Safest People, Safest Places

County Durham and Darlington **Fire and Rescue Authority**



Integrated Risk Management Plan 2014/15 Consultation



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Welcome to our Integrated Risk Management Plan (IRMP) update 2014/15

Welcome and Foreword

Welcome to our IRMP update for 2014/15. This plan sets out details of the significant changes that we have made to services over the last three years to reflect the reduction in our funding from central government. The Fire Authority has made changes to services with the aim of ensuring that there is no increase in risk in local communities – and, so far, we have been able to achieve this.

IRMP is the process used by fire services nationally to ensure that risk to people and property is identified and reduced through the efficient use of available resources. This IRMP update sets out details of the risks in our area, how we manage these risks and also summarises our performance. Looking ahead, the financial position we are facing is extremely serious. The huge pressures on public spending over the next few years and the options we have available to balance the budget for the fire and rescue service will be difficult to implement. These factors will mean that we need to think differently about how we deliver services across County Durham and the Borough of Darlington.

The changes we have made to services so far have put us in a position where we can balance the budget for 2014/15. As part of this IRMP we are consulting on some high level options that the Fire Authority can consider in future years. We will consult more widely on these options in summer 2014, once we have further clarification on the funding we will receive from government.



Councillor Michele Hodgson Chair County Durham and Darlington Fire and Rescue Authority



Susan Johnson Chief Executive County Durham and Darlington Fire and Rescue Authority



We provide an efficient and effective emergency response service

Keeping communities safe

Our priorities

Our staff are committed to making sure that people, businesses and organisations in County Durham and Darlington are protected by working towards our vision of: Safest People, Safest Places.

To help us achieve our vision we aim to:

- Protect people and properties and prevent incidents from happening;
- Invest in the people who work for us to ensure we get the best contribution from them;
- Continue to improve our service in a sustainable way that offers value for money.

More than 600,000 people live within our Service area of approximately 2,460 kilometres, with just under half of these people being in work. The population comprises approximately 51.1% females and 2.8% ethnic minorities; 19.9% are under 18 and 17.9% are over 65.

The area has poor health statistics and low life expectancies and economic activity in the area is low – almost 10% lower than the national average. Despite real improvements in recent years, educational attainment is below the national average. Many parts of the area also have housing stock that is sub-standard, falling below accepted decency levels.



By understanding our area we can determine where we need to allocate resources

Clearly these factors contribute significantly to the high levels of social deprivation observed in our area. According to national statistics, County Durham and Darlington has 12.8% of its ward areas in the top 10% most deprived; 29.8% in the top 20% most deprived; and 46.5% in the top 30% most deprived areas in the country.

These factors impact on the risk profile for County Durham and Darlington and by understanding our local area we can determine where we need to allocate resources in order to mitigate these risks.

The Authority is focussed on managing risks and ensuring that resources are allocated in the best way to reduce the number of emergency incidents and the associated risk of injury, death or loss in the local area. Our 15 fire stations, 27 front line fire appliances and specialist equipment are strategically spread throughout the county and borough so that we can get to fires and other incidents as quickly as possible.

Appliances and staff work across six districts and offer support to each other. We also have mutual aid agreements with neighbouring fire services so that we can assist each other if a major emergency occurs.

Identifying and assessing risks

The Fire and Rescue Authority has a statutory duty to provide a safe and effective operational response to meet a wide range of incidents. The 2012 National Framework document placed a statutory duty on the Authority to identify and assess all foreseeable fire and rescue related risks. Our response to these risks could include: extinguishing fires; rescuing people at fires; rescuing people at road traffic collisions; rescuing people who are trapped either at height or in confined spaces; dealing with building collapse; rescuing people trapped in floods; rescuing people from other water related incidents; dealing with chemical spillages; and preventing damage to the environment.

The Authority also plays a full part in the National Resilience Programme, which prepares for and responds to national major emergencies and unexpected events such as natural disasters or terrorist incidents. The resources we maintain to support this programme include High Volume Pumps, Mass Decontamination Equipment and hazardous materials specialists who are trained to detect and identify toxic and harmful substances.

