



**Norfolk Fire  
and Rescue Service**  
[www.norfolkfireservice.gov.uk](http://www.norfolkfireservice.gov.uk)

# Service Delivery Plan 2023-26



Norfolk County Council

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# Foreword.

**Ceri Sumner, Director of Norfolk Fire and Rescue Service.**



As Norfolk's Chief Fire Officer, it is my privilege to present our Service Delivery Plan for the year ahead. I am pleased to share with you the significant strides we have taken on our improvement journey towards ensuring we deliver the best prevention, protection and response services to the communities and businesses of Norfolk. Highlights of our journey so far include winning the Asian Fire Service Association (AFSA) Partnership of the Year award for our work with our partners in Adult Learning for supporting our refugee community through their ESOL courses, and His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) acknowledging considerable progress towards our prevention agenda.

In our yearly staff survey, our colleagues expressed a feeling of improvement in the organisation, and a strong belief in the positive changes set to take place in the next year. We are moving forward with a clear strategic path, new leadership, stronger performance management, a firm commitment to a culture change, and an unwavering focus on our primary fire and rescue activity.

We are a service which is gaining momentum and we have ambitious plans for our future. Our focus remains the same: firstly, to improve our culture, with a strong emphasis on mental health, wellbeing, and inclusion, and secondly to excel at our core functions. Each year, we move further towards improvement, and this coming year will be no different.

We are working on our CRMP (Community Risk Management Plan) proposals, aimed at making our service more relevant and resilient, with additional capacity and skills. We are particularly proud of our involvement in the Emergency Medical Response trial which we will be expanding as we move into the Autumn. We're also keeping an eye on the outcomes of the Government's White Paper on Fire Reform consultation to better understand its implications.

As we undertake our transformation, we are not blind to the challenges we face, and aim to learn from other services and best practise from the National Fire Chiefs Council. It's a demanding time for the sector and other public services, and we're committed to addressing behaviours and attitudes that don't foster inclusivity or meet up to the standards set out in our cultural framework and the Core Code of Ethics.

Leading Norfolk Fire and Rescue Service is an honour. We have exceptional people who are committed to serving Norfolk's residents and visitors every day. My hope is that through the actions outlined in this plan, the sense of pride our team feels in serving will be shared by all the residents and communities in Norfolk.

# Our Service Operating Model.

## **Service Delivery (Operations)**

Objective: Deliver a high quality, robust and dynamic service of prevention, protection and response activity (including resilience planning)

## **Service Assurance**

Objective: Understand risks and how well the organisation is responding to them (planning & quality), within set guidelines and budgets. Using data, evidence and insight to inform decision making

## **Service Enablement**

Objective: Provide the right resources in the right place at the right time, with the right skills - including buildings, assets and people. Plan and implement change to improve the organisation and ensure effective governance

## **The three key areas set out in our Community Risk Management Plan (CRMP) 2023-26 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.

How we monitor our success at delivering on these areas is built into our service delivery plan.

# Our Vision, Mission, Priorities & Code of Practice.

## Our Vision

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

### Our mission is to 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 top-level service response risks:

- **Competency:** Failure to assure standards of operational competency
- **Availability:** Failure to secure availability of operational individuals and crews

We are also focusing on our wellbeing risks and ensuring we have appropriate support in place for our people.

The control measures to reduce the likelihood and impact of these risks are captured in our priorities, performance measures and activities of this plan.

## Strategic Measures Reported to NCC Cabinet and CES DMT (Vital Signs):

- **Response** - Performance against our Emergency Response Standards:  
We aim to get to 80% of 'Fires where life may be at risk' within 10 minutes\*  
\*(and 13 minutes to other incidents where life may be at risk)
- **Protection** - % Of unsatisfactory fire safety audits (new vital sign)  
We aim to achieve a 20% in-month return
- **Prevention** - Number of Home Fire Safety Interventions (new vital sign)  
We aim to complete 350 per month

### 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.



## Investing in People, Culture and Leadership

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 adopted the National Fire Chiefs Council's (NFCC) Core Code of Ethics:



The Core Code sets out five ethical principles, based on the Seven Principles of Public Life, which alongside the accompanying guidance provides a basis for promoting good behaviour and challenging inappropriate behaviour.

- **Putting our communities first** – we put the interest of the public, the community and service users first.
- **Integrity** – we act with integrity including being open, honest and consistent in everything we do.
- **Dignity and respect** – making decisions objectively based on evidence, without discrimination or bias.
- **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.
- **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.

