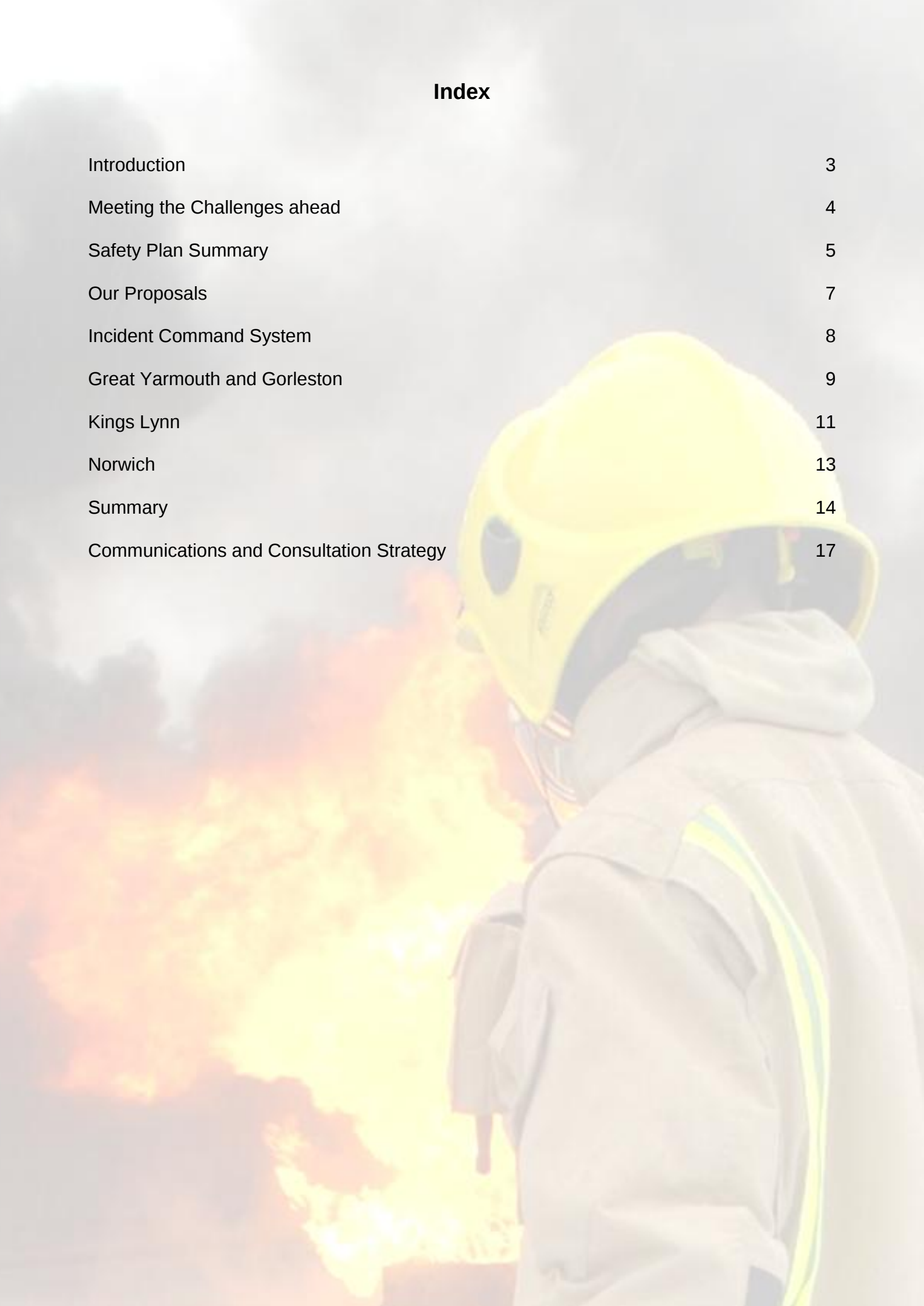
www.norfolkfireservice.gov.uk

Please do take the time to let us know your views and share any experiences and information that may help us shape the fire and rescue service in Norfolk.

Harry Humphrey
Cabinet member for fire and rescue

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Introduction

The Safety Plan sets out our approach to making Norfolk even safer and the development process has provided an opportunity for a fundamental review of fire and rescue provision in the Norfolk. This document sets out a summary of the proposals that have been drawn up to deliver a more effective and efficient service across the county without compromising safety. The proposals that emerge from the consultation period will form the basis of the fire authority's Safety Plan for 2011/14.

Significant improvements have been achieved since our first safety plan in 2004:

- Emergency calls have significantly reduced.
- Our robust call challenge policy has reduced malicious fire calls.
- We have increased the number of rescue appliances from three to twenty three.
- We have invested in appliances that carry compressed air foam to enhance our fire fighting capability.
- We have introduced a single point of contact (SPoC) for residents in Norfolk to call and arrange for a home fire risk check and a smoke detector fit.
- We have strengthened our preparation and assurance arrangements for emergency incidents.
- Every firefighter will have new firefighting protective kit during 2010.
- We carried out a comprehensive review of services in rural areas and have made significant investment to support these areas.
- We have developed our understanding of the communities of Norfolk and have begun implementing our equality and diversity strategy.
- We have opened a new fire station in Norwich at North Earlham and started construction work to build a new fire station at Carrow to replace the city centre station on Bethel Street.