We have joint protocols in place with partner agencies such as the police, ambulance and local authorities

The risks we face

Our local risk registers record details of the risks that we manage on a local basis and we have District Plans in place that determine our approach to prevention, protection and response in each locality.

There are a number of specific risks within the area that could significantly impact on local communities:

Risk of death, injury or loss from fire

A risk all of our communities face is that related to fire. Through our prevention, protection and response services we aim to mitigate this risk. The degree of risk varies depending on the local area and the individual people and lifestyles within that area.

Risk of death or injury from road traffic collisions

We have a number of major road networks running through our area and this presents a risk of road traffic collisions occurring. Collisions also frequently occur on many of the miles of rural roads that exist across County Durham and the Borough of Darlington. We need to ensure that we mitigate these risks through our prevention and response services. Large scale transport related emergency incidents require an effective coordinated response; therefore, we have joint protocols in place with partner agencies such as the police, ambulance and local authorities to deal with any foreseeable major transport incident.





Risk of extreme weather

An increasing risk relates to extreme weather; this includes the risk of death, injury or loss from flooding. In recent years the number of significant flooding events has increased. We have a number of areas within County Durham and Darlington that have been subject to severe localised flooding and in the past year we have used some of our national resilience assets to deal with major flooding in the Derwentside and Durham areas.

Risk of terrorist activity

Events over the last few years, both at home and abroad, have increased the risk of terrorist activity impacting on our society. The Fire and Rescue Service plays a major role in protecting the community in the event of such an incident and along with the other blue light services contributes significantly to the planning and training for such events.

Industrial incidents

Emergency incidents at industrial premises pose a specific risk at individual sites and a wider risk to local communities depending on the type of event. We provide fire safety advice to local businesses as part of our protection services and we are equipped and trained to respond to incidents that do occur.

Risks in specific areas

We are aware that there are different risks specific to certain parts of our area. We manage these risks through our district structure and local risk plans, which enable us to target our resources based on local knowledge and intelligence.

Wear and Tees district (Bishop Auckland, Stanhope and Middleton in Teesdale fire stations)

The Wear and Tees district area is located in the heart of our area. There is a mix of industrial, commercial, residential and rural areas that represent a varied range of risks that need to be managed effectively. This includes a number of large industrial estates, large scale industry, water risks relating specifically to Stanhope and Middleton, a number of busy 'A' roads and a number of large social housing estates that do not meet modern standards.

Derwentside district (Consett and High Handenhold fire stations)

The specific risks identified within the Derwentside district area relate to a significant level of low quality housing and a large number of older terraced properties. The area around Consett has seen a large increase in the number of new homes built and supporting amenities giving the area a varied risk profile. The area also includes a number of large hotels and the largest open air museum in Europe at Beamish. Local industry consists of traditional light engineering and more modern service industry sites.

Darlington district (Darlington and Barnard Castle fire stations)

Darlington is a large market town with a population of approximately 105,000 residents. The Darlington area comprises large scale industrial, commercial and residential areas resulting in a broad mix of risks. There are a large number of Houses in Multiple Occupation (HiMO) and several large social housing estates. The A1M motorway runs through the Darlington area and the East-Coast mainline passes through the town serving a major rail station. Barnard Castle is predominantly rural area with small scale residential areas, a hospital and a young offender's prison. Also located within the town is Bowes Museum, a major heritage site housing many important works of art. The town is also home to a large scale pharmaceutical production site.





Easington district (Peterlee, Seaham and Wheatley Hill fire stations)

The Easington district includes concentrated areas of population with specific challenges in terms of deprivation. There are also a number of large industrial estates in Peterlee and Seaham with a broad mix of businesses from heavy manufacturing to modern service industry sites. The transport related risks arise from the railway line running through the area, the A19 road network and a number of busy rural roads; these all contribute to the diverse risks within the Easington District area.

