



**Norfolk**  
County Council

Norfolk Fire & Rescue Service

# Community Risk Management Plan

## CRMP Summary 2023-26

[www.norfolkfireservice.gov.uk](http://www.norfolkfireservice.gov.uk)

# 1. Foreword – CFO & Chair of FRA

## Welcome to our 2023/26 Community Risk Management Plan (CRMP23-26)

This document identifies areas of existing and emergent community risk that Norfolk Fire and Rescue Service has responsibility for, and the approaches and strategies we intend to use to mitigate those risks. Over the last three years, Norfolk Fire and Rescue Service has demonstrated its ability to meet the needs of Norfolk communities through one of the most turbulent times in our country's history. Our teams of dedicated professionals have worked through the constraints and challenges of a global pandemic, faced the early implications of climate change and ensured we have upheld our core mission of making Norfolk as safe as possible.

Some changes have brought distinct positives, such as the increase in agile working and digital competence, the improved and strengthened relationships between public sector partners and the impressive way in which our local communities have demonstrated their compassion and support for each other. Collaboration with partners continues to be a strength of Norfolk Fire and Rescue Service, demonstrated by the co-location of our control room with Norfolk Constabulary, our interoperability with Eastern Region Fire and Rescue Services to increase resilience and share best practise, and our support for the East of England Ambulance Trust.

Our previous Community Risk Management Plans (previously Integrated Risk Management plans) have enabled us to make progress as a service, and our emergency response, along with a number of other areas, has again been judged as "good" by our recent HMICFRS report. We had implemented learning from the Grenfell tragedy and were also recognised for our innovative approach to equality, diversity and inclusion, particularly in relation to seldom heard communities.

Our capital investment programme ensures we have the right capabilities to meet the requirements set out in the CRMP, and we have a range of key appliances in the pipeline for delivery over the next 3 years including high reach vehicles and replacement Fire Engines. We are also leading the way in electric and hybrid vehicle usage with over 30 electric vehicles replacing our existing fleet and helping to achieve NCC's environmental objectives.

Whilst this document sets out a three-year plan, we are also mindful of the changing national picture for Fire and Rescue, as well as how quickly risks and challenges can present on a local level.



## Three key areas the CRMP aims to explore are:

### 1. Improving response times.

- a. Consider the impact on response times following improvements in our county's highway infrastructure and expansion of housing, commercial and industrial infrastructure and reviewing the optimum location of our fire stations and placement of our resources.

### 2. Improving the effectiveness of our prevention activities.

- a. Consider how we enable staff to increase focus on upscaling prevention activities whilst maintaining our response effectiveness
- b. Enable improved collaboration with partner agencies and key stakeholders to ensure there is a joined-up safety net across the county

### 3. Maximising our efficiency and effectiveness.

- a. Consider how we can redistribute our workforce and other resources to fulfil all legislative requirements to a good or better standard
- b. Realign our specialist emergency response capability
- c. Futureproof the service through recognising and developing intelligence and data ownership (staff with skills, systems with supportive capacity and investment in data quality) in order to enrich our understanding of risk and how we can best mitigate it.



**Our Integrated Risk Management Plan 2020-23 contained five proposals to be considered:**

1. Strengthen our community fire protection services.
2. Develop a new concept of operations.
3. Explore the potential to undertake co-responding
4. Maintain our specialist water rescue capability.
5. Adopt national performance measures against emergency response standards if they are introduced.

**It is pleasing to be able to detail how work on these has progressed over the last three years:**

1. We have successfully strengthened our community fire protection services which has resulted in HMICFRS recently moving their judgment in this area from "Requires Improvement" to "Good".
2. We have been developing our concept of operations (ConOps Project) which has already delivered a number of organisational and operational changes to the ways we work.
3. We are currently trialling Emergency Medical Response (EMR) at our North Walsham and Sheringham fire stations working in collaboration with EEAST to review where we may be able to support their response further.
4. We have maintained our specialist water rescue capability, addressed the funding gap and secured the finances to enable continued specialisation.
5. We have continued to participate in national conversations around emergency response standards. We remain committed to adopting it if and when it is introduced.



**Margaret Dewsbury**  
(Cabinet Member Communities  
& Partnerships)



**Ceri Sumner**  
(Director of Norfolk Fire  
and Rescue Service)

## 2. Introduction and Background

All fire and rescue services have duties and responsibilities that are set out in legal documents.

**These include:**

- The Fire and Rescue Services Act 2004.
- The Civil Contingencies Act 2004.
- The Regulatory Reform (Fire Safety) Order 2005.
- The National Framework 2018.

**The National Framework 2018 states that all English Fire and Rescue Services have to produce an Integrated Risk Management Plan.**

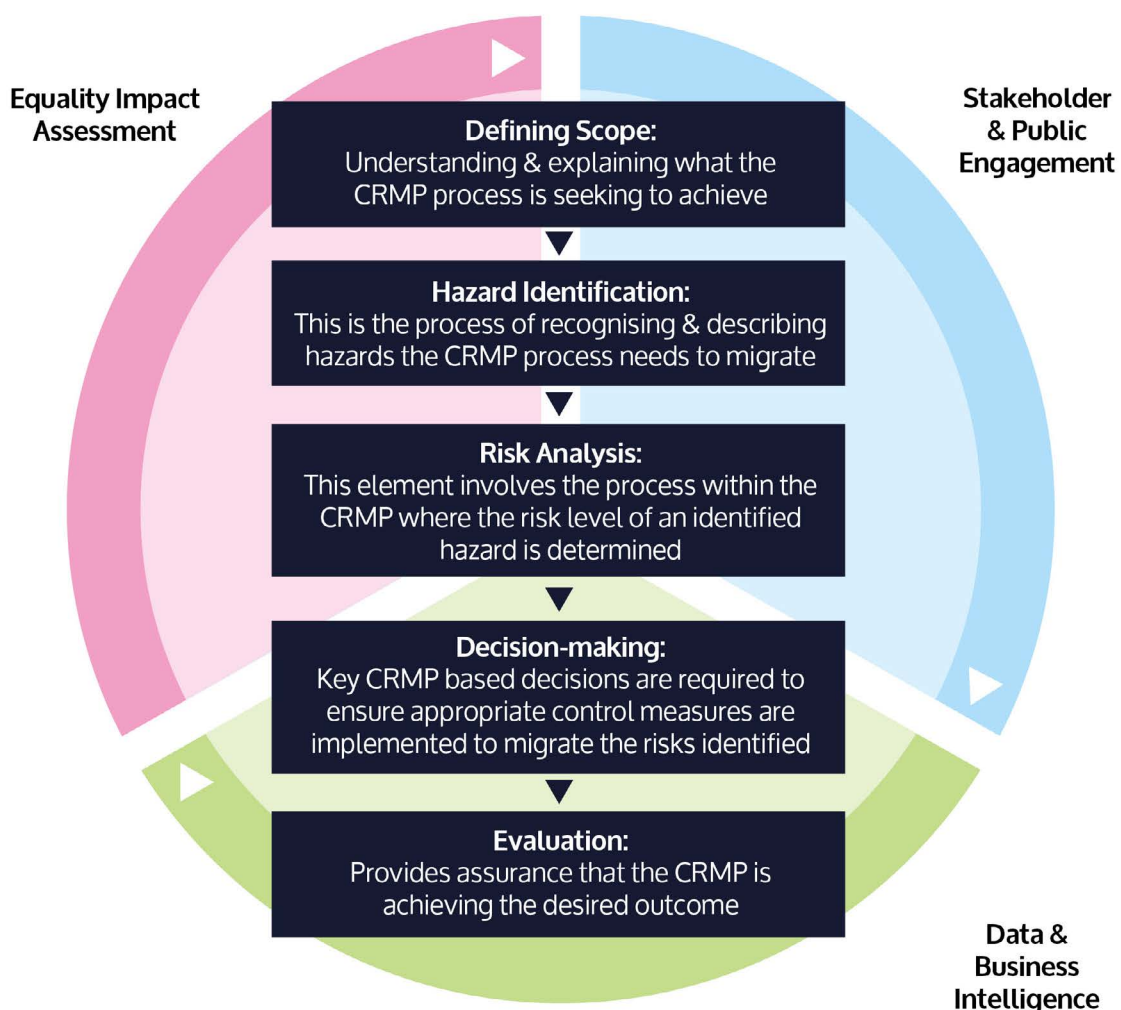
**Our Plan must:**

- reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority,
- demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources,
- outline required service delivery outcomes including the allocation of resources for the mitigation of risks,
- set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat,
- cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework,
- reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- be easily accessible and publicly available.

Subsequently the National Fire Chiefs' Council (NFCC) and the Fire Standards Board (FSB) have produced national guidance on community risk management planning. In May 2021 the FSB issued an approved standard for 'Community Risk Management Planning'. [Download the standard \(FSS-RMP01\) from the Fire Standards website here.](#) NFRS have used this and the NFCC 'Community Risk Management Planning Strategic Framework' to develop this CRMP23-26. [You can find the 'Community Risk Management Planning Strategic Framework' on the NFCC website here.](#)



## CRMP Strategic Framework



### The flow chart details the strategic framework for developing a CRMP:

1. Defining scope: Understanding and explaining what the CRMP process is seeking to achieve
2. Hazard identification: This is the process of recognising and describing hazards the CRMP process needs to migrate
3. Risk analysis: This element involved the process within the CRMP where the risk level of an identified hazard is determined
4. Decision-making: Key CRMP based decisions are required to ensure appropriate control measures are implemented to migrate the risks identified
5. Evaluation: Provides assurance that the CRMO is achieving the desired outcome

### This process is subject to and informed by:

- Equality impact assessment
- Stakeholder and public engagement
- Data and business intelligence

## 3. Our Story – Norfolk Fire & Rescue Service

**Our Vision.** Norfolk Fire & Rescue Service is at the heart of protecting communities. We exist to make our county as safe as possible.

### Our Mission.

Norfolk Fire & Rescue Service will make Norfolk a safer place through:

- Preventing fires and other emergencies
- Protecting people, buildings and the environment
- Responding to fires and other emergencies when they arise.

### We will deliver our vision by...



Having a service that remains relevant, capable and agile to protect Norfolk as best as it can.



Supporting our communities to reduce risk by educating and advising them.



Responding to incidents, ensuring we have the best people, equipment and technology to be able to do this.



Investing in our greatest asset – our workforce – to ensure they are engaged, supported and connected

### Our Priorities:

- **People:** Promote a working environment of diversity, equality, inclusion & safety
- **Prevention:** Target community fire safety advice for vulnerable people and increase the number of homes in Norfolk with working smoke detectors
- **Protection:** Reduce the risk and impact of fires in non-domestic premises, support Norfolk's seven Local Authorities in enforcing fire safety standards and fewer false alarm calls by reducing the volume of false alarm calls.
- **Response:** Provide a proportionate emergency response service to all emergencies
- **Logistics:** Ensure equipment and vehicles are maintained to a service-ready standard
- **Planning:** Enable the service to be relevant to the needs of our communities

## We will support Norfolk by...

- **Educating** adults, children, partners and businesses so they can all better understand the part they can play in reducing risk.
- **Understanding** the diverse needs of our communities, using local knowledge and risk mapping based on current data.
- **Preparing** for the unexpected, through continued staff training opportunities, investment in our service and flexibility to take on different duties with utmost professionalism.
- Being a **trusted** voice. We will work with businesses and residents to help them reduce the risk of incidents occurring, whether at work, at home, in public places or on the move.
- Take **enforcement** action where attempts to work with people have not resulted in the safest course of action being followed to ensure the ongoing safety of everyone.

## Our actions will be driven by...

- We will do what matters – we will have clear strategic priorities and plans, based on evidence and need.
- We will do the right thing – we will have honest and thoughtful conversations and use our expertise to take the right course of action whatever the circumstances.
- We will adhere to our corporate values and behaviours to ensure we work as one inclusive team.
- We will show compassion and empathy with our audiences, supporting them in the most appropriate ways.





### **The future of Norfolk will be safer through the work that we do.**

In 2021 the 'Core Code of Ethics and Guidance for Fire and Rescue Services (England)' was published. This has been designed to help employees of the Fire and Rescue Service (FRS) act in the best way towards each other and while serving the public. We have reviewed and incorporated its principles (below) into our 'Cultural Framework', our policies and our procedures.

- **Putting our communities first** – we put the interest of the public, the community and service users first (Reliable & Flexible)
- **Integrity** – we act with integrity including being open, honest and consistent in everything we do (*Supportive & Understanding*)
- **Dignity and respect** - making decisions objectively based on evidence, without discrimination or bias (*Respectful & Inclusive*)
- **Leadership** – we are all positive role models, always demonstrating flexibility and resilient leadership. We are all accountable for everything we do and challenge all behaviour that falls short of the highest standards (*Proud & Positive*)
- **Equality, diversity, and inclusion (EDI)** – We continually recognise and promote the value of EDI both within the FRSs and the wider communities in which we serve. We stand against all forms of discrimination, create equal opportunities, promote equality, foster good relations, and celebrate difference (*Respectful & Inclusive*)

### **Our Values:**

- Make strategy happen
- Be business-like
- Be evidence based
- Be collaborative
- Take accountability

## 4. Community Risk Management Plan Methodology

Community risk management planning is a requirement under the National Framework, produced by the Home Office and supported by the National Fire Chiefs' Council (NFCC).

This is to ensure that all fire and rescue services produce, review and update their CRMP in line with NFCC guidelines and in consultation with key stakeholders within their organisation and the community, making the plan accessible and publicly available.

The CRMP will be supported by service plans that further describe how the service reduces the identified risks. These identify the resources needed to deliver each plan, as well as highlight proposals for areas where we could improve the delivery of our service over the lifespan of the document. We also review and respond to the findings of inspections from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).