Our track record shows the good progress we have made to make both the communities of Norfolk and our firefighters safer. However we continue to operate in a challenging and complex climate and the service faces continuing challenges such as a small rise in accidental dwelling fires, a sustained number of unwanted fire alarms and malicious calls and a number of fire deaths which occur albeit at a level of between 0 and 5. The service will continue to work hard to address these issues.

We have achieved a position of very low cost-per-head of population over a number of years compared to other fire and rescue services. This has been the result of financial prudence and efficiency programmes. As part of the county council we recognise our role in meeting the financial challenges ahead and will work to keep our costs as low as possible and continue to demonstrate excellent value for money.

Within this document reference is made to fire appliances or appliances; this refers to fire engines. Two groups of staff are also referred to these being our full-time staff and our on-call staff; this refers to wholetime duty system (WDS) firefighters and retained duty system (RDS) firefighters respectively.

Meeting the challenges ahead

To ensure progress is made in providing the communities of Norfolk with a **resilient, effective and efficient fire and rescue service** and to meet the challenges ahead, we must:

- Produce a **realistic and workable Safety Plan** for 2011/14. In doing so, we need to address workforce, staffing, availability 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.
- Ensure that we **listen to our communities** and reflect their views in the range and quality of the services that we offer.
- 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.
- 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 unwanted fire alarms and our response to road traffic collisions where no action is required.
- Embed a **clear performance management framework** based on analysis of national, service and local risks that will ensure appropriate priority setting and resource allocation.
- Continue to pursue **enhanced competence of our employees** to support operational effectiveness and firefighter safety.
- Demonstrate that all our activities are considered carefully for their environmental impact and lead on **reducing carbon emissions** wherever possible.
- Play our role and support partners in the delivery of the wider **community cohesion** agendas in Norfolk.
- Prepare for the move of **emergency call handling** to the regional control centre in 2012.

Arson incidents in Norfolk have reduced by 42% over the last five years.

Norfolk has a lower than national rate of injuries in fires resulting in 60 fewer casualties per year across Norfolk when compared to the national average.

Safety Plan Summary

Prevention – reducing the impact of fire in the home

On average Norfolk has a lower level of accidental dwelling fires and deaths than other similar counties. We maintain this achievement by:

- Undertaking home fire risk checks.
- Analysing our community profile to ensure our strategies are engaging with our target audiences.
- Working with partners to undertake preventative measures.
- Delivering education in schools through all Key Stages.

Accidental fires in the home in Norfolk have been reduced by 17% over the past five years.

Protection – making workplaces safe from fire

We continue to work towards:

- A reduction of risk in non-domestic dwellings as a result of our planned audit programme.
- High levels of business engagement.
- Investment in training and support to staff involved in regulatory and education fire safety.
- A reduction in unwanted fire signals (false alarms).

The chance of experiencing a fire at your business is significantly lower in Norfolk when compared to other counties with 19% fewer fires than five years ago.

Response – responding quickly to calls for help

- Norfolk Fire and Rescue Service responds to an average of 10,087 incidents per year, equivalent to 27.6 incidents per day.
- False alarm calls account for 43.4% of all incidents, equivalent to 4,380 incidents per annum or 12.0 incidents per day.
- Attending road traffic collisions (RTC) accounts for 13.7% of all incidents, equivalent to 1,380 incidents per annum or 3.8 incidents per day.
- Our appliances were available for 92.3% of the time over the last financial year.
- The overall level of emergency calls attended during the last five years has fallen across Norfolk; this mirrors a similar national trend.
- The introduction of a false alarm reduction policy would significantly reduce the number of these calls in Norfolk as it has in other fire and rescue services.

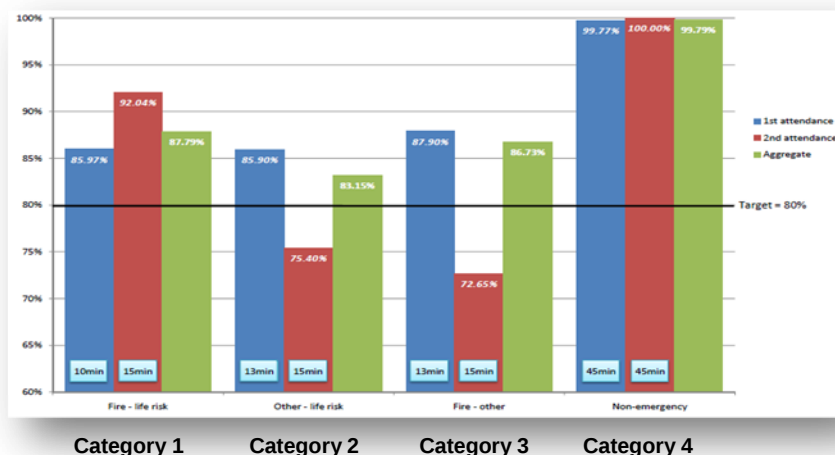
In the past five years, when compared to the national average, 400 fewer people have been killed or seriously injured on Norfolk roads.