Sedgefield district (Newton Aycliffe, Spennymoor, Sedgefield fire stations)

There are significant industrial risks in this area, particularly in Newton Aycliffe, as well as a number of concentrated areas of population. The industrial estates located in Newton Aycliffe incorporate a number of large chemical, engineering and commercial sites. Communities are served by some of the county's busiest roads including the A1M and A167 with the East Coast railway line also running through the district area.

Durham and Chester-le-Street district (Durham and Crook fire stations)

The significant risks managed within this district are the World Heritage Site, which includes Durham Cathedral and Castle; the University of Durham and three hospitals. There are also three prisons within the area and new local industrial estates have been established consisting of modern retail and manufacturing facilities interspersed with more traditional industries. The River Wear runs through the District area and the busy Durham railway station is an important link on the East Coast mainline. The city is also served by busy trunk roads such as the A167, A690 and A1M motorway, which all run through the district area.

78%

of domestic property fires attended within 8 minutes

Addressing the risks

Our integrated approach to reducing risks and keeping local communities safe is focused around the prevention, protection and response arrangements we have in place.

Prevention

Our prevention work is focused on targeting our resources at those members of the community who are most at risk from fires or road traffic collisions. We use a range of information and data to identify the most vulnerable people and communities in our area. We then identify schemes and initiatives to help keep them safe. Some of the key areas of our prevention work include:

Improving safety in the home

We currently carry out approximately 15,000 home fire safety visits to households in County Durham and Darlington.

We will deliver home fire safety visits and fit free smoke alarms to all households in our area but we actively target those people who are most at risk. We aim to deliver at least 70% of our visits to vulnerable people or vulnerable areas.

During 2014/15 we will continue to increase the amount of time dedicated to prevention activities and increase the number of home fire safety visits we undertake. However, it may become more difficult to sustain these levels should the current government grant reductions continue.





A third of all people killed or seriously injured on the roads are aged 17 to 24

Reducing deliberate fires

Deliberate fires account for a large proportion of the emergency incidents we attend. Our prevention strategy is focused on working with partners including the police, local authorities and other agencies to understand where the areas of greatest risk are and to work together to reduce the number of deliberate fires that occur. This approach allows us to share information, analyse data and investigate fire related crimes to ensure appropriate action is taken against offenders. We also deliver targeted educational activities to change the behaviours of those people who are likely to commit arson.

Reducing road traffic collisions

A third of all people killed or seriously injured on the roads are aged 17 to 24. This is our highest risk age group and our work focuses on targeting road safety education and intervention at these young people. We work with young people through local schools, colleges and universities as well as visiting workplaces. The extra capacity we created by changing the shift systems for our operational staff has ensured that we can increase the work we do in this important area.

Protecting young people

Our longer term prevention strategy is focused on young people. The earlier we can begin educating young people in keeping themselves safe, the more chance there is of our community safety messages making a difference in the longer term. As positive role models, our professional firefighters and community safety staff can assist young people to make a positive contribution to society and improve their life skills. In 2014/15 we are aiming to visit every school in County Durham and Darlington to deliver a range of focused educational packages. These visits are designed to ensure young people are more aware of their own responsibilities and help them to take steps to reduce their risk of injury or harm. We will also continue to work with some of our most disadvantaged young people through specific educational programmes.

Protection

Protecting local communities and the businesses that provide economic prosperity in County Durham and Darlington is a key role for our Service. Our prevention work is aimed at keeping people safe and our protection work is focused on ensuring that commercial and industrial premises are safe places for people to work and visit. We have recently changed the way we provide our protection services and local station-based frontline firefighters are now heavily involved in working with businesses in their area. We have invested a significant amount of time and resource into delivering specialist training to these firefighters to ensure that we can increase the amount of protection work undertaken whilst protecting the number of frontline firefighting staff we have to respond to emergencies.

Risk-based programme of safety inspections for local businesses

The type of premises inspected and the frequency that visits are carried out is determined by the level of risk a business poses to the occupiers and the community. Our risk based management programme ensures that those premises most at risk of fire are targeted by our protection activities. The changes we have made to shift systems have enabled our operational staff to carry out inspections of premises within their station area. Our dedicated fire safety officers focus on premises that are more complex and which represent a higher risk. This is the most appropriate use of the resources we have available and enables us to ensure we allocate resources according to risk.