The CRMP methodology is one that all fire and rescue services must use to ensure that appropriate resources are available with the emphasis placed on prevention, protection, response and its people, taking into consideration the risk profile in Norfolk. To achieve this NFRS will identify and consider all foreseeable and existing strategic, operational and community risks relevant to the service. In doing so we will also consider national, regional, and local influences, taking account of local and national policies. NFRS will consider the needs of the community, our stakeholders and all our partners through consultation to include consideration of their existing plans and risks.

To achieve this NFRS have a number of key stages which look internally at our own data sources and externally working with our partners. These include:

- Horizon scanning for local, regional, and national influences which may affect service objectives.
- Critical fire risk maps
- Community Risk Data and Local Risk Management Plans (LRMP)
- Data produced in our Statement of Assurance and Norfolk Insight (Joint Strategic Needs Assessment, Norfolk Story, etc)
- Ongoing engagement with personnel/ staff across NFRS and NCC
- National and community risk registers
- Evaluation against Equality, Diversity and Inclusion (EDI) policy and Equality Impact Assessment (EqIA)

The identified risks from these and other data sources are analysed using the Risk Evaluation Cycle.

### Risk Evaluation Cycle





## **What is Risk?**

The NFCC have defined risk as a combination of the likelihood and consequences of hazardous events. Risk is the potential for an emergency to occur, that may threaten life, cause damage or harm to people, property, or the environment, including an impact on critical infrastructure, or protracted demand on emergency service resources. We identify, assess and research our foreseeable risks, drawing on local incidents, feedback and learning from significant local and national events. This is reviewed every year to identify our priorities, set our objectives and measure our performance.

## **Statement of Assurance**

We must provide assurance on financial, governance and operational matters and show how they have had due regard to the expectations set out in our IRMP. [Our statement of assurance is available from our website.](#)

## **Norfolk County Community Safety Partnership**

Norfolk is one of the safest counties in the country but is still faced with significant and diverse community safety challenges, ranging from combating the supply of drugs through county lines and growing levels of domestic violence, to modern slavery and environmental crime. The Norfolk County Community Safety Partnership (NCCSP) brings together organisations from across Norfolk to tackle crime and disorder, to ensure the county remains a safe place for people to live, work and visit. [You can find out more about the NCCSP on their website here.](#)

## **Norfolk Insight**

Norfolk Insight is a locality-focused information system providing data and analysis for neighbourhoods in Norfolk and Waveney. By providing up-to-date knowledge of local communities, Norfolk Insight provides the evidence-base needed to make better informed decisions to improve services and localities. It also hosts the Joint Strategic Needs Assessment (JSNA) which provides a picture of the health and wellbeing of the people of our county and the issues which affect their needs, inequalities and services, aiming to inform and improve their health and wellbeing. [It is accessible through the Norfolk Insight webpages here.](#)

## **Commercial Partnership**

NFRS also works in partnership with Norfolk Safety CIC. Norfolk Safety CIC share common objectives in promoting and developing safety for everyone at home, work and in leisure time. Their courses are designed to develop awareness and promote safe working and leisure practices throughout the county of Norfolk and beyond.

## 5. Our Norfolk

Norfolk has a balance of urban and rural districts with Norwich the most urban and North Norfolk the most rural.

Having such a large number of road mileage naturally equates to a higher risk of being killed or seriously injured on the roads and provides challenges to the delivery of services. Currently more than 140,000 people in Norfolk live in areas categorised as the most deprived 20% in England. These are mainly located in the urban areas of Norwich, Great Yarmouth and King's Lynn, together with some identified pockets of deprivation in rural areas, coastal villages and market towns.

Norfolk is made up of seven local authority areas - Breckland District; Broadland District; Great Yarmouth Borough; King's Lynn & West Norfolk Borough; North Norfolk District; Norwich City; and South Norfolk District. At around 551,000 hectares Norfolk is the fifth largest county in England with a population of around 916,200 (a 0.92% increase since 2019) and 404,300 households (0.62% increase since 2019). Norwich is the only major city in the county and there are also three large towns - Great Yarmouth, King's Lynn and Thetford.



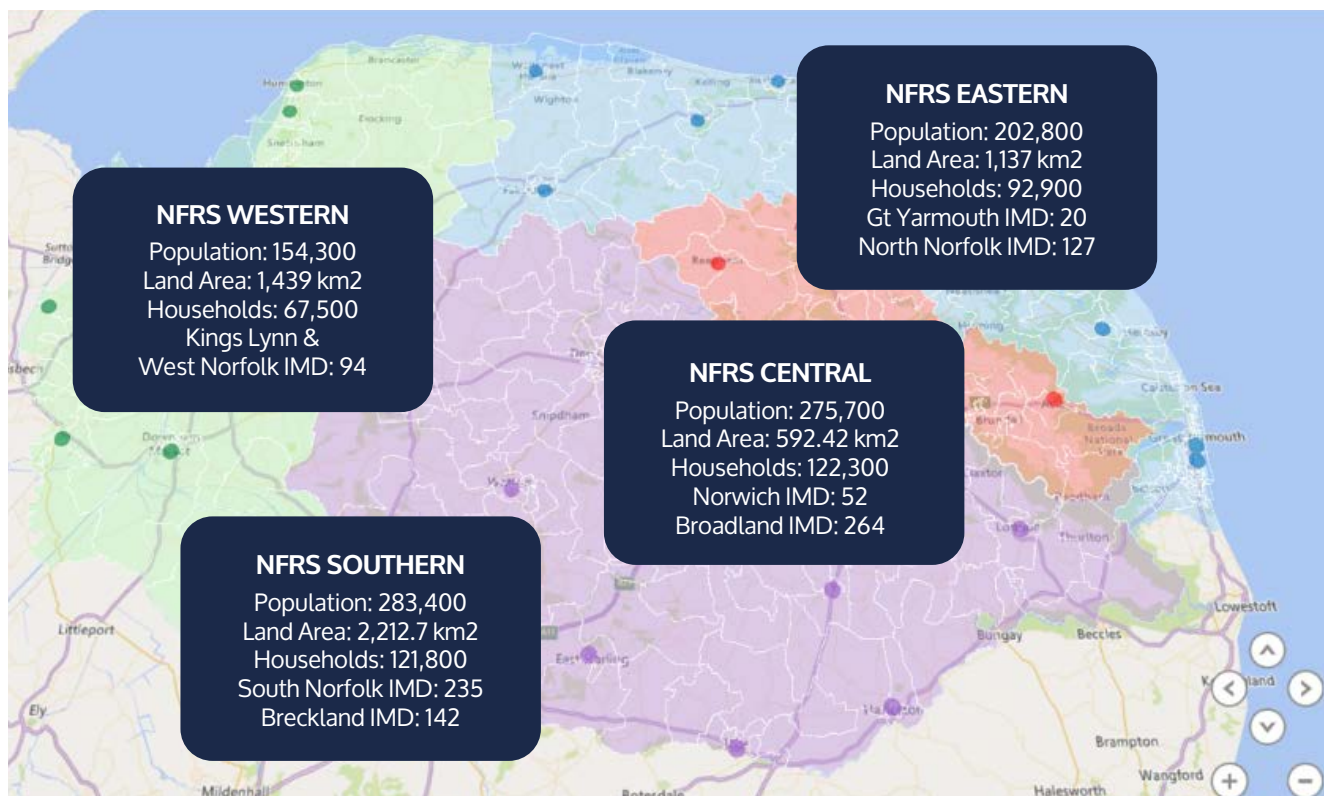
The estimated proportion of Norfolk's population living in an urban setting increased from 47.5% in 2010 to 50.8% in 2019, with the corresponding reduction of people living in a rural setting from 52.5% in 2010 to 49.2% in 2019. More recent estimates (based off the Census 2021) are not available at the time of drafting this document as only first results have been released as of March 2022. In the main, Norfolk has an ageing population. It is expected that around 27% of the population will be aged 65 and over by 2028. The 85+ population of Norfolk is projected to grow significantly with a 24% increase by 2028. Norfolk's population is projected to exceed one million by 2036.

While Norfolk's land area is around 93% rural, just over half our residents live in an environment that can be classed as urban. The Indices of Deprivation 2019 show that Norfolk has experienced an increase in relative deprivation compared with 2015 and 2010. Of Norfolk's 538 Lower Super Output Areas (LSOAs), 97 have moved to a relatively more deprived decile compared with 2015. Around 135,000 Norfolk residents live in areas which have been classified as being among the 20% most deprived in England.

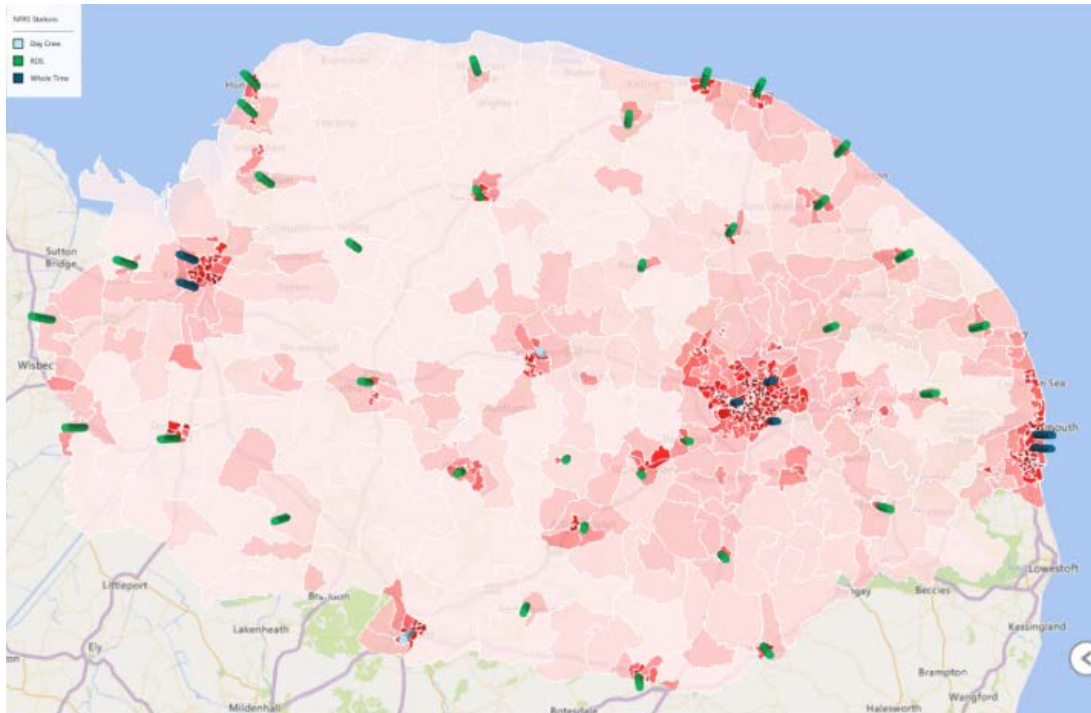
## NFRS Districts

NFRS has four districts that provide cover of all of Norfolk:

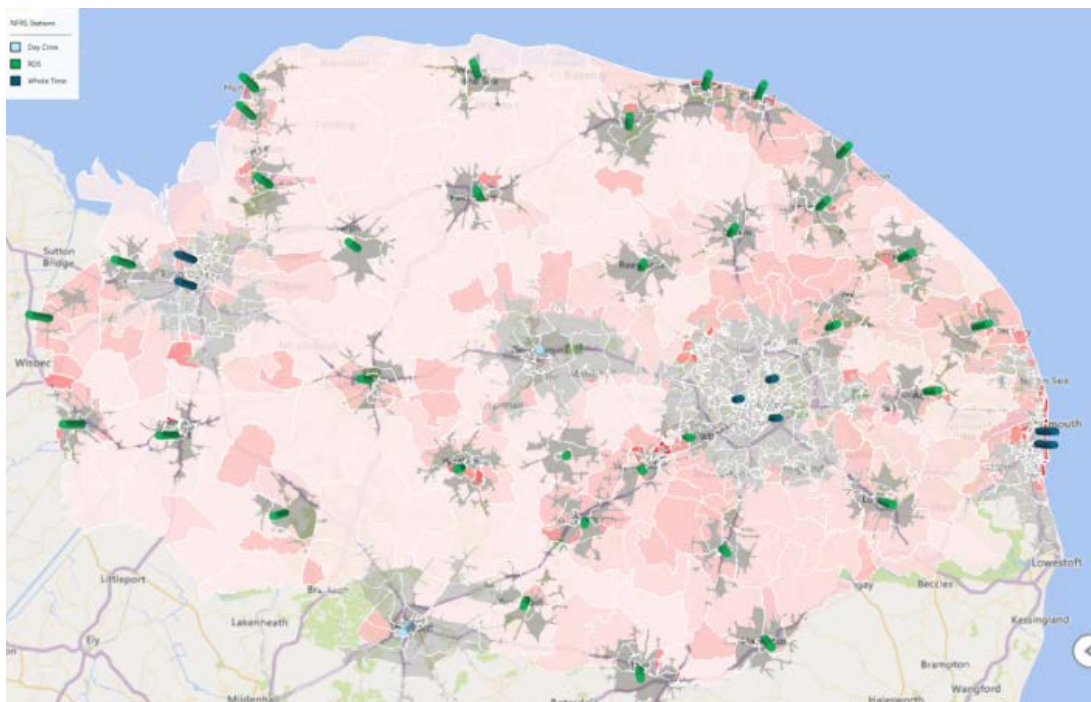
- Central (Broadland District & Norwich District)
- Eastern (Great Yarmouth District & North Norfolk District)
- Southern (Breckland District and South Norfolk District)
- Western (King's Lynn and West Norfolk District)







*There are currently [42 stations](#) providing operational coverage to Norfolk and these are located strategically against areas of greater population density*



*Our drive-times around our station locations provides coverage to the concentrated areas of population*

## 6. Preparing our Plans

When writing our Community Risk Management Plan our approach is broken down into three themes that all make a difference to the safety of people, buildings and places in Norfolk.

We then consider these against risk, demand, vulnerability, resources and consultation and engagement. This informs the best ways to spend our budget to deal with the Risk, Demand and Vulnerability in Norfolk in the most efficient and effective way.