How quickly do we respond to an emergency incident in Norfolk?

This table shows our target times for reaching emergencies in Norfolk, we call these our emergency response standards.

Incident Type	First Appliance	Second Appliance
<u>Category 1</u> Fires where life may be at risk	80% within 10 minutes	80% within 15 minutes
<u>Category 2</u> Other emergencies where life may be at risk	80% within 13 minutes	80% within 15 minutes
<u>Category 3</u> Other fires	80% within 13 minutes	80% within 15 minutes
<u>Category 4</u> Non-emergency incidents	80% within 45 minutes	80% within 45 minutes

For instance we will aim to get the first appliance to a fire where life may be at risk, anywhere in Norfolk within 10 minutes on 80% of occasions. The graph below shows our current performance is above target in all but two areas.



These are marked in red on the graph for attending category 2 incidents where we have achieved 75.4% and for category 3 incidents where we achieved 72.6%; both these for the second appliance attending. The review of our standards was programmed as part of their implementation in 2006 and has now been completed resulting in the proposal to vary the scope and content of our standards to improve their effectiveness.

The falling number of emergency incidents in Norfolk

The level of emergency incidents attended during the last five years has reduced and consequently our appliances are less busy each year. We are also working to significantly reduce the number of false alarms we attend. These changes mean our Safety Plan needed to review and confirm the effectiveness of our resources in matching the risks in Norfolk and to confirm their ongoing value for money.

Conclusion: We have reviewed the provision of resources in Norfolk and have suggested proposals to vary these to allow service improvements in the county. We have also highlighted other ways to vary our services to improve the efficiency and effectiveness of fire and rescue services in Norfolk.

The following sections outline our proposals for change:

Our proposals

Emergency response standards

We believe publishing the response times for our incident commanders would be more beneficial than those for second appliances assisting at fires where there is no risk to life and at road traffic collisions.

The reviews undertaken of our standards have confirmed that the standards set in 2006 were ambitious and challenging but also that performance overall has been good. We have reviewed the standards and believe they should be changed to reflect actual performance. In particular we looked at the reasons why the second appliance is not meeting the 80% target for '*other - life risk*' and '*fire - other*' incidents.

It should be stressed that the number of appliances we send to these incidents or how quickly they arrive will not be affected by removing this standard and the monitoring will continue at local level to ensure existing attendance times are maintained.

Standards relating to '*Other - life risk*' category

This standard relates predominantly to road traffic collisions (RTCs). The first appliance attending this type of incident has the greatest impact on the outcome of the rescue and provides immediate casualty care and scene safety whilst also beginning the process of extracting casualties. The second appliance provides support in dealing with the incident.

Standards relating to '*Fire - other*' category

This standard relates to fires that do not involve a risk to life, such as in derelict buildings and rubbish fires.

For both standards on the majority of occasions the first attending appliance meets the standard arriving at the incident within 13 minutes. However, where a second appliance is needed the performance standard is met less often.

These emergencies occur evenly across Norfolk and therefore, in rural areas, will require a second appliance to travel long distances to provide support.

This means that the realistic prospect of meeting this standard is limited by the geography and station locations across Norfolk and we believe in future our reporting should be limited to a local focus on maintaining existing performance levels for second appliances at these incident types.

We will maintain current reporting arrangements regarding the standard for both first and second fire appliances attending category one incidents these being fires where life is at risk.

Incident command system

A critical element to dealing with incidents of all types and sizes is ensuring a suitably qualified and experienced manager is on scene to control operations, this is done through the incident command system (ICS).

The table below shows the application of the 4 ICS levels in Norfolk and how these relate to service management roles:

Level	Incident types	Incident commander	Incident command system attendance
Level 1	All minor incidents	Crew or watch manager	1 appliance – Crew manager. 2 appliances – Watch manager.
Level 2	Risk to life or major injury. Higher level of supervision required Potential to escalate is higher than Level 1	Station manager or group manager	3 or 4 appliances – station manager 5 or 6 appliances – group manager
Level 3	Large or complex Incidents multiple appliances Required	Area manager	7 or 8 appliances - area manager 9 or 10 appliances - area manager
Level 4	Major incidents and those requiring significant resources	Brigade manager	Brigade manager

In Norfolk, incident command system (ICS) standards have not been formally published as part of our overall ERS reporting arrangements.

The following are the standards that are part of the proposal to monitor ICS along with a revised set of emergency response standards for our appliances.

Level	Availability Standard	Response standards for arrival from time of alert
Level 2	One IC on immediate availability in each of these areas - Norwich (Central Norfolk) - Great Yarmouth (East Norfolk) - King's Lynn (West Norfolk) - Fakenham (North Norfolk) - Thetford (South Norfolk)	80% of incidents within 20 minutes
Level 3	One IC available within the County at all times	80% of incidents within 45 minutes
Level 4	One IC to be available at all times	80% of incidents within 90 minutes

Our Proposal: we will introduce targets to ensure we are getting incident commanders to serious emergencies as quickly as possible and change reporting of ERS to include the new standards.

What will change: our ERS reporting will show response times for our incident commanders instead of second appliances attending fires with no risk to life and road traffic collisions.