# Service Delivery (Operations).

**Objective:** Delivery of an operationally competent Fire and Rescue service in line with NFCC standards and CRMP for Norfolk.

**Inputs:** Standards and targets, policies and guidance, requests for support, real time information and risk data.

**Outputs:** deployment of resource, data on activity and decisions, feedback on incidents.

**The service delivery pillar comprises of:**

- Prevention and Protection
- Response

## Prevention and Protection

### Priorities:

- Reducing the volume, impact, and harm caused by all emergency incidents
- Providing early intervention to those most at risk
- Collaborate with others to deliver inclusive education and development for children and young people
- Inspecting and protecting businesses and buildings in partnership with our communities and other regulators
- Strengthening local partnerships and maximising the impact of our activities

### Objectives for 2023/24:

- Target community fire safety advice for vulnerable people and to increase the number of homes in Norfolk with working smoke detectors.
- Reduce the risk and impact of fires in non-domestic premises
- Address all fire prevention cause of concern issues to the satisfaction of HMICFRS
- Develop an early intervention programme for young people aimed at preventing high-risk behaviours before they lead to negative outcomes.



## **Delivery, Risks and Measures:**

### **Key Deliverables:**

- Reducing the volume, impact, and harm caused by all emergency incidents
- Providing early intervention to those most at risk
- Collaborate with others to deliver inclusive education and development for children and young people
- Inspecting and protecting businesses and buildings in partnership with our communities and other regulators
- Strengthening local partnerships and maximising the impact of our activities

### **Key Risks on Risk Register:**

- Failure to prevent fires due to below target Home Fire Safety Visit activity
- Inability to retain Fire Safety staff leading to loss of critical expertise, decreased capacity and increased costs associated with recruitment and training.

### **Organisational Performance Measures**

- Number of Home Fire Safety Interventions
- Number of Home Fire Safety Visits completed for people at higher risk
- Number of Home Fire Safety Visits completed for people at higher risk by Watches
- Number and rate of road casualties
- Number and rate of deliberate fire incidents attended (which may include Arson incidents attended)
- Number of false alarms and rate of false alarm calls
- Number and rate of fires (accidental dwelling and non-domestic premises)
- Number of deaths and injuries (accidental dwelling and non-domestic premises)
- Number of school-age children reached (including KS1 and 2 school visits)
- Number of crucial crew events
- Number and rate of drownings
- Number of Unwanted fire signals
- Number of non-domestic premises with sleeping accommodation fires
- Rate of non-domestic premises with sleeping accommodation fires
- Number of enforcement actions and prosecutions

Strategic delivery is detailed within the Prevention and Protection Strategy 2023/24 document.

# Response

## Priorities:

- Respond to fire and other emergencies when they arise.
- Prioritising the safety of those at the incident; focusing on the safety of the community, responders and where possible preventing the situation from deteriorating.

## Objectives for 2023/24:

- Ensuring that our own people are fully supported physically and mentally by implementing robust support mechanisms
- Identifying opportunities to provide a positive impact on an event, through suitable and sufficient risk assessments, whilst ensuring situational awareness.
- Concluding the incident or instigating plans to stabilise the emergency whilst additional resources arrive.

## Delivery, Risks and Measures:

### Key Deliverables:

- Deliver our statutory duties under the Fire and Rescue Service Act (2004) including statutory duties to deal with fires, road traffic collisions (RTC) and other emergencies.
- Deliver an all-hazard emergency response service.
- Deliver our response and categorise it as: Initial, Planned, and Protracted.
- Share risk data with neighbouring FRS's (over the border) and dynamically with trusted partners.

### Key Risks on Risk Register:

- Musculoskeletal injury
- Impact to CRMP Implementation scope as a result of withdrawal of USAR Funding

### Organisational Performance Measures

- On-Call Fire Station Availability
- Number of Risk Site inspections overdue at a point in time
- Number of RTC incidents attended involving extrication
- Number of Incidents NFRS attended

Strategic delivery is detailed within the Response Strategy 2023/24 document.

# Service Assurance.

**Objective:** Create a robust approach to implementing NFCC standards. Ensure evidence-based approach to risk analysis and performance management.