## 7. Risk, Demand & Vulnerability

NFRS and the Fire Authority have a number of statutory duties placed upon us to ensure that we consider the risks and hazards that can impact the residents of Norfolk.

The NRF assesses the non-malicious risks (i.e., hazards, rather than threats) that are most likely to happen, the impact these would have across the county and ensures that adequate planning, response and recovery arrangements are in place. The NRF also publishes a Community Risk Register, designed to inform people about the risks that could occur where they live, so they can think about what they can do to be better prepared in their homes, communities and businesses. [The NRF Community Risk Register can be downloaded from their website here.](#)

### Climate change

Climate change is one of the biggest challenges our county will ever face. Human activity has already led to 1°C of global warming from pre-industrial levels. This is resulting in damaging impacts on lives, infrastructure and ecosystems already being felt by communities across Norfolk. NCC approved an Environmental Policy in November 2019 which includes a focus on climate change strategy, which is intended to provide a framework which will shape and influence all day-to-day activity. [The Environmental Policy \(PDF\) can be downloaded from our Environment and Planning Policies webpage.](#)

NFRS is committed to the protection of the environment, and to ensure that the environmental impact of firefighting activities is limited as far as possible. NFRS works closely with the Environment Agency (EA) to ensure that firefighting tactics are employed which have environmental protection at the forefront of decision making. NFRS also carries out direct environmental protection work such as deploying specialist equipment to prevent environmentally damaging substances from entering watercourses. In partnership with the EA, NFRS has two specialist environment protection units based in Norwich and King's Lynn which can deploy a wide range of environmental protection equipment. NFRS have recently agreed to replace all of their emergency response vehicles (ERVs), used by officers (who are also incident commanders) for routine business and for an emergency response to the scene of operations, by a mix of petrol hybrid and all-electric vehicles. We are also replacing our pool vehicles to all-electric.



## Risk Evaluation

During preparation for the CRMP23-26 extensive work was completed around the National Risk Register and the Community Risk Register. Through this work we have identified the highest scoring Risk Types that we should focus on in Norfolk.

### **From these risks we have identified the following six high impact incident types:**

- Flooding, where as a result of sea water flooding or inland flooding from heavy rainfall.
- Terrorist related incidents (Chemical, Biological, Radiological, Nuclear)
- Human health (pandemic flu, other infectious diseases)
- Hazardous materials and marine incidents
- Fires (including fire or explosion at a gas terminal or flammable gas storage site and wildfire)
- Major industrial accident (fire or explosion)

These are the six high impact areas (identified using the NRA and local community risk register) that we have established because of the impact they can have on the community and on our Service. They tend to occur less often but take a large number of firefighters and equipment to deal with them when they do happen, so we must be prepared for that.

With the increasing impact of climate change, we will consider our preparedness for responding to unusual events resulting from extreme weather, such as wildfires, flooding and storms. This will include structured reviews of operational response such as the recent period of hot weather-related wildfires. We will seek to ensure that we have appropriate resources, and that staff are provided with the correct training to effectively deal with these types of incidents.

We already have in place specific resources for dealing with these types of emergencies such as off-road firefighting capability, fire misting units, bulk water carriers, and 4-all-wheel drive vehicles. We also have effective water rescue capability, which we are looking to improve over the period of this CRMP. We will review the findings of recent extreme weather events to ensure that our current arrangements remain suitable for the expected increase in these types of events.

This does not mean they are the only risks we are prepared for as there are many other types of incidents that we plan for and respond to. These include air, road, rail, tunnels and heritage sites. Many types of incidents such as road traffic collisions and house fires are sadly much more common and part of our day-to-day work, even though we also work hard to reduce these. These risks are factored into our wider training and exercise programme.

Other sections of the CRMP23-26, including those about vulnerability, demand and response provide more information about our plans for those types of incidents. Plotting these risks on a map of Norfolk allows us to identify where our risks are and place our resources to meet these risks.

There are areas which are important to the infrastructure of Norfolk supporting the prosperity and heritage of the area. This includes some of our buildings, museums and galleries. We recognise the importance of our role in preserving these precious and valuable assets and what a loss they would be to the County of Norfolk should an incident occur.

To ensure we can respond appropriately to these risks, we gather site specific risk information and develop operational plans for these places, in addition to holding large scale exercises with partner agencies to test our plans. This ensures we have the right people, with the right equipment in the right place, at the right time.

### **Demand:**

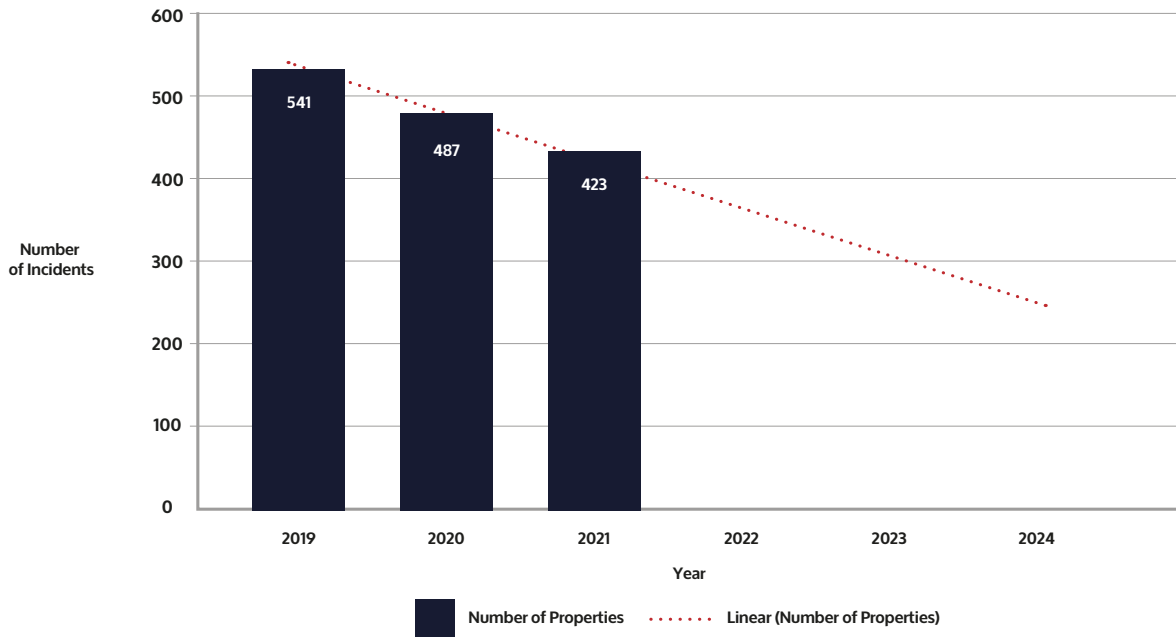
Knowing where emergency incidents happen helps us plan where we base our fire stations, fire engines (and other specialist equipment) and people. Incidents aren't evenly spread across Norfolk. We also know that demand fluctuates between the day and night (approx. 0700 to 1900) so resources are significantly busier during the day than at night. Using this knowledge, we ensure we have our fire engines, in the right place at the right time to respond.

We also need to know where vulnerable people live to help us plan how to deliver our services to help prevent fires and other emergencies. Fire Services receive information about people aged over 65 from the NHS. We use this to target our prevention services at this most vulnerable group of people, and we work with other partner agencies too to help their vulnerable clients. The graphs below illustrate the success of our Prevention activities over the course of our current IRMP, showing how the number of both deliberate dwelling fires have fallen and are projected to fall in the future. We also use this information to help us plan for the future.





## Number of Deliberate and Accidental Dwelling Fires 2019 to 2021



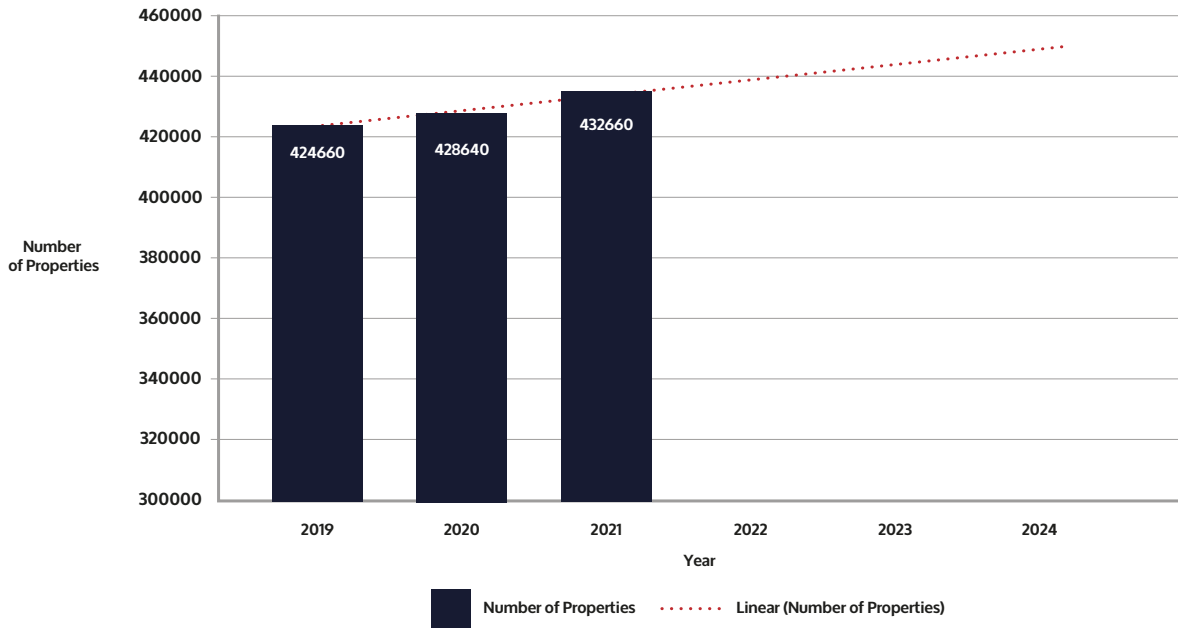
The graph shows the number of deliberate and accidental dwelling fire incidents over three years:

- Year 2019: 541 incidents
- Year 2020: 487 incidents
- Year 2021: 423 incidents





## Number of Properties in Norfolk 2019 to 2021



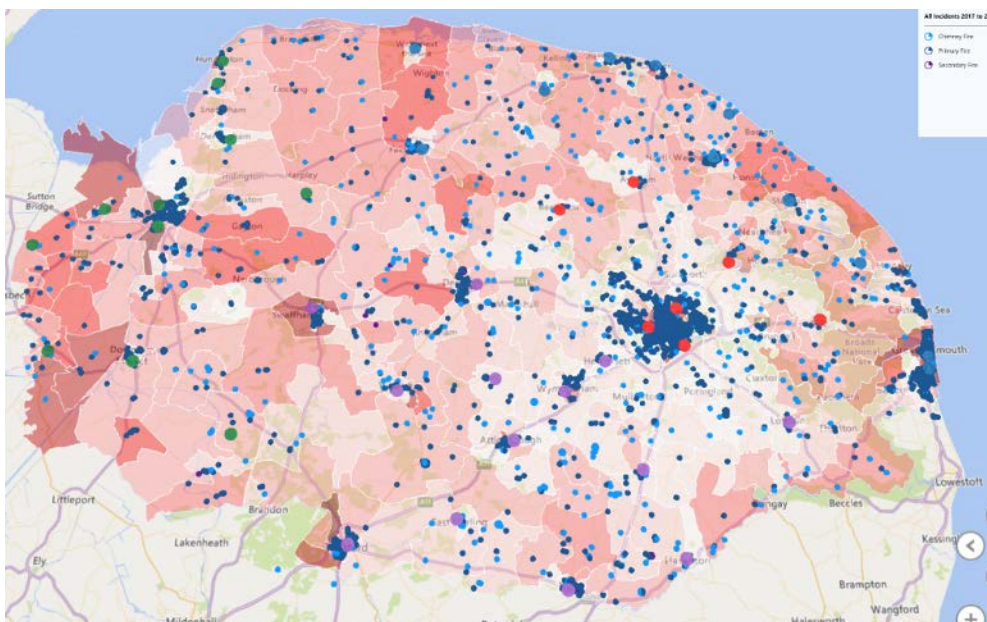
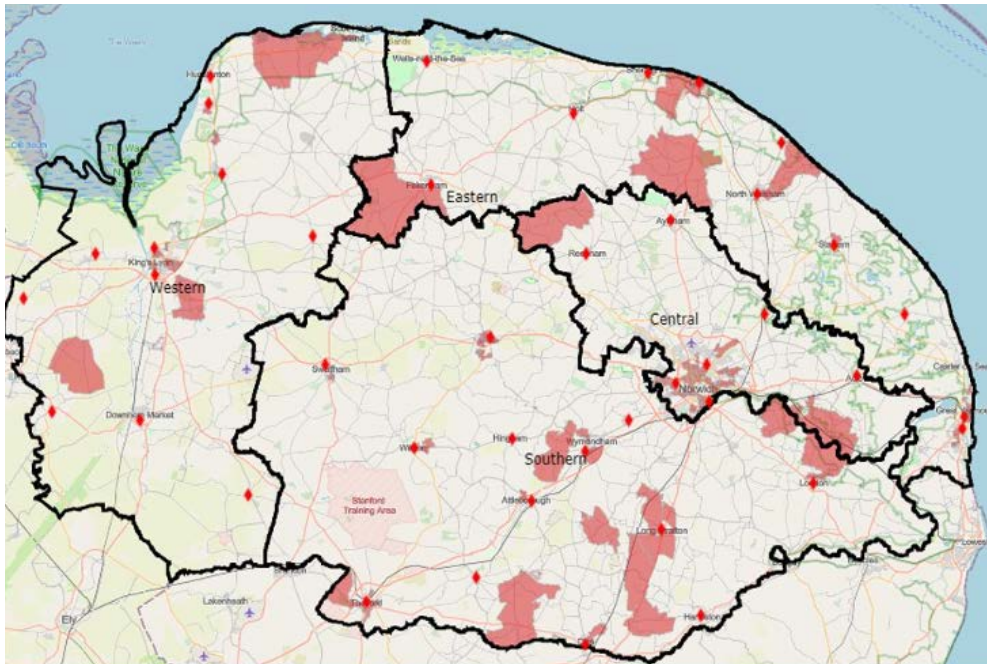
*(2020 and 2021 data may produce a disproportionate trend due to the Lockdowns and Home-Working as a result of the Covid Pandemic)*

The graph shows the number properties in Norfolk over three years:

- Year 2019: 424660 properties
- Year 2020: 428640 properties
- Year 2021: 432660 properties

We also use a range of datasets to support risk identification, intelligence and the effective targeting of resources. These include Geographic & Demographic Data, Social Data, Partnerships & Collaborative Data, Historic Demand Data and Business Data. The Community Risk Profile also takes account of information supplied by partners and external influences on our Service at a local and national level.

