



# DEVON & SOMERSET FIRE & RESCUE AUTHORITY

M. Pearson  
CLERK TO THE AUTHORITY

To: The Chair and Members of the Community  
Safety & Corporate Planning Committee

(see below)

SERVICE HEADQUARTERS  
THE KNOWLE  
CLYST ST GEORGE  
EXETER  
DEVON  
EX3 0NW

Your ref :  
Our ref : DSFRA/MP/SY  
Website : www.dsfire.gov.uk

Date : 21 September 2017  
Please ask for : Sam Sharman  
Email : ssharman@dsfire.gov.uk

Telephone : 01392 872200  
Fax : 01392 872300  
Direct Telephone : 01392 872393

## **COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE** **(Devon & Somerset Fire & Rescue Authority)**

**Friday 29 September 2017**

A meeting of the Community Safety & Corporate Planning Committee will be held on the above date, **commencing at 10.00 am in Committee Room B in Somerset House, Service Headquarters** to consider the following matters.

M. Pearson  
Clerk to the Authority

### **AGENDA**

***PLEASE REFER TO THE NOTES AT THE END OF THE AGENDA LISTING SHEETS***

**1 Apologies**

**2 Minutes (Pages 1 - 4)**

of the previous meeting held on 11 July 2017 attached.

**3 Items Requiring Urgent Attention**

Items which, in the opinion of the Chair, should be considered at the meeting as matters of urgency.

**PART 1 - OPEN COMMITTEE**

**4 Draft Integrated Risk Management Plan (Pages 5 - 48)**

Report of the Assistant Chief Fire Officer – Service Improvement (CSCPC/17/8) attached.

**MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER**

Membership:-

Councillors Redman (Chair), Eastman (Vice-Chair), Bown, Colthorpe, Ellery, Leaves and Prowse

**NOTES**

<b>1.</b>	<b><u>Access to Information</u></b> Any person wishing to inspect any minutes, reports or lists of background papers relating to any item on this agenda should contact the person listed in the “Please ask for” section at the top of this agenda.
<b>2.</b>	<b><u>Reporting of Meetings</u></b> Any person attending a meeting may report (film, photograph or make an audio recording) on any part of the meeting which is open to the public – unless there is good reason not to do so, as directed by the Chairman - and use any communication method, including the internet and social media (Facebook, Twitter etc.), to publish, post or otherwise share the report. The Authority accepts no liability for the content or accuracy of any such report, which should not be construed as representing the official, Authority record of the meeting. Similarly, any views expressed in such reports should not be interpreted as representing the views of the Authority.  Flash photography is not permitted and any filming must be done as unobtrusively as possible from a single fixed position without the use of any additional lighting; focusing only on those actively participating in the meeting and having regard also to the wishes of any member of the public present who may not wish to be filmed. As a matter of courtesy, anyone wishing to film proceedings is asked to advise the Chairman or the Democratic Services Officer in attendance so that all those present may be made aware that is happening.
<b>3.</b>	<b><u>Declarations of Interests (Authority Members only)</u></b>
	<b>(a). <u>Disclosable Pecuniary Interests</u></b> If you have any disclosable pecuniary interests (as defined by Regulations) in any item(s) to be considered at this meeting then, unless you have previously obtained a dispensation from the Authority’s Monitoring Officer, you must: <ul style="list-style-type: none"><li>(i). disclose any such interest at the time of commencement of consideration of the item in which you have the interest or, if later, as soon as it becomes apparent to you that you have such an interest;</li><li>(ii). leave the meeting room during consideration of the item in which you have such an interest, taking no part in any discussion or decision thereon; and</li><li>(iii). not seek to influence improperly any decision on the matter in which you have such an interest.</li></ul> If the interest is sensitive (as agreed with the Monitoring Officer), you need not disclose the nature of the interest but merely that you have a disclosable pecuniary interest of a sensitive nature. You must still follow (ii) and (iii) above.
	<b>(b). <u>Other (Personal) Interests</u></b> Where you have a personal (i.e. other than a disclosable pecuniary) interest in any matter to be considered at this meeting then you must declare that interest no later than the commencement of the consideration of the matter in which you have that interest, or (if later) the time at which the interest becomes apparent to you. If the interest is sensitive (as agreed with the Monitoring Officer), you need not disclose the precise nature of the interest but merely declare that you have a personal interest of a sensitive nature.  If the interest is such that it might reasonably be perceived as causing a conflict with discharging your duties as an Authority Member then, unless you have previously obtained a dispensation from the Authority’s Monitoring Officer, you must not seek to improperly influence any decision on the matter and as such may wish to leave the meeting while it is being considered. In any event, you must comply with any reasonable restrictions the Authority may place on your involvement with the matter in which you have the personal interest.
<b>4.</b>	<b><u>Part 2 Reports</u></b> Members are reminded that any Part 2 reports as circulated with the agenda for this meeting contain exempt information and should therefore be treated accordingly. They should not be disclosed or passed on to any other person(s). Members are also reminded of the need to dispose of such reports carefully and are therefore invited to return them to the Committee Secretary at the conclusion of the meeting for disposal.
<b>5.</b>	<b><u>Substitute Members (Committee Meetings only)</u></b> Members are reminded that, in accordance with Standing Order 35, the Clerk (or his representative) must be advised of any substitution prior to the start of the meeting. Members are also reminded that substitutions are not permitted for full Authority meetings.