**Inputs:** External data, analytics, county level infrastructure changes, national guidance and budgets.

**Outputs:** Insight, policies, gap analysis, performance reporting, identified areas for improvement change.

## The service assurance pillar comprises of:

- Assurance
  - Audit and Review
  - Health and Safety
- Planning and Performance
  - Performance
  - Functional Area, Service Level and Corporate Risk
  - Insight and Analytics
- Capability/Logistics

## Assurance

### Priorities:

- Understand risks and how well the organisation is responding to them (planning and quality), within set guidelines and budgets.

### Objectives for 2023/24:

- We are committed to develop our service delivery and operational response, based upon self-awareness of our own performance and continuous improvement within relevant key areas.

## **Delivery, Risks and Measures:**

### **Key Deliverables:**

- We will ensure we meet our customer's expectations and deliver against community needs
- We will prepare for emergencies (local and national) and match capabilities to risk
- We will provide better access to our services and evaluate community feedback
- We will follow national best practice to identify internal learning through the operational learning policy
- We will support the implementation of national operational guidance and fire standards
- We will transform our Service by implementing improvement identified through HMICFRS inspections
- We will horizon scan to identify emerging risks to the service and to the public

### **Key Risks on Risk Register:**

- Underpinning risk assessments for all stations and service delivery
- Maintenance of PORIS system
- Fully embed National Operational Guidance (NOG)
- Riskfile Process (over the border data sharing), WRM and MDT systems functionality

### **Organisational Performance Measures**

- WRM MDT Failure rate
- Progress implementing National Operational Guidance (NOG) and recommendations from significant operational learning, and how we assess ourselves against fire standards
- Progress implementing national best practice in our operational review process. The assurance team will be our experts in leading timely and targeted operational debriefs, completing gap analysis, supporting subject matter experts and framework leads to create action plans.
- We will ensure that we have good Health & Safety standards through a detailed review of partnership-working with corporate Health & Safety at NCC
- Delivery of thematic reviews of Grenfell Tower inquiry, Manchester Arena Inquiry and summer heat review outcomes.
- Timeliness/Overdue: Manage operational risk including updating critical fire risk maps and Site-specific risk information, assuring our staff have a good understanding of risk and how to manage it.

Strategic delivery is detailed within the Assurance Strategy 2023/24 document.

## Capability/Logistics

### Priorities:

- Ensure equipment and vehicles are maintained to a service-ready standard
- To deliver assets in the most efficient, economical and effective way to meet the outcomes required by the Community Risk Management Plan (CRMP), whilst ensuring statutory compliance against the relevant legislation and standards.
- Enable employees and make more effective use of data.
- To achieve value for money from the goods, services and work we procure, such that we achieve the optimum quality from the available budget.
- To ensure that contracts deliver what is expected – in terms of costs, time, specification and social value.

### Objectives for 2023/24:

- Support an improvement in culture and wellbeing.
- Enable an increase in productivity through mobile working, systems, and customer pathways.
- Rollout of new fleet.

### Delivery, Risks and Measures:

#### Key Deliverables:

- Drive improved ways of working through the digital and technology workstream
- Commission CPT in identifying and securing capital for improved provision of female welfare facilities on fire stations.
- Commission CPT in reducing carbon emissions across the estate.
- Improved management of equipment/vehicle defects and of stock through a new asset management system.
- Drive an improvement contract management of NORSE vehicle servicing through NCC Highways.
- Drive improved efficiency through mobile working.
- Deliver the procurement recommendations from the Wildfire review.
- Commission CPT in delivering the estates capital programme.
- Support CPT in the delivery of Wymondham Store.

#### Key Risks on Risk Register:

- Failure in Fleet Maintenance
- Contaminated air in vehicle bays
- Failure of PPE and Inventory management system

## Organisational Performance Measures

- Fleet maintenance (6 weekly governance report) – including Timeliness/Delays for maintenance of service vehicles
- Property Programme (6 weekly governance report)
- Capital Programme (6 weekly governance report)
- Digital and Technology Programme (6 weekly governance report)

## Strategic delivery is detailed within the following documents:

- Fleet and Equipment Strategy 2023/24 document
- ICT Strategy 2023/24 document
- NCC Procurement Strategy 2023/26 document
- Estate Strategy 2023/24 document



# Service Enablement.

**Objective:** provide the right resources in the right place at the right time, with the right skills. Plan and implement change to improve the organisation and ensure effective governance.