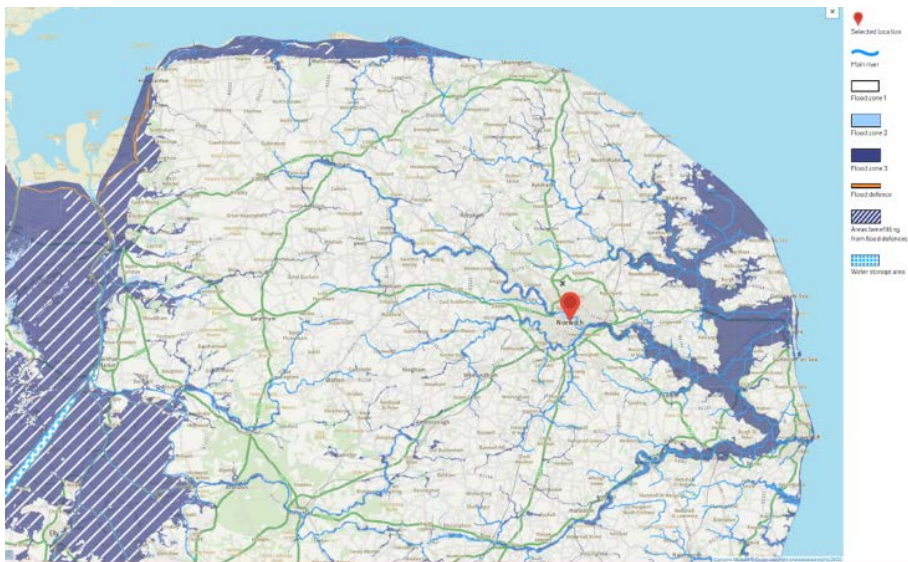
We use historic incident data relating to life risk, vulnerability data and drive time data which we weight against proportionality and consequence and then combine in order to produce a baseline map of risk across the county at Local Super Output Area (LSOA) geography level. Our risk model presents a balanced view of relative risk. Relative risk means that we can determine that one locality is more at risk than another. The risk model provides a general view of risk; it does not consider personal circumstances, i.e., not everyone living in a very high-risk locality will be equally at risk. Relative risk prioritises localities for resource provision and allocation.



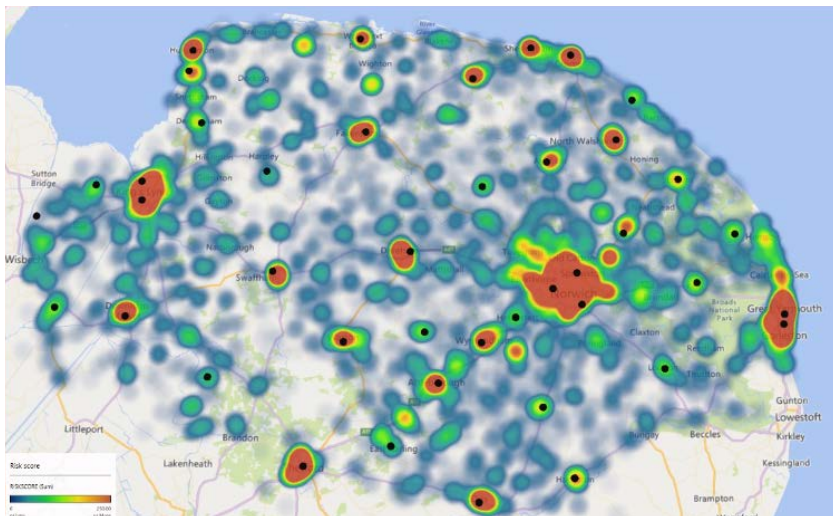
*Vulnerability and fire incidents mapped against Indices of Multiple Deprivation*



*Very High Risk & High-Risk premises*



*Flood Risk (Environment Agency)*



*All premises with an NFRS allocated Risk Score*



## 8. About us

Over 800 people are employed by Norfolk Fire & Rescue Service across 42 operational fire stations, a training and development centre, an Urban Search and Rescue (USAR) deployment base, headquarters and control centre.

### Budget and Finance

The Authority has an excellent record for dealing with any financial challenge it faces. For many years now the Authority has maintained a comprehensive Medium Term Financial Plan (MTFP) and capital programme. The County Council sets a rolling 3-year MTFP for revenue and capital budget programmes that encompasses all services and functions. Norfolk Fire and Rescue is part of this process as part of the wider directorate of Community and Environment Services. The CRMP is the key driver in the allocation of the Authority's resources in response to the risks facing Norfolk Fire & Rescue. The Authority's CRMP states the main strategic themes that the Authority is progressing and its plans. The MTFP prioritises the allocation of resources to deliver the Authority's mission and aims.

### Operational Preparedness

The aim of our operational response framework is to ensure that we are prepared, should an incident occur, so we can minimise the impact of that incident by providing a timely, appropriate and resilient response capability. Our response strategy comprises several key elements from the National Operational Concept of Operations through to our local system of work.

### Capability (Logistics and People)

#### Fires & Pumping

All of our front-line fire crews are trained to extinguish domestic, commercial and industrial fires and our incident commanders are trained on wildfires. We ensure sufficient firefighting foam is available for extinguishing liquid fuel fires and deep-seated fires. We provide an off-road capability to provide access, equipment transportation and extinguishing media in respect of wildfires. We supplement fire engines with water carriers and a high-volume pump hosted and deployed on behalf of the National Resilience lead authority.

## Rescues

All our fire crews are trained to perform rescues from height through the use of ladders. Aerial ladder platforms provide a safe working platform for rescues up to 32m. For heights higher than 32m or for inaccessible rescues, a rope rescue team is provided through Urban Search and Rescue (USAR) teams. All our fire crews are trained to undertake confined space rescues, with winch capabilities provided on our heavy rescue fire engines and with a USAR specialist capability and are trained to rescue people from road traffic collisions and transport incidents. All fire engines are provided with hydraulic rescue equipment, supplemented by four heavy rescue fire engines carrying enhanced equipment and with USAR providing a specialist capability. USAR provides rescues from collapsed structures. Our fire crews are trained and equipped to deliver intermediate medical care with clinical governance aligned with the East of England Ambulance Service. All our fire crews are trained to undertake bankside rescues of casualties in water and are provided with lifejackets and throw lines. Eleven water first responder (type D) teams are equipped to undertake wading and raft-based flood response. Four water and flood rescue technician (type B) teams can undertake rescues in fast flowing water via surface rescue boats and tethered swimming (Team typing is based on DEFRA flood rescue concept of operations 2019). Our proposal in respect of realigning our Specialist Water Capability in Section 12 includes allowing the type D teams to undertake swimming rescues in non-swift water such as rivers broads. We respond to flooding incidents to protect property at risk of flooding and remove flood water from buildings and infrastructure. Rescues from fallen trees is provided by our USAR chainsaw operatives. All our fire crews are trained to safely work with trapped large animals; with dedicated animal rescue teams to undertake the rescues.



## **Hazardous materials**

We provide hazardous materials & environmental protection advisers (HMEPAs) to provide advice to commanders on mitigating the effects of an accidental release of a hazardous material and the protection of the environment. HMEPAs are also trained to provide an Initial Assessment Team (IAT) to test substances in the field to identify hazards and to quantify the risk. We work in partnership with the Environment Agency to transport and deploy large quantities of protective equipment to mitigate the effect of hazardous materials on the environment. Selected fire crews are trained to use gas tight suits and undertake decontamination. We deploy a mass decontamination capability on behalf of the National Resilience lead authority. All fire crews are trained and equipped to attend a chemical or biological attack as the initial operation response (IOR). Specialist fire crews are trained to attend incidents involving radiological or nuclear materials supported by monitoring and testing equipment.

Vehicle (and equipment) provision for fires, pumping, rescues and hazardous materials include general purpose type B fire engines, rural fire engines, water carriers, wildfire water mist systems, heavy rescue pumps, technical rescue units, aerial ladder platform, urban search and rescue, 4 x 4 vehicles. Environmental protection units and mass decontamination unit.

Following on from the decision in previous integrated risk management plans, over the past couple of years we have been replacing the second fire engines at our On - Call fire stations with tactical 4x4 response vehicles. With their ability to go off road and deliver 'misting' water to extinguish wildfires, these vehicles have proved invaluable to fire crews during heatwaves.

In addition to the introduction of these off-road vehicles, we have also retained the second fire engine at three fire stations to act as agile fire engines. These fire engines are available to local crews if they have enough firefighters to staff them but crucially act as agile fire engines that are used to provide fire cover at large events such as the Norfolk Show, backfill areas in the county that require additional fire cover and act as spare fleet should a fire engine break down.

## **Prevention Staff**

Prevention delivery is the responsibility of all our teams, whilst the responsibility for developing partnerships and delivery plans, quality assuring and evaluation sits with our central Prevention Team.

### **Activities include:**

- Home Fire Safety Visits (HFSVs)
- Post fire home fire safety engagement
- Arson reduction initiatives and focused juvenile interventions (Firesetter Scheme)
- Water Safety / Drowning Prevention initiatives
- Road Casualty Reduction initiatives.
- Crucial Crew (Multi-Agency safety education events)
- Fire safety information to refugees and asylum seekers through ESOL courses (delivered by Norfolk Adult Learning service)



## Protection Staff

To ensure we achieve an integrated approach to managing risk, we use both dedicated fire safety staff and operational crews to deliver our community fire protection services. Protection staff roles: Senior Fire Safety Inspector, Fire Investigator & Protection Officer (FIPO), Fire Safety Inspector, Fire Safety Advisor, Entry level Fire Safety Advisor, Business engagement and compliance.

## Support Services (our internal frontline)

Although most people will see our fire fighters and Prevention and Protection staff out in our communities, we also have several support staff working behind the scenes to make sure the Service runs efficiently, and that front-line staff are able to carry out their work effectively. As an element of the Concept of Operations programme we identified the advantages of utilising the wider professional support and improved resilience of Norfolk County Council's corporate shared services. As an outcome we have migrated existing fire teams within Human Resources, Estates, Information & Technology, Communications, Pay and Health & Safety.

## Operational Response

As would be expected, road traffic collisions predominately occur when people are travelling through the day. Fires tend to peak in the early evening when people are cooking. How we organise our emergency response capability and the location of our emergency response resources is the result of previous IRMPs and the Concept of Operations (Con Ops) review. As a result, we have confirmed that the current locations are the most tactical locations to distribute our operational response resources and provide a proportionate standard of delivery to mitigate risk across Norfolk.

- **Fire Control** - All emergency incidents start with an emergency call and our teams of fire control operators handle 999 calls, manage risk critical information and support our fire crews and commanders to resolve the incident.
- **On Call** - Our emergency fire cover in Norfolk is predominately on-call covering 39 teams and relies on the commitment of our people to provide cover.
- **Wholetime Duty System** - Firefighters working on the wholetime system work two days then two nights. This system requires four shifts, known as watches, to provide guaranteed fire cover 24/7 at five of our stations.
- **Day Duty System** - At Thetford, firefighters on our Day Duty System (DDS) work during the day between Monday and Fridays with on-call firefighters providing cover in the evenings and weekends.
- **Dereham USAR** - Our National Urban Search and Rescue (USAR) teams based at Dereham Fire Station crew the fire engines on the station when they are in residence.
- **Turnouts** - Our response teams' turnouts to incidents are quicker during the day when they are often already on the engine or working close to the station if they are on-call, and slower at night when they are asleep.

Through the Con Ops project, we have identified some changes to the way we use these locations (and these changes are detailed in Section 12).

## Participation with National Resilience

The Norfolk Community Risk Register (CRR) is produced by the Norfolk Resilience Forum and helps identify hazards that may lead to an emergency. As a member of the Norfolk Resilience Forum, we work with our partners to identify strategic community risks and quantify both the likelihood of the event happening and the severity of the impact of the event. Risks are rated as either Very High, High, Medium and Low.

Norfolk Fire and Rescue plays a key role in the preparedness and planning for potential community risk through the Norfolk Resilience Forum (NRF). Mutual assistance for responding to large scale community risks is secured through the fire and rescue service National Coordination Advisory Framework (NCAF) and through formal agreements with our neighbouring fire and rescue services.

Control of Major Accident Hazards (COMAH) - COMAH applies mainly to the chemical industry, but also to some storage activities, explosives and nuclear sites, and other industries where the threshold quantities of dangerous substances identified in the Regulations are kept or used. There are two types (tiers) of establishment which are subject to COMAH, known as 'Upper Tier' and 'Lower Tier' depending on the quantity of dangerous substances they hold. We help mitigate the risk of these sites through our resilience forum planning, exercising and sending an enhanced number of fire engines to any incidents on these sites.

Major Accident Control Regulations (MACR) - MACR relates to military sites and implements arrangements to achieve results at least as good as those achieved by non-MOD controlled sites which fall within scope of COMAH.