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## **COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE** (Devon & Somerset Fire & Rescue Authority)

11 July 2017

### Present:-

Councillors Eastman, Bown, Colthorpe, Ellery, Healey (sub Leaves), Prowse and Redman (Chair)

\* **CSCPC/1**     **Election of Chair**

**RESOLVED** that Councillor Redman be elected Chair of the Committee until the Annual General Meeting of the Authority in 2018.

\* **CSCPC/2**     **Minutes**

**RESOLVED** that the Minutes of the meeting held on 21 April 2017 be signed as a correct record.

\* **CSCPC/3**     **Election of Vice Chair**

**RESOLVED** that Councillor Eastman be elected Vice Chair of the Committee until the Annual General Meeting of the Authority in 2018

\* **CSCPC/4**     **Devon & Somerset Fire & Rescue Service Performance Report: April 2016 to March 2017**

The Committee received for information a report of the Chief Fire Officer (CSCPC/17/6) that set out the performance of the Devon & Somerset Fire & Rescue Authority for the period April 2016 to March 2017 (with a focus on Quarter 4 of 2016/17) as measured against the indicators in the current Strategic Plan "Our Plan: 2015 to 2020).

The Assistant Chief Fire Officer (Service Improvement) advised the Committee that this report would normally have been considered by the Audit & Performance review Committee but due to timescales and the additional workload for the Data Hub emanating from the Grenfell Towers fire, this had not been possible.

The key measures set out within the report were given a green, amber or red rating according to whether performance was normal, needed monitoring or required investigation. A more rounded analysis of data was carried out to assess performance which included looking at the latest 3 months of the reporting period, the latest 12 months of the reporting period, trend analysis and performance against calculated thresholds.

The performance against the measures was:

Measure 1 – fire related deaths where people lived - there had been 6 fire related deaths where people live in 2016/17 which was a reduction on the number in 2015/16 when there had been 8 fire deaths. The Service was not complacent, however, and a lot of work was being undertaken to mitigate against the risks, particularly with the age 85 plus group where there was a lot of work being carried out with partners to address this vulnerable group of people;

Measure 2 – injuries as a result of fires where people lived – there had been 64 injuries in 2016/17 as compared with 83 in 2015/16, although the figure had risen slightly in the last quarter pushing the figure up. This was on amber rating presently and was being monitored. It was noted that most of the fires were kitchen and/or cooking related so more work was being undertaken on education;

Measure 3 – fire where people lived – there had been 1004 fires in the 12 months from April 2016 to March 2017 as compared with 966 in the previous year. The long term trend was downwards, however;