**Inputs:** operations, assurance, and Norfolk County Council corporate.

**Outputs:** training, people policies, change programmes, systems, fleet, infrastructure, and assets.

**The service enablement pillar comprises of:**

- People
- Budget and Finance
- Training
- Communications

## People

### Priorities:

- Promote a working environment of diversity, equality, inclusion and safety
- Improve our wellbeing offer to encourage resilience and provide tailored support
- Promote good health through physical activity
- Embed a new approach to communications, both internally and externally

### Objectives for 2023/24:

- Culture, values and behaviours - Build an inclusive organisation and embed the core code of ethics
- Leadership and Leadership development - Demonstrate visible leadership and support our talent to grow
- Recruitment - Deliver effective and timely recruitment and onboarding processes
- Workforce planning and competence - Ensure that we have the right people in the right place with the right skills. Ensure that multiple contracts are being managed appropriately.

## **Delivery, Risks and Measures:**

### **Key Deliverables:**

- A workforce with increased pride and resilience, where people are encouraged to share their problems.
- A range of supporting initiatives with clinical interventions where needed.
- A workplace free of bullying, harassment or discrimination
- Visible leaders at all levels who are compassionate and supportive but not afraid to challenge.
- A seamless recruitment process which gets the right people in the right place whilst easing the burden on managers
- A stable workforce with a clear understanding of the skills they need for now and the future, and a system that delivers those skills

### **Key Risks on Risk Register:**

- Increased sickness levels due to mental health and wellbeing issues
- Increased sickness levels due to musculoskeletal injury
- Retirements due to industrial action or pay offer
- Skills fade through high numbers at retirement age
- Post-suicide risk of contagion
- Post-suicide risk to culture and public confidence
- Effective communications (internally and externally) and reputation management

### **Organisational Performance Measures**

- Percentage of staff who have failed the operational fitness assessment
- Number of FTE days lost due to mental health absence
- Number of FTE days lost due to Musculo-skeletal injury absence
- Current on-call vacancy rate
- Number of staff with DBS approved status
- Number of Safeguarding training sessions completed, and number of partnerships formed
- Number of NFRS related Complaints
- Number of SATAS (Suicides and Treated as Suicide) incidents Attended
- Number of Co-Responded Incidents Attended

Strategic delivery is detailed within the People Strategy 2023/24 document.



## Budget and Finance

NFRS has maintained a comprehensive Medium Term Financial Plan (MTFP) and capital programme. The CRMP is the key driver in the allocation of the service's resources in response to the risks we are facing. The CRMP states the main strategic themes the service is progressing and its plans. The MTFP prioritises the allocation of resources to deliver our mission and aims.

If any organisation wants to be successful, its budget setting and medium-term financial plan must allocate resources to support its key strategic aims and priorities. This is a vital consideration when organisations face periods of severe financial challenge.

### Organisational Performance Measures:

- Firefighter cost per person (HMI)
- Cost per head of population compared to England & Predominantly Rural services

### Key Risks on Risk Register:

- Inflationary Pressures

## Training

### Our training provision will:

- Equip all NFRS staff with the necessary knowledge, skills and understanding to allow the Services priorities to be delivered to the people of Norfolk.
- Build on the progress made during 2022/3 to ensure approved development pathways are in place for all roles.
- Modernise the way training materials and competency recording systems are managed.
- Ensure training materials are up to date and reflect the requirements of NOG, NFCC and FSB requirements.
- Modernise facilities at Bowthorpe and Scottow through a capital investment programme.

### Organisational Performance Measures:

- Delivery of core programme ensuring the demand for BA, rescue and incident command related skills are maintained within recognised frequencies
- Apprentices successfully completing apprenticeship programmes
- Successful completion of development pathways at all levels
- Fitness assessments completed within agreed timescales
- Implementation of Learnpro and PDRpro to agreed timescales
- T&D delivered within allocated budget

### Key Risks on Risk Register:

- Capacity (course, administration and systems) to efficiently and effectively train Firefighters
- Development and Maintenance of Competence programmes
- MOC recording