All our commanders are trained and focused on delivering a joined-up response to emergencies, with the Joint Emergency Services Interoperability Principles (JESIP) as their guiding principles. To ensure intra-operability with other fire and rescue services, we are standardising our operations by adopting National Operational Guidance (NOG).

Terrorism - All our fire crews will attend the aftermath of a terrorist attack to provide intermediate emergency medical care, to decontaminate the public and first responders, to rescue trapped casualties, to make structures safe and to extinguish fires. We also provide National Incident Liaison Officers to assist Incident Commanders in deploying capabilities during a terrorist attack. Additionally, we provide a Marauding Terrorist Attack Specialist Response Team (SRT) that will be deployed during a terrorist attack to extinguish fires and treat and extricate casualties alongside the ambulance service and the police. This function is deployed on behalf of the National Resilience lead authority.

## Prevention Delivery

Prevention touches every aspect of what we do and how we work. Our prevention framework helps set our expectation for a range of services that we deliver to help prevent fires and other emergencies from occurring. We recognise how risk changes for individuals and families throughout their life and with the adoption of the National Fire Chiefs' Council Person Centred Framework we will develop a wide-reaching approach to managing risk where we can influence behaviour to ensure people are safer in all aspects of their lives.

We use our Community Risk Profile, local intelligence, and regional and national data to assess foreseeable risk that could affect our communities in Norfolk, this enables us to direct our resource in a targeted approach to prioritise those most at risk. Our prevention work is focused on effective partnerships and is delivered in the form of evidence-based activities and initiatives to reduce the risk of fires occurring in the home (including Home Fire Safety Visits - HFSVs), reduce the number of arson incidents and to reduce the number of people who are killed or seriously injured on our roads and waterways.

We have increased the number of staff within the team and reconfigured roles to make the best use of our staff and resources to facilitate better community engagement. This has enabled us to reshape how we interact with our own staff, partners, and other stakeholders and this will improve how we collaborate, share information, knowledge and understanding of risk to deliver a better coherent service for Norfolk.

Accidental dwelling fires - The number of accidental dwelling fires has reduced over the last 2 years in Norfolk. As a proportion of total dwellings, it has significantly reduced. The total number of dwellings increased from 416,690 in 2017 to 432,660 in 2021. The majority of people who died in accidental dwelling fires over the past five years were older people (14 people aged 60+) with the largest proportion of older people over 80 years old. This reflects our EqlA and is in line with previous national studies which has shown "Those aged 80 and over have a higher fire-related fatality rate, accounting for five per cent of the population but 20 per cent of all fire-related fatalities in 2016/17" (Home Office 2017).

Over the past five years (2017 to 2021) the majority of fatal accidental dwelling fires occurred in built up areas of the county; with nine fatalities in urban city and towns and six in rural towns. In rural areas, such as rural villages, and in sparse settings there were six fatalities all over the age of 68 reflecting the age profile of rural areas. Over the past five years, most accidental dwelling fires in Norfolk have consistently been caused by cooking and cooking appliances. This is in line with previous national studies. When occupancy type is categorised, the category with the largest number of accidental dwelling fires occurs in homes where people over pensionable age live alone with 809 fires (18.0%) followed by lone person under pensionable age with 580 fires (17.8%). Most accidental dwelling fires occur in single occupancy houses. The individual property category with the most fires was single occupancy houses with 1640 fires (56.6%). The next highest category was purpose built flat / maisonette - single occupancy (Up to 3 storeys) with 509 fires (15.7%), closely followed by Bungalow - single occupancy with 490 fires (15.1%).

There have been a possible 52 fires on Gypsy, Roma and Traveller (GRT) sites between 2017-2021. The year-on-year figure has been decreasing since 2019. The GRT community is identified in the EqlA as having a higher risk of dwelling fires due to their lifestyle and culture.

Deliberate fires have remained quite consistently low through the period from 2017 to 2021. We work closely with business owners and local authorities to reduce the risk of arson. We liaise daily with Norfolk Constabulary to exchange data to assist in reducing the threat from arson. In order to reduce the likelihood of children setting fires, we use interventions, such as our Firesetters Education Programme, to work with families and carers whose children show an unhealthy interest in fires.



Road traffic collisions (a safe system approach) - A review in 2018 led by elected members resulted in a new "safe system" strategy approach that considers all the factors (road, vehicles, road use and speed) to prioritise initiatives focused on prevention and reducing risks. This will mean that all partners will be encouraged to shift attention away from a single focus to influencing wider road user behaviour.

There is a clear link between vulnerability to flooding and wider social demographic vulnerability, as shown by the [Neighbourhood Flood Vulnerability Index](#). We will deliver targeted advice to vulnerable communities. As part of the [Norfolk Strategic Flooding Alliance](#), we will help communities to develop self-reliance at Parish and Town council levels. When floods occur, we will use the NSFA [flood reporting line](#) and information from local action groups to help target our resources at those most in need.

ESOL Fire Safety Adult Education Course - Over the past year, and in line with risks identified in the EqIA, there has been award-winning partnership work between the Prevention Team and Adult Education to identify a high-risk community group (asylum-seekers, refugees and migrant workers where English is not the first language) and take huge steps towards reducing their risk from fire. Firefighters helped to create scripts and record videos to provide course content for the tutors enabling to students to have an interactive experience with our Service.

Our Continuous Organisational Improvement and Learning process, Fire Standards Board Prevention standard, National Operational Guidance and HMICFRS preparedness has enabled us to recognise and identify key areas of Prevention activities that we need to further develop in order to improve and deliver a better service to the communities we serve. We will explore this area further in the next section.



## Protection Delivery

### Our risk-based inspection programme

Our resources are targeted at those premises which have the highest potential risk of death or injury, should a fire occur.

Norfolk Fire and Rescue Service risk-based inspection programme focuses on premises with the highest societal risk, which is sleeping accommodation. Borough, City and District Councils enforce fire safety in houses in multiple occupation and flats, except the common areas, such as escape routes, or where the escape route goes through a commercial premises, in which case we are the lead authority. Our risk-based inspection programme is flexible in nature and can be adapted as risks emerge, for example, following the Grenfell Tower fire all residential high-risk buildings across the county were inspected.

Frequency and causes of fires occurring in non-domestic premises in Norfolk. - There is a downward trend in fires in all non-domestic premises, with the largest reduction seen in the number of fires in sleeping accommodation, which is the focus of our fire safety inspections. Industrial, warehouse and agriculture premises fires have also reduced, but they continue to constitute most of our non-domestic fires.

There has been one fire fatality in non-domestic premises over the past five years (related to industrial processing - chemical). The main cause of primary fire in non-domestic premises (Non-Residential and Other Residential) is "Deliberate Others Property: Heat source and combustibles brought together deliberately". The main cause of primary fire in Other Residential Non-Domestic premises continues to be (accidental) Cooking, Combustible items close to heat source and Fault in equipment or appliance.

Although our focus is on enforcing the relevant fire standards, we do this with a supportive and proportionate approach, working with organisations to help them ensure the safety of their staff, premises and customers. We use formal enforcement and prosecutions when we find deficiencies that are very serious, or when, despite working with an organisation, they have failed to improve their fire safety standards. Our approach is shaped by the principles set out in the Statutory Code of Compliance for Regulators and the Enforcement Concordat.

Our Risk Based Inspection & Audit Programme (RBIAP) focusses on those premises which have the highest potential risk of death or injury, should a fire occur. The risk is derived from a process that is generic based risk coupled with an assessed risk. In addition to the premises that present the greatest risk due to the demographic or profile of the persons who utilise or live in them, NFRS recognises the importance of buildings that support the economy. These range from Industrial/Commercial through to Heritage/Historical, these premises also form part of the protection plan. In September 2022 the service will introduce an online evaluation tool that will help the service review its performance in delivery to the communities of Norfolk. This process will help us shape our future RBIAP.

In addition to pre-programmed inspections, we undertake intelligence led and reactive inspections with our partners; joint working with Environmental Health Officers, joint inspections with the Environment Agency, joint action with Norfolk Constabulary against modern day slavery, post fire inspections and participation in the Safety Advisory Group (SAG).



## Working With Our Partners

### How we will work in partnership to deliver community safety education and development:

- Work in partnership to support youth development, such as the Prince's Trust Team Programme
- Provide Fire Cadet Units to support youth development and promote the role of the fire and rescue service as a career
- Lead the delivery of the Multi-Agency Crucial Crew safety educational experiences, accessible to year six school children across Norfolk
- Provide tailored intervention and education programmes for young people and children addressing 'Firesetting' behaviours
- Work with partners to promote safe driving, to promote the installation and testing of smoke detection and where appropriate sprinkler installations and to increase our capacity to improve the safety of vulnerable people through co-designed services and referral routes

### How we will work with our communities and other regulators to inspect and protect Norfolk's businesses, buildings and heritage:

- Monitor Unwanted Fire Signals (UwFS) using our reporting systems to highlight those premises that will require engagement from NFRS protection staff to reduce the volume of false alarm calls to domestic and non-domestic premises.
- Work with partners to improve our engagement and support for businesses and organisations to minimise their risk from fire and to deliver a joined-up risk-based inspection programme that reduces duplication and helps prioritise inspection activity
- Monitor the prosecutions and other enforcement activity to ensure that it is proportional to the risk.
- Support businesses and organisations in complying with the legislation and taking consistent and focused enforcement action, including prosecutions, for serious contraventions





## 9. Improvement, Best Practice & HMICFRS Readiness

Over recent years, there have been a number of drivers for improvement in the Fire Service sector, notably from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), National Fire Chiefs' Council (NFCC) National Operational Guidance (NOG) and the Fire Standards Board (FSB). HMICFRS, formerly Her Majesty's Inspectorate of Constabulary (HMIC), has statutory responsibility for the inspection of the police forces, and since July 2017 the fire and rescue services, of England and Wales. HMICFRS independently assesses the effectiveness and efficiency of police forces and fire & rescue services – in the public interest.

The National Fire Chiefs' Council's strategy contains four strategic commitments. The Central Programme Office (CPO) manages the programmes that will help ensure the commitments are delivered. The CPO is responsible for the maintenance of national operational guidance and national operational learning. It also provides support to the Strategic Engagement Forum and for the Fire Standards Board.

The role of the Fire Standards Board is to oversee the identification, organisation, development and maintenance of professional Standards for fire and rescue services in England. With the publication of the Prevention and Safeguarding Fire Standards, we have taken the opportunity to reflect and consider new opportunities for professional growth in this function. This is a big undertaking as Prevention touches every area of what we do and how we work.

NFRS has embraced Continuous Organisational Improvement and Learning (COIL) to monitor our progress against the best practice and standards promoted by these drivers. In order to provide additional focus on Prevention, we have reviewed all areas of how our Service is structured. We have restructured and increased the number of staff within our Prevention department to provide the best possible service for the people of Norfolk. We believe this will enable us to better target those most at risk in our community, with greater speed, efficiency and capability. How we organise the department will change. We will reshape how we interact with staff, partners and other stakeholders to deliver a better service for Norfolk.

### **Community Safety Action Plan**

Recent HMICFRS inspection feedback recommended that we ensure that all staff have a good understanding of how to identify vulnerability and safeguard vulnerable people, that we improve our targeting of the most vulnerable, who are at greatest risk from fire and that we need to ensure that joint agency reviews take place after significant or fatal fire incidents.

To improve in these areas, we have already implemented robust arrangements to ensure Multi-Agency review and learning from fatal fires and serious incidents takes place, we have secured additional capacity to deliver community safety activities, we have refreshed our prevention plan so that it clearly sets out priorities for delivery within the capacity available, targeting resources to support those most at risk of fire and we have targeted strategic governance arrangements to provide oversight, energy, and support to implement the Development Plan. (A Community Development Safety Board). We are also developing assurance processes to ensure that our staff have received, understood and act on training and guidance, particularly around vulnerability and safeguarding, we are developing a clear methodology to identify those most at risk from fire in place, linked to our delivery plans and we are introducing evaluation measures that enable a good understanding of how successful, or not, our prevention activities are.

## 10. Equality, Diversity and Inclusion

We use our influence as one of Norfolk's most trusted organisations to champion equality and tackle prejudice.

We use our [LGC award-nominated](#) research with 212 residents from Norfolk's diverse communities to target our recruitment strategy, prevention and protection activities and risk planning. This research identified high levels of trust in Norfolk Fire and Rescue Service. The Asian Fire Service Association awarded us 'partnership of the year' for our work to minimise risk for people from abroad. We are "[Personnel Today](#)" (2021) award-winning for our work to increase the gender diversity of our workforce.

Norfolk County Council sets the Council's [objectives for equality, diversity and inclusion](#) and we are committed to delivering these. In addition, we have our own Norfolk Fire and Rescue Service EDI Plan which sets out EDI priorities for our service.

### Our EDI priorities

1. Increase the diversity of our workforce, so that we better reflect the local population
2. Ensure that people who represent a minority in their team are supported and valued
3. Develop our capability on EDI - our knowledge and professional curiosity - and ensure that our physical infrastructure can support our increasing diversity
4. Target our Prevention and Protection activities to address identified risks for our diverse communities.
5. Implement the findings of our 850 equality impact assessments of our policies and procedures, to guide inclusive decision-making across our workforce.

### People and wellbeing

One of the priorities of the Fire and Rescue National Framework for England is for fire and rescue authorities to develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse. The fire and rescue sector is going through a period of significant change and we need to ensure that our workforce is able to adjust to these changes and contribute innovatively. We have already made great strides on our equality, diversity and inclusion priorities but know we have a lot more to do. We want to build a truly diverse workforce which is engaged, motivated and high performing.