Measure 4 – fire related deaths where people worked, visited and in vehicles – there had been 5 deaths in 2016/17 as compared with 4 in 2015/16. 3 of these were as a result of road traffic collisions, 1 due to a suicide and 1 at a hospice;

Measure 5 – injuries as a result of fires where people worked, visited and in vehicles – there had been an improvement in this measure with 21 fire related injuries in 2016/17 as opposed to 36 in 2015/16;

Measure 6 – fires where people worked, visited or in vehicles – there had been a total of 1321 fires in 2016/17 as compared to 1251 in 2015/16;

Measures 7 & 8 – Emergency Response Standards (ERS) for attendance at fires where people lived and at road traffic collisions – there had been a slight decrease in performance against the ERS for both attendance at fires and road traffic collisions. It was proposed to change this measure in future to the expected travel time and did the Service meet this following research undertaken in respect of the new Integrated Risk Management Plan (IRMP);

Sickness absence – there had been 8.66 days lost due to sickness absence in 2016/17 as compared to 9.23 days in 2015/16. The position was monitored by the Human Resources Management & Development Committee. The Head of Central Operations elaborated upon the work that was being undertaken within the Community Safety department in respect of prevention activities and in particular, the new approach to Home Fire Safety Visits. The Committee noted that this new approach involved a smaller, dedicated team of staff which was targeting visits towards the most vulnerable groups in the community.

The question was asked as to whether the Service would routinely visit a block of flats to check issues such as blocked escape routes as part of its home fire safety visits and were calls other than 999 calls recorded. The Head of Central Operations replied that the Service did not routinely visit blocks of flats as it did not have the legislative power to do this which was a matter for the local authorities who had the appropriate powers under the Housing Act. The Service did encourage its staff to engage with the public and advised that a community safety communication could be issued in terms of people ensuring that escape routes were not blocked, particularly in flats. In terms of the recording of calls other than 999 calls, it was noted that these were not recorded routinely although there were calls coming in to the switchboard at Service Headquarters and in Groups. The Area Manager (Strategy & Business Change) indicated that the Service did not report on this presently but could look at doing this in the future.

The Committee suggested that it may be useful for the Service to have a whistleblowing telephone number that could be called when the public spotted issues of concern that they could report to rather than calling 999. Attention was drawn to the “see & sort” number in place at Paddington Station now.

The Chairman enquired as to whether it was possible to report on existing issues and work that had already been instigated and new matters that were under consideration and officers undertook to adapt the report in this way. The Area Manager (Strategy & Business Change) made reference to the impending change in the way that performance was measured and this would be reported to the Audit & Performance Review Committee shortly. He added that the changes suggested during this meeting would be reflected in the new reporting style.

\* **CSCPC/5** **Draft Integrated Risk Management Plan**

The Committee received for information a report (CSCPC/17/7) that set out an overview of the progress made to date with the new Integrated Risk Management Plan (IRMP).

The Area Manager (Strategy & Business Change) gave a presentation at the meeting in respect of the work that had been undertaken to date on the 6 key risks that had been identified and reported to this Committee previously. There had been a lot of consultation undertaken with staff, the business community and partners and a document was circulated at the meeting setting out the progress made with the identification of key areas of work to be undertaken emanating from the risks that had been set out.

Reference was made in particular to the roadshow that had been undertaken already in Torbay with the business community to raise awareness of heritage buildings and fire safety issues. This had been a very successful initiative and it was suggested that this should be rolled out to other areas.

Attention was also drawn to the fishing industry and the need for fire protection to be considered in this context. The Area Manager (Strategy & Business Change) indicated that he would recognise this as a risk for consideration and inclusion within the Local Plans.

The Assistant Chief Fire Officer (Service Improvement) advised that there was still more work to be undertaken on the draft Integrated Risk Management Plan but a revised document would be submitted to the Committee prior to approval by the Fire & Rescue Authority. The Chairman requested that a specific meeting be set up to enable the Committee to engage with and consider the proposed Integrated Risk Management Plan in depth.