# Key Strategic Documents.

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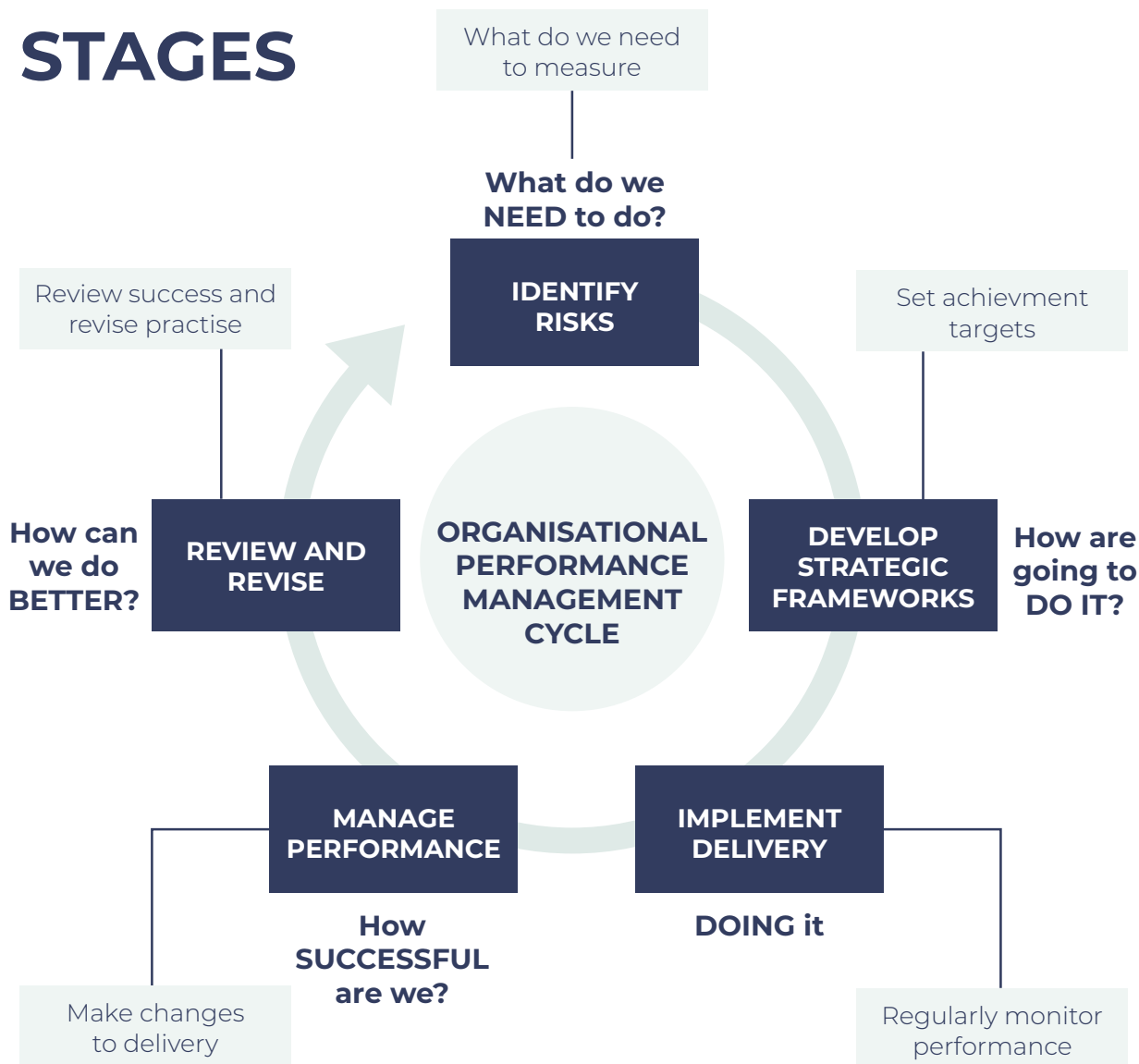
- NFRS Community Risk Management Plan 2023-26
- Prevent & Protect Strategy 2023/24
- Response Strategy 2023/24
- People Strategy 2023/24
- Logistics Strategies
  - Fleet and Equipment Strategy 2023/24 document
  - ICT Strategy 2023/24 document
  - NCC Procurement Strategy 2023/26 document
  - Estate Strategy 2023/24 document
- Planning and Performance Strategy 2023/24
- Equality, Diversity and Inclusion Strategy 2023/24
- Workstream Plans on a Page 2023/24
- Norfolk Fire and Rescue Strategic Training Needs Analysis 2019
- Memorandum of Understanding between Norfolk Police and Crime Commissioner, Norfolk County Council, Norfolk Fire and Rescue Service and Norfolk Constabulary on emergency services collaboration 18/19



# Organisational Performance Management.

Organisational performance management process:

## STAGES

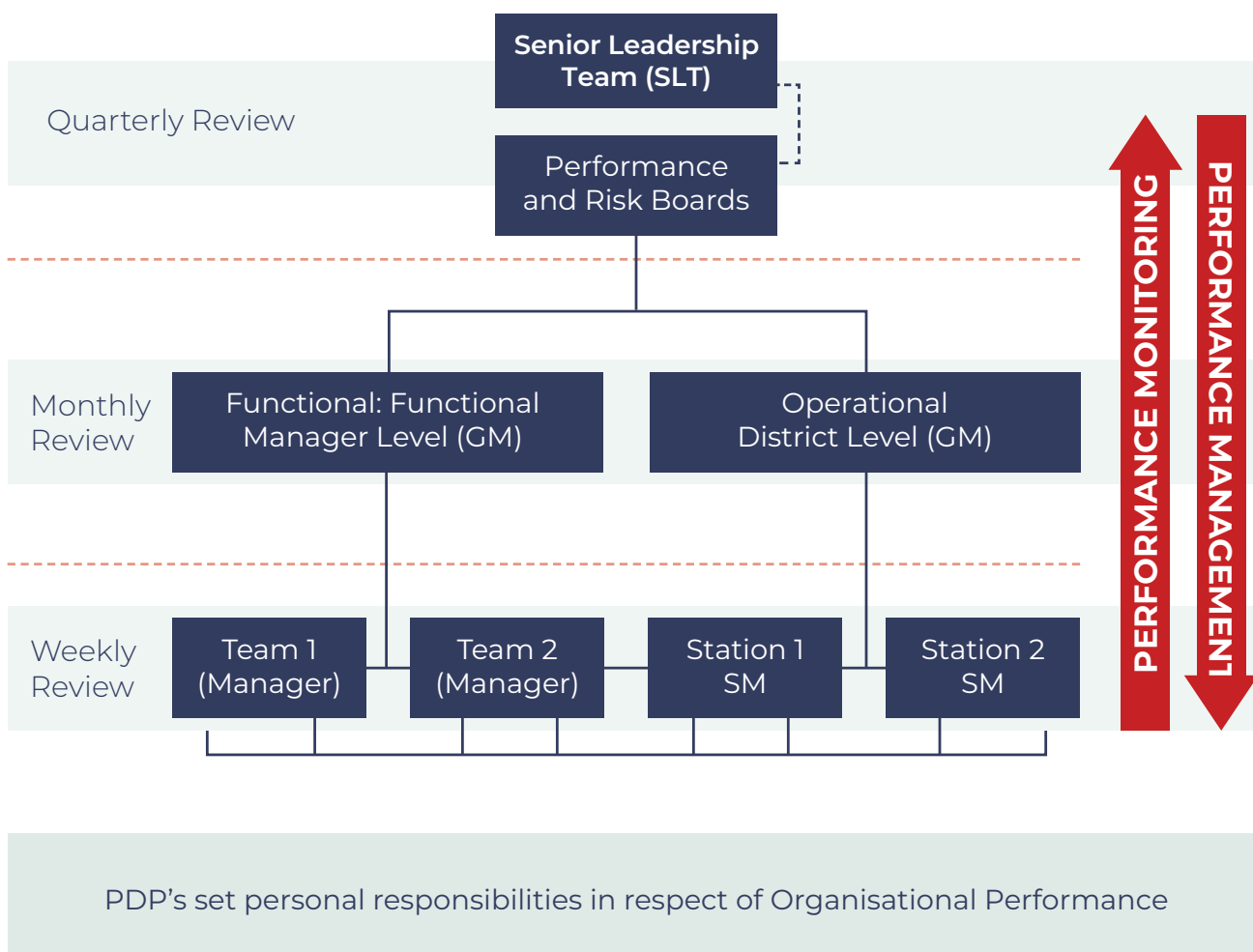


## This chart shows the stages of our organisational performance management cycle as follows:

1. Identify the risks ensuring we ask ourselves what we need to do and what we need to measure.
2. Develop strategic frameworks setting out how we are going to do it and achievement targets.
3. Implement delivery or 'doing it' ensuring we are regularly monitoring performance
4. Manage performance measuring how successful we are and making changes to delivery accordingly
5. Review and revise focusing on how we can do better, reviewing success and revising practice



## Organisational performance management structure:



This organisational performance management structure chart shows how performance monitoring and management will be carried out.

Our senior leadership team (SLT) and performance and risk board will review performance quarterly. Monthly reviews will be carried out at function manager level and district level. Weekly reviews will be carried out by team managements and station managers and PDPs will set personal responsibilities.