**We will develop a workforce strategy and plan which brings together all of our people priorities including some of the following:**

- We will continue to create an inclusive culture where our people are valued, developed and recognised with equality
- We will continue to invest in our professional development so our staff maintain their competence and confidence
- We will build a more diverse workforce so that we can represent the community we serve and support more effective engagement
- We will develop our leaders to deliver our people priorities and build a high performing culture
- We will work towards developing mechanisms which allow us to succession plan and develop our talent more effectively
- We will develop a recruitment and retention strategy which promotes diversity and more effective onboards our new staff
- We will continue collaboration with our staff and representative bodies to ensure our staff are deployed in the most effective way and are fully engaged in any changes affecting them.
- We will arm our people with the tools they need to manage their own resilience and support those whose mental health is impacted.
- We will do all we can to support colleagues and to try and prevent mental health crisis, whatever the cause of the crisis. We are putting together a refreshed strategy and practical plan around mental health and getting expert advice on what will work. This strategy will include a range of things from access to professional services to social and sporting events.

**We pledge to ensure:**

1. Significant improvement of our wellbeing offer, in particular support for mental health, remains our top priority. We want to ensure our staff have access to resources and proactive support is offered when needed.
2. We are putting in place specialist trauma counselling which offers tailored support for emergency services.
3. We will continue to change and evolve our culture to make sure everyone feels able to share openly and seek help and support when they need it.



## 11. Horizon Scanning and Emergent Risks

We have already detailed the increased risks presented by climate change earlier in this document. There are other areas of consideration that we regularly review in order to inform our strategic planning.

### County Strategic Planning & Infrastructure

The Strategic Planning team is responsible for supporting the delivery of infrastructure that contributes to sustainable housing and jobs growth for Norfolk. We regularly review plans produced by this team to assess any impact on risk or implications for our service delivery. More information can be found at our [Strategic Planning & Infrastructure webpage](#). The Norfolk Strategic Delivery Infrastructure Plan sets out Norfolk's high-level strategic infrastructure priorities for the next 10 years. [Download the 'Strategic Infrastructure Delivery Plan 2021' \(PDF\) from our Strategic planning and infrastructure webpage](#). This list of projects has been compiled in conjunction with stakeholders/local partners including internal county council departments, district councils, utility companies and government agencies. These projects are selected on the basis that they deliver considerable housing and jobs growth. Priority strategic projects include A47 improvements £2-300m, Great Yarmouth Third River Crossing £120m, Transforming Cities as part of the Transport for Norwich programme £66m, Long Stratton Bypass, West Winch Housing Access Road and Norwich Western Link.

The National Infrastructure Strategy sets out plans to transform infrastructure and achieve net zero emissions by 2050 and the Net Zero Strategy provides Governments long term plan to end the UK's domestic contribution to manmade climate change. Norfolk County Council has chosen to bring forward this target by making a commitment to reduce their carbon emission to zero by 2030.

Norfolk County Council commissioned an EV Strategy during 2020, to help identify areas of need within the county as far as charging infrastructure is concerned, as the national vehicle fleet transitions to electric. A number of projects linked to this are emerging. As far as Norwich is concerned, a pilot project is underway to install on-street EV charging points within the city. This partnership involves Norwich City Council, Norfolk County Council and UK Power Networks, the regional electricity network operator.

## Electric Vehicles and Lithium-Ion Batteries (and electric battery storage)

As technology advances and more people turn to electric vehicles, the prevalence of Lithium-Ion vehicle batteries and locations to store these safely also increases. NFRS maintains a watching brief on research into the fire risks posed by these and consults with the industry around any plans for battery storage locations within Norfolk.

## Maximising our efficiency and effectiveness: Improved Intelligence & Analytics

More than ever NFRS works in an environment where data-led decision-making and data-evidenced evaluation is crucial, be it for internal performance management and strategic decision-making or to enable external scrutiny and evaluation. In May 2022 the Home Office published the white paper, "Reforming Our Fire and Rescue Service". [You can download the Reforming Our Fire and Rescue Service 'Consultation document' \(PDF\) from the GOV.UK website.](#) Within this consultation document there is a clear focus on the importance on recognising the importance and improving the quality of data driven intelligence to support effective and efficient service delivery.

This CRMP23-26 has highlighted a number of key areas that will require further analysis and data modelling in order to truly evaluate the best ways forward. Increasingly we are being challenged with evidencing our effectiveness, our efficiency and the way we utilise, develop and look after our people. Budgetary challenges and the need for transformation and improvement also add additional weight to the need for improved intelligence & analytical capability.





## The impact of highway infrastructure improvements in Norfolk: WDS Crewing Options

Norfolk Fire and Rescue Service currently has 7 wholetime duty system (WDS) fire engines which are crewed 24/7. There are tidal crewing arrangements at King's Lynn and Gt Yarmouth / Gorleston where one of the crews starts and finishes the shift at the base station but takes the fire engine to King's Lynn South / Gorleston fire stations as a standby base. There are also 2-day crewed engines based at Thetford fire station and Dereham fire station. These engines are crewed during the day only by WDS staff and crewed at night by on-call staff. The day crewed stations each have a different day crewing system. Dereham is crewed with two watches of USAR personnel working 4 days on and 4 days off, and Thetford is crewed with one watch working Monday – Friday only.

National data indicates a general decrease in emergency incidents attended by fire and rescue services and Norfolk is no exception. Data also indicates that in Norfolk there is on average across all fire stations a greater number of incidents during the day compared with during the night. On average in Norfolk the ratio is 62% of incidents during the day and 38% of incidents during the night based on the hours of 0700-1900 and 1900-0700.

An assessment of station incident data indicates that there may be potential to review the crewing arrangements at some stations and to consider whether there are opportunities to change to a day crewed model.

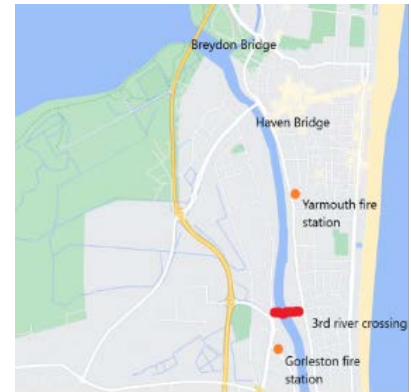
During the CRMP23-26 period we should consider a detailed review of the WDS crewing arrangements in the King's Lynn and Great Yarmouth / Gorleston areas to evaluate impact (positive or negative) on community safety risk mitigation.





## The impact of highway infrastructure improvements in Norfolk: Implications of Great Yarmouth Third River Crossing

Construction of a third river crossing bridge is already underway and will provide a further crossing between Great Yarmouth and Gorleston by 2023. The map indicates the location of the current bridges, the bridge under construction and the fire stations at Great Yarmouth and Gorleston. When the new bridge is open, it is estimated that the new travel distance from Great Yarmouth fire station to the Gorleston side of the crossing will reduce to around 0.5 miles, with an estimated journey time of around one minute. It is also estimated that the journey time from Great Yarmouth fire station to Gorleston fire station will reduce to around 1.5 minutes. Therefore, incidents that would be attended by the Gorleston WDS engine (whilst crewing at Gorleston fire station) could be resourced from Gt Yarmouth station instead with an increase in attendance time of around one minute.



A range of Options need to be considered, including (but not exhaustive) relocating both WDS fire engines to Gt Yarmouth and leaving one on-call fire engine at Gorleston, closing Gorleston fire station and opening a new fire station or service delivery point for Gorleston on-call, closing Gorleston fire station and providing all operational response for the Gt Yarmouth and Gorleston area from Gt Yarmouth fire station, closing both stations and building a new modern facility in the most suitable and effective location or doing nothing differently.

To evaluate these options, we will need to analyse available data after the bridge has opened and is being used. It is anticipated that the current arrangements may be inefficient when the new crossing opens due to the proximity of the two stations.

During the CRMP23-26 period we should consider a detailed review of the WDS crewing arrangements and building stock in the Great Yarmouth / Gorleston area to evaluate impact (positive or negative) on community safety risk mitigation.

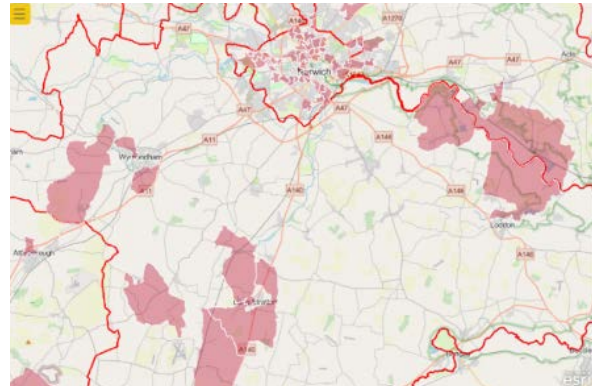
## Maximising our efficiency and effectiveness: Implications of Reducing Ridership

Current NFRS Service policy identifies the expected crewing levels for all WDS fire engines (except 2 stations) to be made up of 5 riders. The Service needs to further consider the options to reduce ridership levels from 5 to 4.

During the CRMP23-26 period we should consider a review of ridership levels to evaluate impact (positive or negative) on community safety risk mitigation.

## The impact of highway infrastructure improvements in Norfolk: A11 Corridor Station Coverage

We know that the A11 corridor is subject to continued and sustained growth. There are currently two fire stations which are positioned geographically close together in Norfolk and in close proximity to the A11. These are Hethersett & Wymondham in the Southern district. Additionally, Attleborough is also located close to the corridor. With projections of future housing growth along the A11 corridor in Cringleford, Hethersett, and Wymondham, it could be reasonably expected that operational demand will increase.



The CRP 2021-22 identifies that there are very high-risk LSOAs in and around the Wymondham and Attleborough areas. Acknowledging that Attleborough and Wymondham stations are amongst the busiest in our County, it is reasonable to predict that as the A11 corridor is developed, there will be an increasing demand on these stations as well as Hethersett.

During the CRMP23-26 period we should consider reviewing the building stock and crewing along the A11 corridor to identify the most suitable location or locations for prevention, protection and response bases to effect positive community safety risk mitigation.





## 12. Our Plans for 2023-2026 (and outcomes of the Con Ops Review promised in last IRMP)

One of the proposals in the IRMP 2020-23 was to conduct a review of our Concept of Operations, effectively analytically reviewing the way we deliver our services, deploy our resources and manage our workforce.

The outcomes of this substantial piece of work have directly informed the development of this CRMP 23-26.

### Areas Reviewed, Proposed Changes and Why

Many of the areas of review within the Con Ops Project have resulted in outcomes that restructure our internal ways of working and therefore do not materially alter the structure of our delivery mechanisms. Where this is the case, we have summarised areas of review below. Where there is a proposal to significantly change a delivery mechanism, the rationale is explained in more detail and is marked as a significant Proposal.





Ultimately the project has enabled us to match resources to risk, match our Response activities to incidents (location and severity), identify what Prevent and Protect changes would potentially improve service delivery, consider the right locations of Fire Stations and the enable the discussion on the possibility of reducing numbers or relocation and consider the removal of second appliances at On-Call stations.

We have been able to change quarterly maintenance of competence to four-monthly to free up time to develop On-Call firefighters and create time for greater Prevention and Protection activities for the Wholetime staff, change On-Call contracts to include three-hour drill nights, re-set and align turn-out times for all On-Call crews, move our Water team from Procurement to CFP and transition and integrate some of our support functionality (Human Resources, Pay, Equality Diversity and Inclusion and Health & Safety) into NCC Corporate shared service provision.

**It has also provided additional areas of consideration around the way that NFRS organises its service delivery:**

- Staffing - What contract changes could be considered for Wholetime staff to incorporate new ways of working for modern firefighters. FTE for Control, On-Call and WDS including the possibility of staff re-distribution
- Crewing - Variable crewing options. Revision of duty systems
- Training and Development - review of requirements and methodology
- Capability - Operational response structure review as a result of Norfolk infrastructure changes. Additional collaborative opportunities. Better understanding of time and type of incidents.
- Logistics - Redistribution of specialist rescue capability (HAZMAT and Water). Review of scale and currency (i.e., two incidents of 5 fire engines or more and spate conditions)
- Financial - The actual cost of water rescue teams Type B and D throughout the County.

The following outputs have been more thoroughly reviewed to develop our Proposals for change:

**Maximising our efficiency and effectiveness: Develop a more targeted approach to prevention activity across Norfolk's communities, prioritising vulnerability and those at highest risk.**

As detailed earlier in this document, we have restructured and increased the number of staff within our Prevention department to provide the best possible service for the people of Norfolk. This delivers against our commitment to continue the core elements of our community safety work, but with a significant planned increase in capacity to enable better community engagement. We believe this will enable us to better target those most at risk in our community, with greater speed, efficiency and capability. And this, in turn, will enable us to better execute our strategy to make the people and communities of Norfolk safer.

How we organise the department will change. We will reshape how we interact with staff, partners and other stakeholders to deliver a better service for Norfolk. We plan to organise the Prevention department by function: Home Fire Safety and Prevention Delivery (Water Safety and Volunteers, Road Safety and Events, Arson/Firesetters and Schools/Education). Each discipline will help drive our overall Prevention strategy – enabling us to deliver the most and with greater coherence across Norfolk.

**HMICFRS recommended that we:**

- Ensure that all staff have a good understanding of how to identify vulnerability and safeguard vulnerable people.
- Target the most vulnerable, who are at greatest risk from fire.
- Ensure that joint agency reviews take place after significant or fatal fire incidents; reviews should take place at an appropriate strategic level in the service and with other relevant organisations.

**We have already implemented:**

- Robust arrangements to ensure Multi-Agency review and learning from fatal fires and serious incidents.
- Additional capacity to deliver community safety activities.
- A refresh of our prevention plan so that it clearly sets out priorities for delivery within the capacity available, targeting resources to support those most at risk of fire.
- Targeted strategic governance arrangements to provide oversight, energy, and support to implement the Development Plan. (A Community Development Safety Board).

**We are developing:**

- Clear accountability, assurance and governance at senior management level with regard to Safeguarding.
- Clear methodology to identify those most at risk from fire linked to our delivery plans.
- Clear evaluation measures to understand how successful our prevention and protection activities are.
- How we strengthen and expand existing partnerships and will seek opportunities for new collaboration.
- How we expand our offer to young people by establishing a Princes Trust programme in the East of the County.