Councillor Ellery **MOVED** (seconded by Councillor Eastman):

“that an additional meeting of the Committee be set up on a date to be agreed in September 2017 to consider the draft Integrated Risk Management Plan in detail prior to its submission to the Devon & Somerset Fire & Rescue Authority”.

Upon a vote, this was **CARRIED** unanimously.

**RESOLVED**

- (a) that an additional meeting of the Committee be set up on a date to be agreed in September 2017 to consider the draft Integrated Risk Management Plan in detail prior to its submission to the Devon & Somerset Fire & Rescue Authority; and
- (b) Subject to (a) above, the report be noted.

**\*DENOTES DELEGATED MATTER WITH POWER TO ACT**

The Meeting started at 10.00 am and finished at 11.50 am



# Agenda Item 4

<b>REPORT REFERENCE NO.</b>	<b>CSCPC/17/8</b>
<b>MEETING</b>	<b>COMMUNITY SAFETY AND CORPORATE PLANNING</b>
<b>DATE OF MEETING</b>	<b>29 SEPTEMBER 2017</b>
<b>SUBJECT OF REPORT</b>	<b>DRAFT INTEGRATED RISK MANAGEMENT PLAN</b>
<b>LEAD OFFICER</b>	<b>ASSISTANT CHIEF FIRE OFFICER – SERVICE IMPROVEMENT</b>
<b>RECOMMENDATIONS</b>	That, subject to any amendments that might be indicated at this meeting, the Draft Integrated Risk Management Plan be recommended to the Devon & Somerset Fire and Rescue Authority for approval as the basis for public consultation.
<b>EXECUTIVE SUMMARY</b>	<p>The Integrated Risk Management Plan (IRMP) for the Service is a requirement of the National Framework document which provides guidance in meeting the legislative requirements of the Fire and Rescue Services Act 2004.</p> <p>A comprehensive risk analysis has been carried out to assess the fire related risks faced by the communities of Devon and Somerset and consider how existing prevention, protection and response activities are mitigating that risk. A further gap analysis has indicated six strategic issues that the service needs to consider in its future planning.</p> <p>Internal engagement with staff and members of the Fire and Rescue Authority has confirmed the risk analysis.</p>
<b>RESOURCE IMPLICATIONS</b>	None
<b>EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)</b>	This is a high level, strategic IRMP. Any specific proposals flowing for this Plan will each be subject to appropriate ERBAs.
<b>APPENDICES</b>	A Draft Integrated Risk Management Plan
<b>LIST OF BACKGROUND PAPERS</b>	

## 1. **INTRODUCTION**

1.1 An Integrated Risk Management Plan is the means by which the Fire and Rescue Authority assesses and analyses the risks faced by the communities served. The Plan then presents an integrated approach to mitigating and reducing those risks through the Prevention, Protection, Response and Resilience activities of the Service.

1.2 In considering the Integrated Risk Management Plan, it is useful to define the individual components as:

- Integrated – use of all activity in a complimentary manner;
- Risk – the potential to cause harm;
- Management – organisation of activities to achieve outcomes; and
- Plan – a detailed proposal to achieve outcomes.

1.3 Therefore, the Integrated Risk Management Plan can be seen to be of strategic significance to the Fire & Rescue Authority as it will be the document that provides the vision and means of ensuring the Service's future direction.

## 2. **BACKGROUND**

2.1 The Fire & Rescue Authority has a responsibility to provide an efficient and effective fire and rescue service that protects the communities and infrastructure of Devon & Somerset.

2.2 The Fire and Rescue Services Act 2004 removed the old national standards of fire cover laid down by the Government and instead required every fire authority to produce an annual plan setting out how it would assess local risks and use their resources to protect local communities. To support this, Devon & Somerset Fire & Rescue Service maintains a detailed understanding of the international, national, and local factors that impact upon the delivery of its services.

2.3 Each year, a comprehensive and forward looking analysis of these external factors is carried out; this highlights the more important Societal, Technological, Economic, Environmental, Political, Legislative and Ethical (STEEPLE) issues.