Great Yarmouth and Gorleston

We believe we can improve how quickly an appliance attends emergencies in Gorleston.

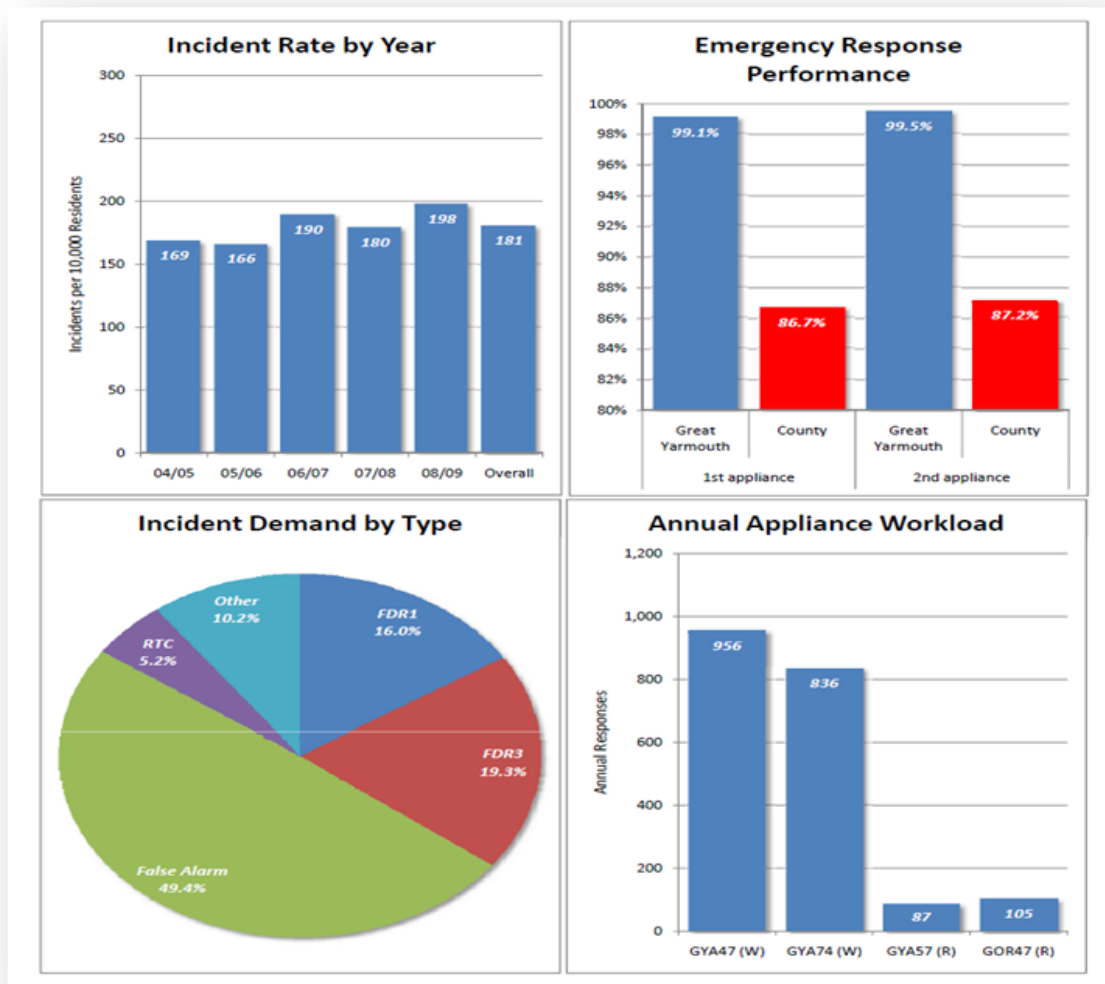
Great Yarmouth area is currently served by two full-time appliances at Great Yarmouth and two appliances crewed by on-call firefighters, one at Great Yarmouth and one at Gorleston.

The results of our review have consistently shown that two full-time response locations is the most effective arrangement, one at Great Yarmouth and one at Gorleston. The chart below shows how quickly an appliance gets to an emergency call in Great Yarmouth and shows this is well above the county average at over 99% for both appliances.

It also shows a rate of incidents that has been variable in recent years, an incident demand type dominated by false-alarm calls (FDR1 and FDR3 are types of fire categories) and an appliance workload shared predominantly between the two appliances that are crewed full-time (GYA47 (W) and GYA74 (W) below).

The service plans to introduce a policy to significantly reduce false alarm calls during the 2011/14 period.

Gorleston and Great Yarmouth on-call appliances are mainly used when we have emergencies that require more than 2 appliances or when our full-time appliances are at another emergency.



The recommendation is to move one of the full-time appliances to Gorleston and remove the on-call appliance and crew. This would have the following impact on the average time it takes appliances to arrive at incidents:

Times for the attendance of appliances from the current locations (mins)		New times for the attendance of appliances after upgrading Gorleston (mins)	
First appliance	Second appliance	First appliance	Second appliance
5.85	6.34	4.78	7.81

This shows that the first appliance will get to incidents more quickly, however the second appliance would take slightly longer.