Business Engagement

We engage with local businesses through the established fire liaison groups and the North East Chamber of Commerce. We also work with enforcement agencies to share good practice to help reduce the burden of inspection on local businesses. This balanced approach allows us to meet our statutory responsibilities while helping local businesses ensure they do not face significant fire related risks.

Emergency calls will be answered within 6 seconds

Response

We are fully committed to prevention and protection activities to keep our local communities safe and to ensure our local businesses provide safe working facilities for staff and customers. Our response strategy is designed to provide a resilient emergency response if an incident does occur. We believe we do this in the most efficient and effective way possible and many of the proposals we consulted on last year were designed to help us to achieve this.

Response standards

In 2013/14 we adopted new crewing arrangements in Newton Aycliffe and Seaham fire stations and new working patterns and routines at all other full-time fire stations. These changes have made us more efficient and help us to deal with reduced funding without increasing response times and risk for communities.

Command and Control

We provide a 24/7 emergency call handling and mobilising service which ensures we send the right vehicles, equipment and staff to emergencies promptly. In early 2014 we will be implementing a new command and control system to provide us with state-of-the-art technology to ensure our control room service is as efficient and effective as possible. We will also introduce a new shift system for our control room staff, which will improve resilience and allow additional work to be undertaken within the control room.

We provide a 24/7 emergency call handling and mobilising service



County Durham and Duligion Fire and Rescue Service



46%

reduction in non-domestic property fires

Performance

Accountability to local communities

We are committed to sharing the information we hold in relation to risks facing local communities and businesses so that we can learn from the experiences of people who live and work in our area.

In order to ensure that the information we publish is accessible we make it available on our website. We also provide specific documents in other formats should they be requested.

Transparency

Our Fire Authority meeting information and reports are also available on-line and members of the public are welcome to attend Fire Authority meetings as observers to see how we manage the Service.

All of our financial and performance information is available via the website www.ddfire.gov.uk





Accidental house fires have reduced by 39 per cent over the last five years due to our increased prevention work

Performance

As an emergency service it is extremely important that we regularly review our performance across a range of measures. We look closely at performance trends to see how well we are doing and we compare our performance against other fire and rescue services on a regular basis. The following section of the IRMP sets out a snapshot of our performance in a number of key areas. Further information is available from the website or by contacting us.

Accidental house fires

Accidental house fires have reduced by 39 per cent over the last five years due to our increased prevention work focussing on home fire safety visits particularly targeting those most vulnerable and at risk.

Home fire safety visits

The number of home fire safety visits, which are all carried out by our operational crews, has increased significantly over the last few years as the changes we have introduced to work routines have improved the amount of productive time available. More than 80% of the visits undertaken are carried out in high risk areas or involve vulnerable people. This increase in performance has had a direct impact on driving down fires in people's homes.





5%

of non-domestic property fires attended within 8 minutes

Non-domestic property fires

These figures include fires in public, commercial and industrial premises. Our performance has improved significantly over the last five years and we have seen a 46 per cent reduction during this period. We aim to continue to improve our performance in this key area as this type of fire can have a significant impact on our local economy.

By introducing new working routines on fire stations and transferring work to frontline firefighters, we have been able to deliver a significant increase in the number of premises receiving a fire safety audit, despite a reduction in the number of centrally based fire safety staff. We have increased our performance by 23.8% since 2009/10 and we are on target to become one of the highest performing fire and rescue services in the country.

Injuries to the public in accidental house fires (went to hospital)

Whilst we have reduced the number of accidental house fires, the number of injuries to the public has remained generally static. We analyse the circumstances where injuries are occurring and we will continue to use this information to inform the prevention work that we undertake in future years to reduce injuries from fire in the home.