## 3. **AIMS OF AN INTEGRATED RISK MANAGEMENT PLAN**

3.1 The Integrated Risk Management Plan will aim to:

- Improve community safety and make a more effective use of FRS resources;
- Reduce the incidence of fires; reducing loss of life in fires and accidents; reducing the number and severity of injuries;
- Safeguard the environment and protect the National Heritage;
- Provide communities with value for money.

3.2 There is also an important aim to support community resilience and the IRMP brings with it a personal responsibility on every member of society to make themselves safer.

#### **4. ANALYSING THE RISK**

- 4.1 In addition to the external analysis, the Service uses a range of sophisticated tools and computer programmes to actively monitor and assess the changing risk profile. This includes an analysis of population, mapping of incidents and activity and identifying vulnerable people and groups.
- 4.2 These tools, together with a number of other Partnership agreements, through which further data is provided by key partners, provide an in-depth picture of the community and enable the Authority to match appropriate resources to risk.
- 4.3 The Fire and Rescue Services Act 2004 sets out the legislative responsibility to the community. It is therefore incumbent that the Integrated Risk Management Plan must identify the principal risks to life, property and the environment which require an emergency response by a fire service. This includes:
- Fires in homes, businesses, hospitals, schools etc.;
  - Life threatening incidents in the community, including road traffic collisions and other incidents; and
  - Major fires, floods, chemical risks and other incidents where the Service has a statutory responsibility under the Civil Contingencies Act 2004.
- 4.4 Further to this legal requirement, the National Framework Document states that Fire & Rescue Authorities should take account of all risks faced by citizens. In considering this, some of the emerging risks and pressures already identified are:
- Lack of community resilience;
  - Threat of terrorism;
  - Worsening public health & wellbeing;
  - High demand on other public services;
  - Collaboration expectations;
  - Reducing budget.
- 4.5 The risk analysis undertaken by the Service included both internal and external data amounting to over thirty separate documents and numerous electronic sources. A full evidence file has been retained to ensure that verification of the data can be maintained.
- 4.6 The outcome of the risk analysis indicated that the majority of the activity already undertaken by the Service was mitigating many of the risks faced by the communities of Devon and Somerset. However, there are six high level issues that need further consideration in developing a Fire and Rescue Service for the future. These are:
- An increasingly ageing population;
  - Common Health and Wellbeing risks;
  - Availability of On Call appliances;
  - The historical distribution of Service Delivery Resources;
  - An increasing demand for Emergency Medical response; and
  - An increase in the number of serious fires affecting commercial premises.

5. **INTERNAL ENGAGEMENT AND FEEDBACK**

5.1 Following the risk assessment and gap analysis that resulted in the conclusions listed above, a programme of staff and Member engagement sessions were undertaken to inform the Integrated Risk Management Plan.

5.2 Both officers and fire authority members have been engaged in shaping this integrated risk management work together. In terms of setting future IRMP deliver options, officers will provide professional advice and fire authority members will decide on the appropriate approach after considering the evidence and options presented. The engagement sessions took the form of:

- Nine staff workshops held at various locations throughout the organisation;
- informal and formal engagement with the Executive Board;
- a formal workshop for Community Safety and Corporate Planning Committee Members;
- seven separate informal meetings with Members; and
- a Members' Forum presentation.

5.3 Feedback from these engagements was verbal, written and electronic. All feedback has been recorded and held as evidence to demonstrate the level of internal consultation undertaken in developing the Integrated Risk Management Plan.

5.4 Outcomes of the feedback:

Suggestion/Comment	Outcome
Clearer understanding of the evidence for the risk analysis	Section added to the IRMP describing the risk methodology and the evidence used in assessing the community risk.
Listing risks numerically could cause readers to assume that a priority applies	Numbering of risks removed from the document.
No mention of terrorism as a high level risk	The terrorism risk is increasing and the Service will consider how best to support the mitigation of this risk.
Maritime safety not mentioned as a specific issue within commercial fires	Boat safety is an existing activity for the Service and this has been added as comment. Future maritime firefighting capability will be a specific project for consideration.  Maritime safety to be explicit to include prevention approaches as well as operational response to mitigate fire and emergency risks off shore.