This represents an overall improvement in response times for Great Yarmouth with the time taken for the second appliance remaining well within our emergency response standard. We are also proposing to provide 5 firefighters on each full-time appliance by increasing the number of full-time firefighters in the Great Yarmouth area from 52 to 56. The table below shows the investment needed for this proposal.

Resourcing	Cost/Saving
Removal of 1 appliance	-£28k p.a.
14 On-call posts@ £6k each approximately	-£84k p.a.
Additional 4 full-time posts	+£150k p.a.
Balance	+£38k p.a.

Summary

- In preparing for how we respond to emergencies across the county we pre-plan the number of appliances that will attend, we call this our pre-determined attendance or PDA. The introduction of a second response location will not affect our PDAs for the Great Yarmouth area.
- By upgrading the Gorleston fire station to be staffed full-time, we can improve the time it takes for the first appliance to attend emergencies and life risk calls in the Gorleston area.
- The reducing level of false-alarm calls will particularly reduce the overall level of calls in the Great Yarmouth area.
- Performance across the Great Yarmouth area will remain comfortably above the emergency response standards target levels by a significant margin, partly due to the high levels of current performance and partly due to the overall improvement offered by this proposal.

Our Proposal: we will upgrade our existing fire station at Gorleston to give 24-hour cover by replacing our on-call crew with a full-time crew which we will move from Great Yarmouth.

What will change: communities in Gorleston will get a appliance quicker and we will have full-time cover both sides of the river.

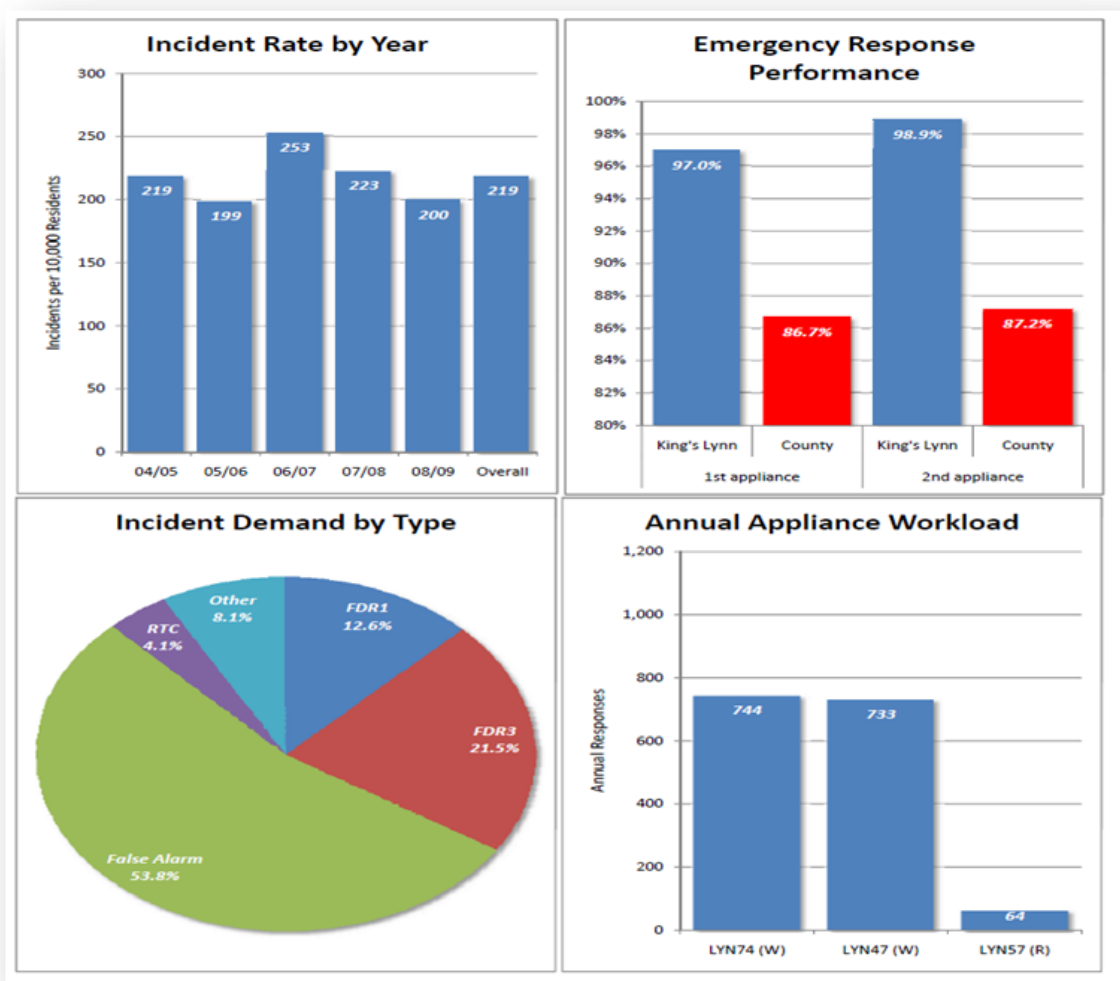
Kings Lynn

We think we can improve how quickly a appliance can get to fires in King’s Lynn and the surrounding villages.

The fire station on Kilham’s Way in King’s Lynn currently provides the emergency response for the King’s Lynn area. The station has two appliances that are crewed full-time, and one crewed by on-call firefighters.