We aim to achieve this is by increasing partnership working and knowledge sharing with other emergency services and organisations, e.g. housing providers and local authorities. In Norfolk, we work with blue light services (police, ambulance, HM Coastguard) and other partners such as adult social services, care providers, charities and local authorities to share appropriate information relating to risk. This includes examples such as supporting partner agencies to raise hoarding concerns with residents they routinely visit and to us if they feel there is a need for us to support. We recently offered some partners advice and training on what to look for and how to report any concerns to us. This training enables other professionals to better identify fire safety issues they might encounter during visits and know what advice to give to help reduce public risk.

**We want to strengthen and expand our partnership working.**

By training and arming partners with information to help them understand and pass on fire safety messaging to vulnerable people, alerting us to any concerns, we believe Norfolk will become safer.

We also intend to increase our own staff knowledge of other issues that we may encounter during our role and work more closely with teams from other organisations to understand this and to share information. We are working with partners to gain knowledge, so that we can give information on behalf of partners to the public. For example, giving crime prevention advice or signposting to support groups to help reduce issues of poverty.

We wish to grow this work with our partners, to work together, share information and knowledge for the good of Norfolk. We also want to expand our offer to young people in Norfolk by setting up a further Prince's Trust Team programme in the East of the county. We currently have these free youth development programmes in Norwich, Dereham and King's Lynn. They support 16-25s on to further training, education and employment.

**Proposal 1** – Develop a more targeted approach to prevention activity across Norfolk's communities, prioritising vulnerability and those at highest risk.

### **Maximising our efficiency and effectiveness: Realignment of Specialist Response Capability - Specialist Water Rescue Capability**

Water plays a significant part in the daily lives of Norfolk residents and provides a significant contribution to the tourism economy. The low-lying nature of our landscape makes our communities susceptible to pluvial (rain) surface water flooding.

Excluding the Urban Search and Rescue (USAR) water rescue team based at Dereham (our primary team for national deployment and considered out of scope for this review), the predominant WFRT teams utilise Technical Rescue Units (TRUs) at King's Lynn South, Carrow and Thetford. WFR teams crew our rural fire engines known as 'P8s' at ten locations across the county.

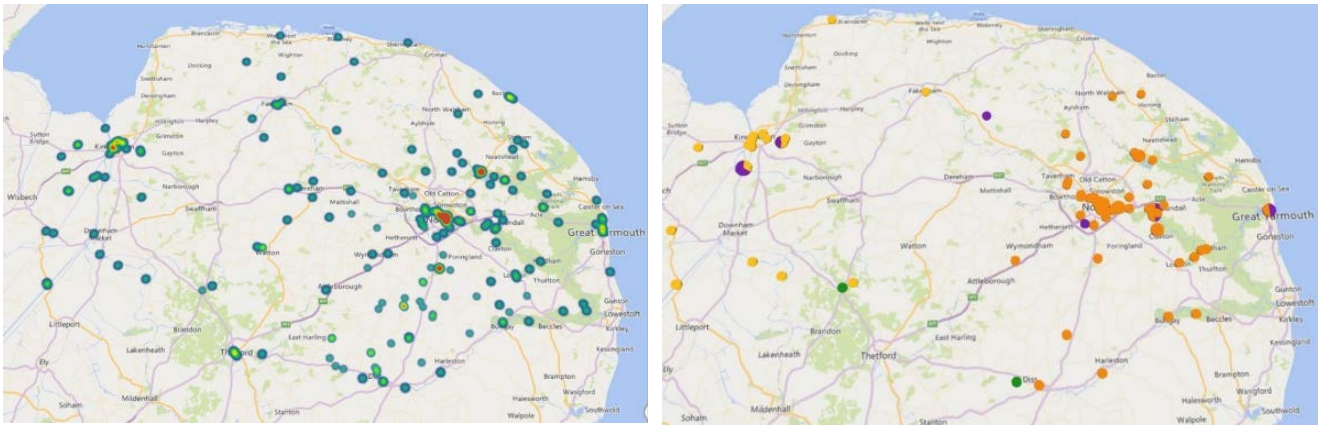
#### **Technical Rescue Unit deployments 2019-2021**

Carrow is the busiest TRU, followed by King's Lynn. Thetford is rarely used. Our incident data identifies that there are as many water rescue incidents across Great Yarmouth / Gorleston as King's Lynn generally attended by the Carrow TRU.

The TRU deployments across 2019-2021 indicates that the TRUs each cover a large area of the county. A number of deployments for Carrow were closer to Great Yarmouth. Thetford's TRU did not attend any incidents in Thetford, suggesting that this area could be covered by the WFR crew based there if they are enhanced for in water rescue. Most water rescue incidents occur across the east of the county, although there are a number of others distributed across other districts.

The primary flood risks are in the east and west, with small areas in the north, centre, and south. Historically, the risk of surface water flooding is spread across the county. Analysis suggests that the TRU at Thetford is not located in the correct location to provide the quickest response to incidents, however locating a TRU at Great Yarmouth would be more effective.





*Water and flood rescue incidents 2019-2021*

**Proposal 2** – Relocating the Thetford TRU to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swiftwater (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.

### **Maximising our efficiency and effectiveness: Realignment of Specialist Response Capability – Hazardous Materials and Environmental Protection (HAZMAT) Capability**

Norfolk Fire and Rescue Service currently provides response to hazardous materials and environmental protection incidents. Our data shows us that the majority of hazardous materials incidents take place in urban areas aligning to our wholetime fire stations. The number of hazmat major incidents in Norfolk is low, but that the majority take place within urban areas. Our data indicates 49 incidents over 3 years which equates to an average of 16 incidents per year across Norfolk.

The current approach to resourcing hazardous materials incidents is based on all fire engines having the same PPE regardless of the hazardous materials incident risk in their station area. A more flexible and cost-effective approach would be based on allocating resources to where the incident risk exists. This in turn is based on incident data, known fixed risk location, and key transport network information. A more flexible, risk-based approach, therefore, would consist of allocating resources to the stations with the highest level of risk. Potential options for change are likely to involve the provision of gas tight suits in key areas to cover the highest risk of hazardous materials incidents, whilst providing suitable protective equipment to cover lower risk incidents elsewhere.

To change from the current arrangements, more in depth consideration will need to be given to the technical specifications of any potential replacement suits in relation to their intended use. Specialist advice may need to be sought to assist with the selection of suitable suits. Having assessed our data and reviewed possible options, the most balanced risk mitigation against cost value is to provide gas tight suits on EPU's, Wholetime fire engines, and selected On-Call fire engines.

This option would provide gas tight suits in the areas where the highest statistical risk of a hazardous materials incident exists. This option would also provide a reasonably even spread of level 2 hazmat stations across the county to account for incidents on the major transport networks. This option would provide level 2 stations in areas where the majority of Tier 1 and 2 COMAH sites are located. It is anticipated that level 2 stations only would need to continue with current training requirements, and that the training requirement for On-Call stations could be reduced which would free up more time for other training activities and would reduce the overall cost of initial training for On-Call recruits. For resilience purposes it may be beneficial to select strategic On-Call stations to be trained for wearing gas tight suits to provide a greater number of wearers at incidents, but not to provide the equipment on the On-Call fire engines.

Due to the number of incidents attended by both Thetford and Dereham, it may also be desirable to provide training for the On-Call crews to account for night incidents. A further adjustment could be made if desired to provide one level 2 fire engine per Wholetime area only rather than all Wholetime fire engines. e.g., 1 in Great Yarmouth, 1 in Kings Lynn, 1 in Norwich, 1 in Thetford and 1 in Dereham. This would provide a further cost saving of 8 gas tight suits.

Added resilience can be provided to account for areas remote from Wholetime station areas such as North Norfolk, and South Norfolk.

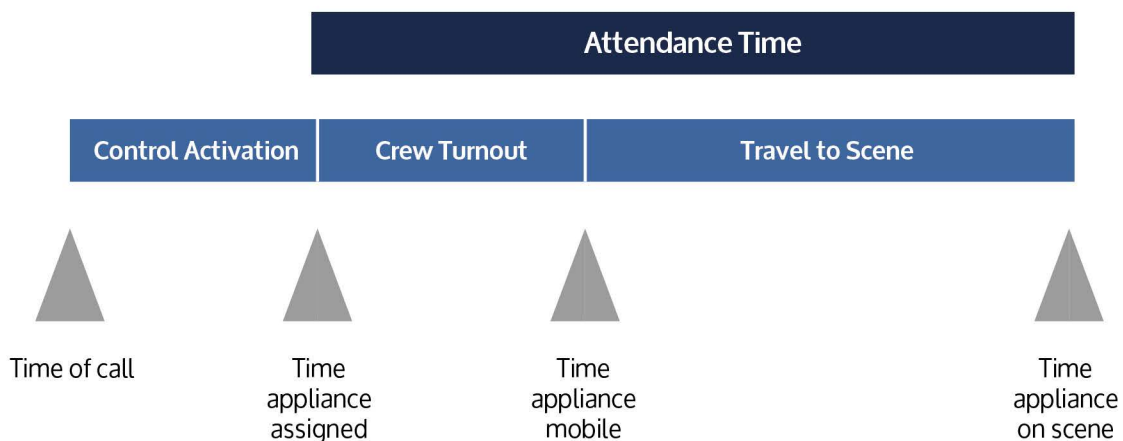


**Proposal 3** is to change provision of gas tight suits to Environmental Protection Units, Wholetime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.

## Maximising our efficiency and effectiveness: How We Measure Emergency Response Standards

In our previous IRMP 2020-2023 we stated our intent to adopt national performance measures against Emergency Response Standards (ERS) if they are introduced. To date there remains no national performance measures for ERS and no agreed national methodology.

Our current attendance time is measured from the time a station is alerted to the time the fire engine arrives at the scene. The Home Office and Her Majesty's Inspectorate of Constabularies and Fire & Rescue Services (HMICFRS) measure fire and rescue services performance from the time the 999 call is answered to the time the first fire appliance is on scene. In the absence of a national standard, we are proposing to amend the way we calculate and report on our ERS to match the same methodology used by the Home Office and HMICFRS (until there is a national standard which we are committed to adopting).



### The flow chart shows how we measure attendance time:

1. The time of call starts the control activation
2. The time the fire appliance is assigned starts the crew turnout. This also begins the overall recorded attendance time.
3. At the end of the crew turnout the time the fire appliance is mobile is recorded. This starts the travel to scene time.
4. At the end of the travel to scene time the time the fire appliance is on scene is recorded. This ends the overall recorded attendance time.



Norfolk is categorised as predominantly rural for Home Office reporting purposes. For life risk fires, the target would be informed by the average time taken by all predominantly rural services in previous years (5 years). HMICFRS on their data collection dashboard recommend that: "Norfolk is a Predominantly Rural service. Its response times should be compared with other Predominantly Rural services." For Other (non-fire) Life Risk incidents national comparison data is not available.

The proposal is to leave this unchanged, with the exception that ERS is measured from the time that the call is received by Fire Control. The target is for the first fire engine to arrive on-scene within 13 minutes from the time that the call was received by Fire Control. For both Life Risk incident categories, the current 80% tolerance will remain for the following reasons:

- The target for Fire Life Risk is based on the predominantly rural service averages in previous years. The general tendency has been for response times to grow slightly, possible because of increased traffic, though COVID has confused this.
- Our Service's average response time is much better in urban areas where there are Wholetime crews than rural areas where there are On-Call Crews. The 80% tolerance is recognition of the greater distances to be covered by both On-Call and Wholetime crews to rural incidents, the need to allow On-Call crews to get to their station from wherever they are when alerted and because incidents in some parts of Norfolk cannot be reached from the Fire Station within the target time.

As the proposal recommends including call-handling time, the response times reported will appear slightly larger than previously reported.

**Proposal 4** is that we amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).

**Maximising resources focussed on prevention activities: Reviewing our readiness to respond to risks presented by climate change with a focus on increasing our stock and use of Technical Response Vehicles (TRVs) and other firefighting vehicles and equipment, operational procedures, and training.**

With climate change, it is foreseeable that there will be an increase in extreme weather events such as the summer heat wave, and the storms of early 2022. Operational activity in July, August and September 2022 saw a 50% increase against the same period in previous years with 8722 emergency calls received through this period in 2022 and over 3000 incidents.

**A review of the summer wildfire factors has identified:**

- Fires occurred spontaneously across the county
- Difficult to pre plan deployment of pumping and specialist resources, impacting ERS
- A number of significant crop fires occurred at the urban/rural interface
- Extreme heat caused fires to jump across breaks

One of the conclusions of our review into the summer 2022 operational response is the requirement to purchase misting branches and lances for existing appliances, trial the use of portable dams to supplement existing water carriers and to coordinate vehicle procurement programmes. Suitable capabilities, equipment and vehicles are already being considered. We need to ensure that rural firefighting ability is built into future firefighting appliances. The evidence supports the procurement of additional Tactical Response Vehicles (TRVs), to supplement those in service.

NFRS currently has 6 TRVs, which are agile vehicles with the capability to fulfil a number of roles. These consist of five 4x4 pick-up trucks, and one Land Rover defender. The vehicles have off-road capability and can respond to incidents that are difficult to access by standard fire engines. The vehicles are equipped with a water tank and water misting unit which can be used to tackle wildfires such as field and forestry fires. Other roles include transporting equipment and personnel off-road, or during extreme weather events such as flooding, ice and snow. With projected increases in extreme weather events as a result of climate change, there may be the need to consider increasing the number of agile vehicles such as the current TRVs.

NFRS needs to be prepared to respond to changing incidents resulting from environmental change and needs to plan for a range of extreme weather events which impact on both operational response and business continuity. As a result, NFRS will review the need to increase the fleet of agile vehicles that are able to respond to such incidents, and support business continuity.

**Proposal 5** is that we will review our readiness to respond to summer heatwave conditions. This will include the emergent requirements of increasing our stock and use of Technical Response Vehicles (TRVs) and other firefighting vehicles and equipment, operational procedures, and training.