Focusing on prevention has resulted in a significant long-term reduction in the number of house fire fatalities

House fire fatalities

Focusing on prevention has resulted in a significant long-term reduction in the number of fire fatalities that occur in our area. Reducing the number of people who die in a house fire remains one of our main priorities. However, an ageing population and the recent changes to welfare policy provide greater challenges for us in terms of prevention. Key to improving our performance in this area is the Fire Fatalities Protocol that the Authority has established with partner agencies such as local authorities, police, social care providers, drug and alcohol teams and housing providers. Through this arrangement we have provided fire awareness training to the staff of these agencies to assist us in identifying the most vulnerable in our communities. We have also introduced a process by which this data can be shared so that appropriate prevention measures can be implemented.





44%

reduction of small fires over the last 5 years

Small fires

Small fires have reduced by 44% over the last five years, however we still attend a significant number, including rubbish fires, grass fires and gorse fires. Whilst these types of fire often do not pose a direct significant risk to the public, they divert our resources away from other key activities and therefore we will continue to work to achieve further reductions in this area. The number of smaller fires that we attend is, to some extent, linked to the prevailing weather conditions. Last year's wet weather was exceptional and assisted in driving down the number of secondary fires to the lowest level for over 20 years. In contrast the weather during the first six months of this year has been uncharacteristically warm and dry and therefore the number of smaller fires has increased.







of road traffic collisions attended within 15 minutes

Current response rates

Response standard	2013/14 target	2013/14 (ytd) actual
% of house fires attended within 8 minutes	70%	78%
% of house fires attended within 11 minutes	90%	93%
% of non-domestic property fires attended within 8 minutes	70%	75%
% of non-domestic property fires attended within 11 minutes	90%	91%
% of road traffic collisions attended within 11 minutes	75%	89%
% of road traffic collisions attended within 15 minutes	90%	97%

Achievement of our response standards helps us to maintain an excellent response service to our local communities. If the Service is to continue to meet these standards over the medium term we need to consider different ways of working given the anticipated on-going reductions in funding.





Integrated Risk Management Plan

Our operational staff are trained to exceptionally high standards

Assurance

As an emergency service, we recognise that it is extremely important that we can demonstrate that we are operationally competent and that we manage the fire and rescue service in line with the expectations of a modern public service. We also need to ensure we can demonstrate that we provide value for money and that we spend public money in accordance with the expectations of local council tax payers.

Operational assurance

We have systems and standards in place that are designed to ensure that everything we do is in accordance with health and safety regulations. We have agreed ways of doing things and standard procedures so that we can address operational matters consistently and in accordance with recognised best practice. Our operational staff are trained to exceptionally high standards to ensure that they can undertake their work to the standards that are expected of them.

Financial and governance assurance

Financial assurance

Our financial performance is considered on an annual basis by the external auditor who provides the Fire Authority with a report on the financial statements. Details of previous audit reports are available from the website or on request. The latest approved accounts were signed off by the auditor in September 2013. The auditor provided the Fire Authority with a clean bill of financial health and confirmed that value for money was being provided.

Governance assurance

Our decision making processes are transparent and we consult on our key projects and initiatives prior to the Combined Fire Authority making final decisions.

Our structures reflect the requirement to ensure we have good governance processes in place and we employ qualified professional staff whose role it is to ensure good governance is embedded throughout the organisation.

The Authority prepares an annual governance statement that gives details of its approach to governance and the key risks that exist. This is also available on the Service website www.ddfire.gov.uk



It is becoming more and more difficult to reduce our costs without increasing risk in local communities

Finance and resources

The financial challenge

We are facing the most significant financial challenge in our history as a fire and rescue authority. Our central government funding has been cut by 26% since 2010, meaning a reduction in the money we have to provide services of £3.7M between 2010 and 2014.

So far, we have been able to reduce our costs by providing services in different ways without increasing risk in local communities.

How efficient is the fire and rescue service in County Durham and Darlington?

We have implemented significant changes in the way we provide all of our services over a number of years. We have already implemented the vast majority of the cost savings measures identified as best practice and which other fire and rescue services can still draw upon to balance their budgets.

Our crewing arrangements and shift systems are amongst the most efficient in the country. We also have a very lean support staff and management structure.