Our analysis shows that development of another fire station to the east of the King’s Lynn would enable us to provide a quicker overall response to local people living in King’s Lynn and the surrounding villages. It would also accomodate future housing development in the town.

The chart below details the current performance and shows a falling rate of incidents, an emergency response performance significantly above the average in the county, an incident demand type dominated by false-alarm calls (FDR1 and FDR3 are types of fire categories) and an appliance workload shared predominantly between the two appliances that are crewed full-time (LYNN74 (W) and 47 (W)).



The recommendation is to move one of the full-time appliances to a new site to the east of Kings Lynn. This would have the following impact on the average time it takes appliances to arrive at incidents in King's Lynn and surrounding areas:

Current average time for the attendance of appliances from the existing fire station		New average range for the attendance of appliances from two fire stations	
First appliance	Second appliance	First appliance	Second appliance
9.61	8.82	5.76	9.31

This shows that the first appliance will get to incidents much more quickly; however the second appliance would take slightly longer.

This represents an overall improvement in response times for King's Lynn and the time taken for the second appliance to attend still is comfortably within our emergency response standard of 15 minutes for second appliances in Norfolk.

As part of this arrangement we are also proposing to provide 5 firefighters on each full-time appliance by increasing the number of firefighters in the King's Lynn area from 52 to 56. The cost of a new fire station is estimated at £2 million although a partnership arrangement may be possible at lower cost. The table below summarises the investment needed for this proposal.

Resourcing	Capital cost	Revenue cost
Additional fire station	£2m	-
Service delivery point	-	TBC
Additional 4 staff		£150k

Summary

- The new average range of attendance times for having two response locations in King's Lynn with a new site on the outskirts of the town makes a significant difference to how quickly the first appliance attends an emergency.
- In preparing for how we respond to emergencies across the county we pre-plan the number of appliances that will attend, we call this our pre-determined attendance or PDA. The introduction of a second response location will not affect the PDAs for the King's Lynn area.
- The provision of second response location will help us with our contingency arrangements, for example if something happened to our existing fire station at Kilham's Way, such as flooding, we could operate from the second location on the outskirts of town.

Our Proposal: we should provide a second response location on the outskirts of King's Lynn.

What will change: communities in King's Lynn and the surrounding villages will get an appliance quicker than they do now.

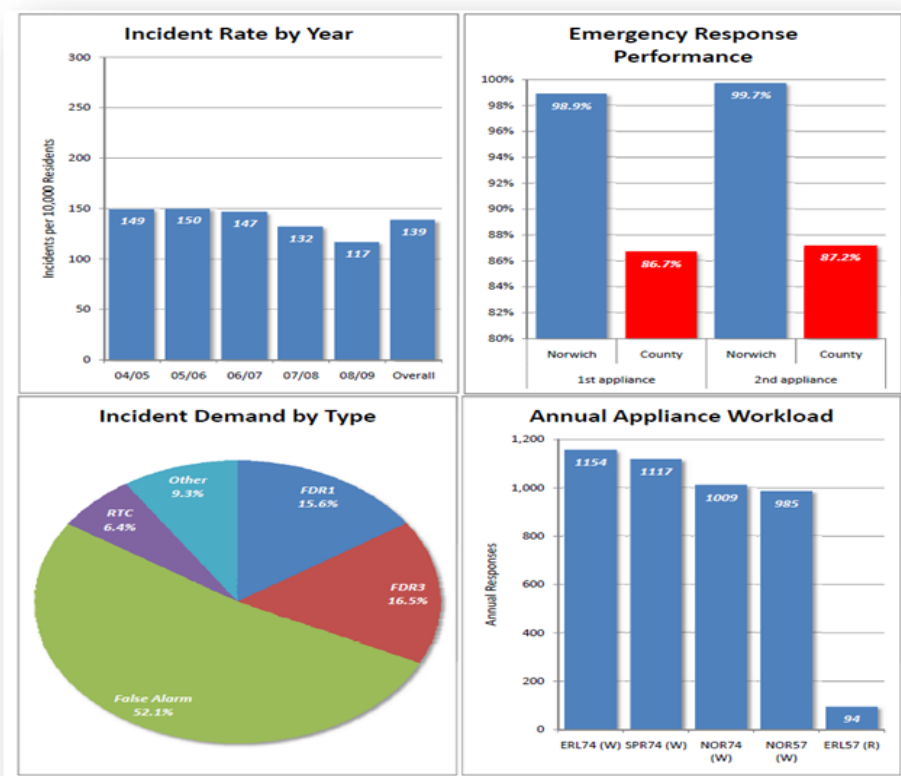
Norwich

With the number of emergency incidents reducing we believe four appliances can now safely cover the risks in Norwich.

Norwich is currently served by two full-time appliances at Bethel Street, one full-time appliance at Sprowston and one full-time and one on-call appliance at Earlham.

The charts below detail the current performance and show a falling rate of incidents, an emergency response performance significantly above the average in the county, an incident demand type dominated by false-alarm calls (FDR1 and FDR3 are types of fire categories) and an appliance workload shared predominantly between the four appliances that are crewed full-time (ERL 57 (R) is the on-call appliance).