## Maximising our efficiency and effectiveness: Collaboration with other emergency responders including Emergency Medical Response (EMR) trial, implementation and progress review

Another of the Proposals in the IRMP 2020-23 was to explore the potential to undertake co-responding. We participated in a national trial in 2016 with fire crews co-responding with paramedics to people suffering cardiac arrests. Outcomes of the pilot were extremely encouraging. We proposed we would continue to review and develop this function through 2020-23. Fire and Rescue Services (FRS) in the Eastern Region face an ever-evolving operational environment, this often means reviewing our core activities delivered as part of duties contained within the Fire and Rescue Services Act 2004 and significantly the National Framework for England 2018. During 2020 and 2021 the new risk and challenges posed by the global pandemic resulted in a more holistic view of how FRS can support partners. In the 2017 New Economy report "Emergency Medical Response by Fire and Rescue Services" (produced by national experts from HM Treasury and other government departments) detailed analysis set out a strong value-for money case for EMR:

*"The indicative benefits...far outstrip the initial investment required, with an overall financial return on investment of £4.41 per £1 invested... Taken as a very broad average, this equates to a net financial saving of approximately £214 per callout; even accounting for the 79% of co-responding attendances in which it is determined that cardiac arrest has not occurred. At scale...likely to see FRS attend to about 15,000 out-of-hospital cardiac arrests per year (about half of all those seen by ambulance services). While only 4.3% of cardiac arrest patients are likely to experience a life-altering impact, those that do will be independent and cognitively functional, where before they would have suffered severe, permanent neurological impairment – at sizeable cost to both health and social care partners. For each individual with new, good cerebral performance, it is broadly estimated that a benefit is created in the order of:*

- £24,000 for clinical commissioners as a result of reduced length of stay in intensive care and less costly treatment requirements; and
- £44,500 for social care commissioners as a result of reduced demand for postcardiac arrest domiciliary care."

Following discussions with EEAST and our regional fire and rescue service partners, we have agreed a regional memorandum of understanding to enable us to embed a developing approach to emergency medical response at two of our on-call stations. The cost of us carrying out this work will be recouped from EEAST. Previous experience of our work in this area has shown that lives have been directly saved across Norfolk as a result of our involvement. EEAST has identified other locations that may benefit from a similar arrangement, and we will be considering these in the coming months. National direction (UK Govt White Paper and NFCC strategy) suggests that we can expect this will be enduring change to Fire Service working patterns, locally, regionally and nationally. We will need to ensure that we are monitoring the impact on fire cover and core responsibilities and there will be continuing conversations regarding concerns about the additional responsibilities on operational staff without development or (paid) recognition (as the current model is voluntary participation).

**Proposal 6** is that during the CRMP23-26 period we continue our approach of collaboration with other emergency responders by progressing the development of local participation in the Emergency Medical Response scheme. Our communities will benefit from lives being saved and from wider Fire and Rescue staff skillsets. Core traditional service responsibilities (fire cover) will not be negatively impacted.



## **Maximising our efficiency and effectiveness: Review of the On-Call Model and an evaluation of the effectiveness of a dynamic roaming resource (DRR) fire engine, staffed by On-Call Support Officers (OCSOs).**

The ConOps Project identified an emergent need to review the On-Call model. In the United Kingdom, a retained firefighter, also known as an RDS Firefighter or on-call firefighter, is a firefighter who does not work on a fire station full-time but is paid to spend long periods of time on call to respond to emergencies through the Retained Duty System. Many have full-time jobs outside of the fire service. Retained firefighters are employed and trained by the local fire and rescue service.

When required to answer an emergency call, retained firefighters are summoned to the fire station by a radio pager (also known as an "alerter"). Once at the station, the crews staff the fire engine and proceed to the incident. Retained firefighters are therefore required to live or work near to the fire station they serve. This allows them to respond to emergencies within acceptable and strict attendance time targets set out by each fire service.

Unlike volunteer firefighters, retained firefighters are paid for attending incidents. Both Volunteers & Retained are paid an annual "retainer fee" for being on call, but only Retained firefighters receive further pay for each emergency call they respond to.

Over the years due to the demographics of the county, employers moving to more urban areas and less employment in the smaller towns and villages, it has been harder for us as a service to attract 24/7 on call firefighters. The on-call system is also subject to Grey Book terms and conditions, so it is hard to vary the way we employ on-call staff.

Being an on-call firefighter is a very large commitment for potential recruits and involves a process of selection, enrolment, initial training and continuation training over the first 3 to 4 years.

As a service, we would like to look at how we can provide a better service to the more rural areas of the county, and as such, we would like to review all aspects of our on-call provision. This is aspirational and will take place for the duration of this document.

As part of this process, it is appropriate that we should review how we set Availability expectations across the County, differentiating between Urban and Rural station locations. HMI recommends that Predominantly Rural services should compare themselves against similar. There are 14 such services in the UK. We will need to consider whether it is effective and / or efficient to have a standard Availability expectation for all stations, or whether there should be differentiation based on Urban or Rural location.

A review of the On-Call model will also allow us to evaluate the potential effectiveness of a dynamic roaming resource (DRR) fire engine, staffed by On-Call Support Officers (OCSOs).

## On-call support officers

The On-Call Support Officer (OCSO) team establishment is 7 staff consisting of 1 Watch manager, 1 Crew manager and 5 Firefighters. The team work a nine-day fortnight based on Monday to Friday 0900 to 1700. Staff members are able to deploy to On-Call stations in order to make up the crew at an On-Call station with insufficient staff for the fire engine to be available. Whilst at the fire station they are also able to carry out other work such as prevention activities.

## Agile fire engines

Agile fire engines are crewed vehicles that can be deployed throughout the county of Norfolk to provide an operational response where there are resource deficiencies. There are sufficient staff in the On-Call Support Officer (OCSO) team establishment to form one agile fire engine crew, based on working 42 hours per week Monday – Friday. In order to form an agile fire engine crew, a vehicle and base station would be required. One solution would be to utilise one of the two fire engine On-Call stations as the base station, and the second fire engine would be used as the agile fire engine during the day Monday to Friday. The crew would start and finish their shift at the base station and deploy to the required locations throughout the day to improve operational response and carry out prevention work at high and very high risk LSOA areas.

**Proposal 7** is that during the CRMP23-26 period we should undertake a detailed review of the On-Call Model in tandem with an anticipated national review. This will be a holistic review of all aspects encompassing recruitment, reward, training, support, management, and availability (including a trial to evaluate the effectiveness of a dynamic roaming resource (DRR) fire engine).



## 13. Engagement and Consultation

When planning a CRMP, or any major changes, we meet with groups of people who work within our service, within the wider Council and who live in Norfolk to ask them what they think of our ideas and if we are using our resources, including our people, in a fair and cost-effective way. We set up a CRMP Working Group to canvas the views of Senior and Middle managers in shaping the plan.

We also commenced early public engagement through the Norfolk's Resident Panel in Spring 2022 when we were preparing this Plan. We have used the responses we received to inform the development of this CRMP23-26 (as well as inform our approach to other strategic activities). It is particularly good to hear that 82.9% responded they had confidence (somewhat, very or extremely) that we provide an effective overall service (10.6% didn't have an opinion on this). You have told us that our priorities should be:

### **You have told us that our priorities should be:**

1. Responding to fires
2. Rescuing people from road traffic collisions
3. Responding to emergencies such as flooding and terrorist incidents
4. Preventing fires and promoting fire safety
5. Ensuring those responsible for public and commercial buildings comply with fire safety regulations
6. Collaborating with other organisations, for example the police and ambulance service
7. Obtaining information from landlords/building owners to improve response if a fire or other emergency occurs in the building

We have also shared our developed proposals for change both internally and externally to seek views on these.

### **Public Consultation**

A public consultation, focussing on the proposal areas, ran from 7th November 2022 to 19th December 2022 and provided Norfolk communities, stakeholders and partners with the opportunity to comment on the specific proposals, as well as providing further information and insight that can broaden our understanding of risk. There was a total of 265 responses to the public consultation. 75% of these were from members of the public, 5% represented the views of community groups or businesses, 2% were councillors and 14% were employees of NCC or NFRS. A separate written response was received from the Fire Brigade's Union.

The majority of responses to the original proposals were positive (strongly agree or agree). As a result of this, proposals 1 to 4 and 6 have not been amended. Where negative comments were received for those proposals, the concerns of respondents focussed on potential implications arising from the way the proposal is implemented. Therefore, these concerns will be considered as part of the implementation planning for each proposal.



As part of our approach to public engagement on CRMP, we arranged a series of 10 public events across Norfolk. Eight of these were held on fire stations and incorporated Brew with a Crew – a chance for people to enjoy refreshments with the team, with optional donations to The Fire Fighters Charity. The other events were held at North Norfolk District Council’s offices in Cromer and at Thetford library (as the town fire station is undergoing renovation work). At all events, we offered residents the chance to complete the consultation on ipads and also assisted them to complete it where this was required. We promoted these events, and how to take part in the consultation online, in the mainstream media, via social media and through a series of leaflets and posters within the local areas. Flyers with links to the consultation were also handed out to residents who attended ‘quick strike’ events which take place after large fire incidents and by our community safety team at other events and service open days in the run-up to Christmas.

### **Vulnerable residents**

As well as appealing to the general public to take part, we worked with some of our more vulnerable groups by holding three focus group sessions with members of Vision Norfolk. These were held in Great Yarmouth, King’s Lynn and Norwich and were well attended by blind and visually impaired residents. As well as talking to these residents about the CRMP to gain their views on our proposals, we also engaged with them around community safety, their preferences on communication and interactions with our service. We also held a focus group meeting with Inclusive Norwich at Carrow fire station to gain the views of their members on our proposals. We were also asked to attend a coffee morning at Hellesdon library, to speak to vulnerable residents, and carers, about the CRMP. At all these five meetings we assisted residents to give their views by taking part in the online consultation, with support from our staff. In addition to this, we undertook focus groups with 15 Black British, Black African and Black Caribbean residents of Norfolk.

We are award-nominated by the Local Government Association for our engagement with 212 residents from seldom-heard communities to identify risks to inform this CRMP.

### **Key stakeholders**

Face to face meetings with Norfolk’s Police and Crime Commissioner and the Chief Constable of Norfolk Constabulary were held by our Director of Fire/ Deputy Chief Fire Officer. Verbal briefings from our Director of Fire included full proposal details and consultation details and 10 briefings were held, to ensure they were accessible to all Norfolk Fire & Rescue Service staff.

### **Cascading messaging to other stakeholders:**

We delivered messages to stakeholders, asking them to give feedback on our CRMP proposals and promote the face-to-face sessions, in the following ways.

- Written communication to all Norfolk Fire & Rescue Service staff.
- Written communication to all members of Norfolk County Council's online Residents' Panel.
- Written communication to all Norfolk County Council's elected members.
- Written communication to all Norfolk County Council staff through the internal staff newsletter, the Friday Takeaway.
- Written communication through NALC (Norfolk Association of Local Councils) to local councillors across Norfolk.
- Written communication to professional partners who are part of the Flourish group.
- Written communication to social care providers to children, through Children's Services weekly newsletter.
- Written communication in a newsletter to adult social care providers, sent through Adult Social Services.

The CRMP consultation survey was also made available in paper format, large print and easy-read versions. The website survey was fully accessible.

### **Proposal changes as a result of feedback**

The first part of proposal 5 received a smaller majority support but also a significant number of concerns and alternative suggestions related to the impact on On-Call crew availability. The respondents expressed concerns around the ability to predict demand, the impact on fire cover across the service and the need for a more holistic approach to improving on-call availability. As a result, this part of the proposal was moved to be considered in scope for proposal 7 to embed it as part of the wider review of the on-call model. Accordingly, proposal 7 was amended from its original wording (*during the CRMP23-26 period we should undertake a detailed review of the On-Call Model in tandem with an anticipated national review*).

The second part of proposal 5 related to the impact of the climate changes and prolonged heatwaves was more positive. As a result, proposal 5 was amended to focus on a review of our response to summer wildfire conditions, including the number and use of TRVs. Accordingly, Proposal 5 was amended from its original wording (*we commence a trial of 1 Agile (DRR) fire engine by resourcing 4 OCSOs to crew in order to evaluate and review the effectiveness of reinvesting staff in dynamic response risk mitigation and high value prevention (and other) activities and review the use and consider the emergent requirements of increasing our stock and use of TRVs as agile response vehicles*).

All feedback received through the consultation process will inform the implementation of the finalised Proposals.

## 14. Appendix: Links to Source Material

- [Norfolk Strategic Infrastructure Delivery Plan](#)
- [Community Risk Management Planning | Fire Standards Board](#)
- [Norfolk's JSNA](#)
- [Defining Risk | NFCC CPO](#)
- [Council Tax: stock of properties, 2021](#)
- [IMD - Overall district rank in England](#)
- [Census 2021 results: Phase one of Census 2021 results - First results - Census 2021](#)
- [Council Tax: stock of properties, 2021](#)
- [HMICFRS](#)
- [Fire and Rescue Services Act 2004](#)
- [Civil Contingencies Act 2004](#)
- [The Regulatory Reform \(Fire Safety\) Order 2005](#)
- [Fire and rescue national framework for England](#)
- [Norfolk Fire and Rescue Service - Norfolk County Council](#)
- [Guidance on Li Ion Battery Fires](#)
- [Community Risk Management Planning Strategic Framework](#)
- [Know your risks – Norfolk Resilience Forum](#)
- [The UK Government National Risk Register](#)
- [NCC Environmental Policy](#)
- [Community Risk Register](#)
- [JESIP Website](#)
- [Neighbourhood Flood Vulnerability Index](#)
- [Norfolk Strategic Flooding Alliance](#)
- [Regulators' Code](#)
- [The Enforcement Concordat](#)
- [NCC Strategic Planning & Infrastructure](#)