We always strive to identify new ways of working that do not increase risk in local communities. However, this is becoming more and more difficult, particularly as the majority of our services are statutory and because our service model is already very efficient. Examples of how we have achieved an extremely efficient service model include:

- Operational staff agreeing to alter the shift systems to shorten night shifts and removing non-productive time;
- Reduced crewing on multipump stations;
- Introducing new duty systems on lower call volume stations;
- Introducing annualised hours for all operational staff;
- Introducing self-rostering for day crewing stations and Control;
- Responding to small fires using smaller fire appliances;
- Introducing a mixed crewing arrangement allowing full and part-time staff to work together more effectively.

We have transformed the way we provide services to the community

How the Fire Authority is funded

Funding for your local fire and rescue service is provided from two main sources: the Government provide 50% of our funding by way of grant; the remaining 50% is received from local council tax payers and nondomestic rate-payers in County Durham and Darlington. Central Government is cutting the grant funding it provides to us. This means that we have two options to balance the budget.

Since 2010 we have transformed the way we provide services to the community. We have reduced headquarters based staff and transferred the workload to our frontline operational staff on fire stations. This has enabled us to make the required savings without reducing performance and increasing risk. However, we have reached a point where any further changes are likely to have a detrimental impact on our operational resources. The option of reducing frontline services would inevitably not only impact on emergency response but also significantly reduce the capacity of the organisation to deliver prevention and protection activities, which have been a major contributor to the reduction in emergency incidents we attend.

The alternative way of balancing the budget is to increase the amount of funding we receive through local council tax. If we want to increase council tax by more than 2%, we need to hold a referendum and ask your views on the required increase in council tax. We estimate the cost of holding a referendum at up to £1million.

"We have reached a point where any further changes are likely to have a detrimental impact on our operational resources."

How the money is spent



Employee costs	£21.7m
Supplies & Services	£3.6m
Capital Financing	£2.7m
Premises	£3.4m
Income (Credit)	£3.0m
Transport	£0.8m

How the service is funded



We will consult on council tax as part of our budget setting process

Our medium term financial plan

At a time when the future is so uncertain, it is important that we have a medium term financial plan in place. This will allow us to work towards balancing the budget over the medium term taking account of our expectations of future central and local funding.

Our medium term financial plan for 2014/15 to 2016/17 is set out opposite. This plan is based on the grant reductions that have been notified for 2014/15 and 2015/16 and our estimates of further grant reductions in 2016/17. We have assumed that council tax increases by 1.9% in each of the financial years in this plan, however we will consult on council tax as part of our budget setting process.

Draft medium term financial plan 2014/15 – 2016/17

	14/15 £m	15/16 £m	16/17 £m
Net expenditure	29.193	29.551	30.542
Total government funding	13.188	11.964	11.150
Local non-domestic rates	1.454	1.454	1.454
Council tax	14.551	14.828	15.110
Total funding	29.193	28.246	27.714
Surplus/(deficit)	0	-1.305	-2.828

This is your fire service

We welcome your views and take them into account when we make decisions

Please take a moment answer five questions as part of our consultation

Consultation

For 2014/15 we are consulting on the following:

Q1	Do you agree that the Fire Authority should collaborate with the Police and the Ambulance Service to provide services in different ways?	Yes 🗌	No 🗖
Q2	Do you agree that the Fire Authority should share its buildings with other emergency services and partners where this can reduce costs?	Yes 🗌	No 🗖
Q3	Do you agree that the Fire Authority should collaborate with local councils to provide services in different ways?	Yes 🗌	No 🗆
Q4	Do you agree that the Fire Authority should pursue further collaboration opportunities for all of its services to reduce costs?	Yes 🗌	No 🗆
Q5	Would you accept slower response times to emergencies as a means of reducing costs to meet Government grant cuts?	Yes 🗌	No 🗆

To submit your answers or any comments to these five questions please follow the link <u>www.smartsurvey.co.uk/s/irmp-consultation-march2014</u>

The consultation will run until 1 March 2014

Thank you for taking the time to respond

Safest People, Safest Places

County Durham and Darlington **Fire and Rescue Authority**





If you would like this information in another format or language, please phone: **0845 3058383**