The charts below also show the emergency response performance at a much higher rate than the average with performance at over 98% for both first and second appliance attendance. They also show a declining total number of incidents with an overall significant reduction shown since 2004/05.

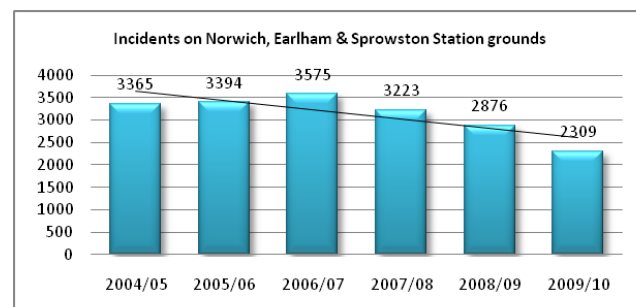


The high level of false-alarms calls are expected to reduce significantly during the period of this Safety Plan further reducing the number of emergencies attended by the appliances in Norwich.

This overall decline in calls must be considered against the current resourcing level in Norwich which is five appliances. Norwich was safely protected by three appliances and at higher levels of emergency calls prior to the opening of the new fire station in North Earlham in early 2006.

The recommendation is to move only one of the full-time appliances to the new fire station at Carrow when it opens.

The chart below shows impact on the average time it would takes appliances to arrive at incidents in Norwich.



Expected average range for the attendance of two appliances from the new fire station at Carrow (mins)		Expected average range for the attendance of one appliance from Carrow (mins)	
First appliance	Second appliance	First appliance	Second appliance
5.53	5.58	5.53	8.26

There would be no change in the time it would take for the first appliance to attend an emergency, but it would result in an increase in the time it takes for the second appliance to attend. This performance would remain well within the ERS target for a second appliance to attend within 15 minutes. The crewing levels for one appliance at Carrow would not require the same number of staff and the following table reflects the changes to staffing levels:

Current configuration	Number of full-time appliances (staff numbers)
Bethel Street fire station	2 (52)
Proposed configuration	Number of full-time appliances (staff numbers)
Carrow fire station	1 (28)
Total staffing changes	- 24 WDS

The proposal therefore would include the removal of 24 Firefighter posts from the Norwich area.

Summary

- The levels of calls that are attended by Norwich appliances show a reduction across the last 5 years.
- Norwich was safely protected by three appliances at overall higher levels of calls prior to the opening of the new fire station in North Earlham in early 2006.
- The planned reduction in AFA calls during the period of this safety plan will accelerate the falling call profile in Norwich.
- In preparing for emergencies across the county we pre-plan the number of appliances that will attend, we call this our predetermined attendance or PDA. This proposal will not affect the PDAs for the Norwich area.
- Performance across the Norwich area will remain well above the emergency response standards target levels by a significant margin if this proposal were implemented.

Our Proposal: we will station one appliance at our new Carrow fire station off Martineau Lane in Norwich instead of two currently at Bethel Street.

What will change: Norwich and the surrounding area will still get a appliance quickly and well within our emergency response standards.

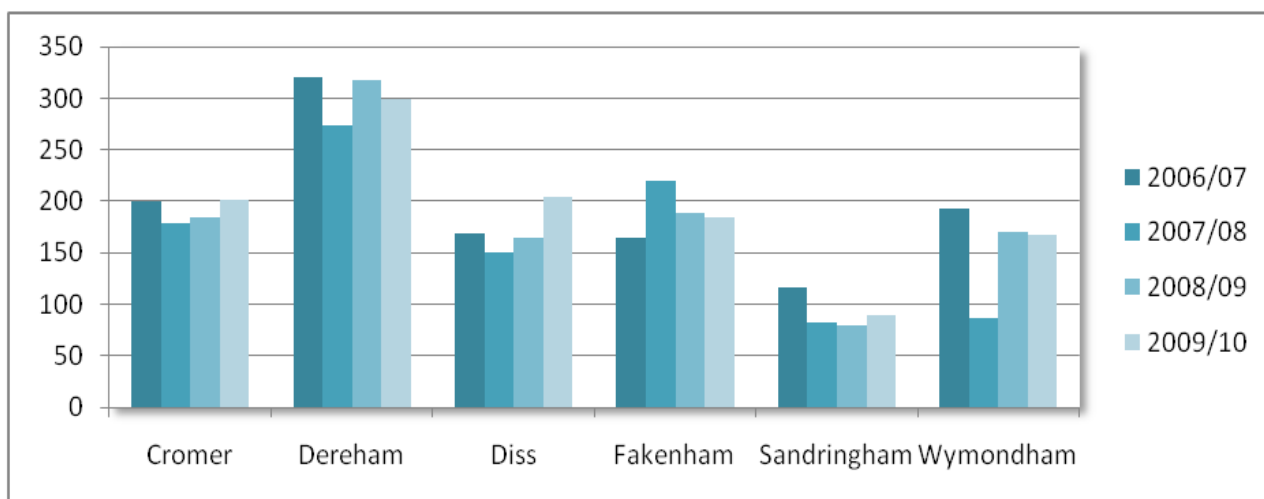
On-call stations with two appliances

We believe replacing a number of existing appliances with new rural appliances designed specifically to tackle emergencies in rural areas would help us meet the needs of a modern fire and rescue service.

Currently, there are six stations with two on-call appliances deployed. These are: Cromer, Dereham, Diss, Fakenham, Sandringham and Wymondham, (excluding our day crewed station at Thetford).

The work completed has highlighted that the second appliances on these stations are broadly characterised by poor availability and low utilisation and as such have been subject to close scrutiny for their ongoing value for money.

The number of emergencies attended by both appliances on these stations is shown below and clearly illustrates the range in activity levels from Dereham to Sandringham. The majority of each stations call will be attended by the first appliance with fewer attended by the second appliance.



Norfolk's community risk register highlights the risk to the county from extreme weather conditions such as wildfires (experienced in summer 2006), snow and ice (winter 2009/10) and flooding (2007 near event and annual flash flooding).

With the current low utilisation of the second appliance and projected continued reduction in utilisation, particularly in relation to reducing the high levels of false alarm calls, there is an opportunity to use a proportion of our existing staff on these stations to provide new and needed capability for both local areas and to support incidents across the rest of the county.

Our proposal is to replace the second appliance on these two-appliance stations with a new four-wheel-drive rural appliance. These new appliances will be able to operate off-road helping to fight wildfire across the county, transport staff and equipment in heavy snow and during flooding and be able to transport equipment directly to the scene of major emergencies such as a rail or aircraft crash.

The crewing arrangements for these vehicles would not require the same level of staff on these stations and therefore the proposal would include the removal of two firefighter posts from each station.

The impact of removing the second appliance has been examined in relation to maintaining our emergency response standards (ERS). Where a neighbouring station cannot provide a second appliance within the 15 minutes required then the rural appliance will continue to provide the firefighting capability necessary for category one incidents.

Having carried out the response standard modeling, the table below summarises the position of each of the six stations concerned with regard to fires involving life risk:

	Type of emergency the rural firefighting appliance will attend				
	Life risk fires (property)	Secondary fires (rubbish)	RTC and major incidents off road	Wildfires	Extreme weather
Sandringham	x	✓	✓	✓	✓
Wymondham	x	✓	✓	✓	✓
Cromer	x	✓	✓	✓	✓
Diss	✓	✓	✓	✓	✓
Fakenham	✓	✓	✓	✓	✓
Dereham	✓	✓	✓	✓	✓



Example of the smaller rural appliance



Example of the larger rural appliance

This has allowed two options for the rural appliances to be drawn up as shown here. These will provide a replacement of a standard appliance with an appliance that provides for both local and county needs and add new operational capability in Norfolk. With the larger rural appliance based where life risk fire support is needed.

The pictures above illustrate examples of the type of rural firefighting appliances we are proposing to introduce rather than the exact models.

Our Proposal: we will replace one of our two traditional appliances based at Sandringham, Cromer, Dereham, Wymondham, Fakenham and Diss with a modern, high-specification appliance specially designed to tackle emergencies in rural areas.

What will change: we will have six new appliances able to travel off-road to attend emergencies, fight fires and deal with extreme weather available locally and across Norfolk.

Communications and Consultation Strategy

Consultation is a key part of integrated risk management planning and it is vital that our consultation is relevant and proportional to the change proposed.

We want...

...to engage with the people of Norfolk, our employees and a wide cross-section of Norfolk Fire and Rescue Authority's stakeholders to obtain their views and opinions of the proposed Safety Plan 2011–2014.

- This is your chance to have your say.
- This is your chance to find out more about how your fire and rescue service performs.
- The Safety Plan is about Making Norfolk Safer, whether you live in, work in or visit Norfolk. It is about improving the ways in which we provide our services.
- Your views count. The opinions of Norfolk Fire and Rescue Authority stakeholders matter to us, are valued by us and will be used to inform the final agreed Safety Plan.

The draft Safety Plan, summary document and outline of proposals and response form will be available as a hard copy or as a PDF document. It will be available to download on the Norfolk County Council website and Norfolk Fire and Rescue Service website. We have an online response process available via our website.

We will be holding public meetings in King's Lynn, Norwich, Great Yarmouth and Gorleston. With additional meetings in Cromer, Dereham, Diss, Fakenham, Sandringham and Wymondham.

Staff will be consulted through station and watch meetings.

A successful consultation will be where:

- Sufficient views and opinions are gathered to provide a representative sample.
- The views and opinions received were used and fed into the final Safety Plan.
- We can demonstrate that we have used the views and opinions gathered to inform the final Safety Plan.

Responses

All comments/suggestions will be taken into account during analysis. At the end of the consultation period, decisions will be made regarding any amendments to the Safety Plan as a result of consultative feedback. The information provided will include a brief summary of views expressed as well as reasons for not adopting options where this is relevant.

What next

We want to consult our staff, our communities, our partners and our stakeholders. Details of the full Safety Plan can be found on our website alongside a copy of the consultation response form.

www.norfolkfireservice.co.uk

If you need this consultation sheet in large print, audio, braille, alternative format or in a different language please contact Norfolk County Council Communications Unit on (01603) 224471 and we will do our best to help.