Suggestion/Comment	Outcome
Numerous suggestions for specific changes to Service Delivery resources including station, appliance and crewing locations	The strategic IRMP is a high level document so these tactical suggestions have not been included but they will support potential future projects, some of which will be subject to public consultation.
Clearer strategic vision and direction required to support any change and improvement projects	Future outcomes to be fully defined to better support the 'vision'. The current work defining what a future operating model may look like for the Service will support this recommendation and inform future change and improvement planning, resourcing and scheduling of activity.
Wording of the section on the future of the Service too specific.	Section rewritten clarifying the strategic principles that will guide the organisation in developing any proposals for the future.

6. **CONCLUSION**

- 6.1 The Integrated Risk Management Plan for Devon Fire and Rescue Service is a strategic document that is a requirement of the National Framework document which in turn is authorised by the Fire and Rescue Services Act 2004.
- 6.2 The Service has undertaken a comprehensive risk analysis to develop a new IRMP and in doing so has developed a risk assessment. The strategic gap analysis will influence the change and improvement agenda for the future.
- 6.3 Internal engagement has further refined the document. Fire and Rescue Authority Members as strategic leaders of the organisation have had input into its development.
- 6.4 A final draft Integrated Risk Management Plan is now available for the Community Safety and Corporate Planning Committee to review and approve.

7. **RECOMMENDATION**

- 7.1 That, subject to any amendments that might be indicated at this meeting, the Draft Integrated Risk Management Plan be recommended to the Devon & Somerset Fire and Rescue Authority for approval as the basis for public consultation.

**GLENN ASKEW**  
**Assistant Chief Fire Officer – Service Improvement**

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# Integrated Risk Management Plan

## Introduction

The Fire and Rescue National Framework for England requires us to have an Integrated Risk Management Plan which is designed to give fire and rescue services the flexibility to use our resources in the most effective way to save lives, improve public safety and reduce emergency incidents.

In formulating the plan, the Service is required to:

- Identify and assess all foreseeable fire and rescue related risks that could affect the communities it serves including those of a cross-border, multi-authority and national nature;
- Demonstrate how prevention, protection and response activities will best be used to mitigate the impact of risk on communities through authorities working either individually or collectively in a cost effective way;
- Be easily accessible and publicly available;
- Reflect effective consultation throughout their development and at all review stages with the community, its workforce and representative bodies, and partners;
- Cover at least a three year time span and be reviewed and revised as often as it is necessary to ensure that fire and rescue authorities are able to deliver the requirements set out in the Framework;
- Reflect up to date risk analyses and the evaluation of service delivery outcomes.

The Fire and Rescue National Framework also identifies that there are new challenges that the Service has to deal with, such as the continued threat of terrorism, the impacts of climate change, impacts of an ageing population and the need to cut the national deficit. In pursuit of its vision of 'Making Devon and Somerset a safer place to live, work and visit', it is important that the Service understands these wider challenges and that they inform its strategic planning.

In 2017, the Service has reviewed and changed its approach to corporate planning to enable the clear identification and definition of its response to these wider challenges, to the changing needs of the community and to the challenges it faces.

The Service's revised corporate planning approach currently has three key strands, namely:

- The Corporate Plan;
- The Integrated Risk Management Plan; and
- its Change and Improvement activities.

Each of these strands considers a different aspect of risk and sets out at a high level how the Service will respond to them. These are subject to an annual review to ensure they are still fit for purpose, that they still address the key risks and that they provide a clear steer on the priority activities for the coming year.



The Corporate Plan describes the overall risk environment in which the Service operates. Every year the Service carries out a STEEPLE analysis which looks at the external and internal Sociological, Technological, Economic, Environmental Political, Legal and Ethical influences and how they may have changed. This information is used to inform the Integrated Risk Management Plan and the Service's change and improvement activities.

**Our Vision** is to make Devon and Somerset a 'safer place to live, work and visit'.

**Our Mission** is to 'Act to Protect and Save – to prevent emergencies, create safer communities and respond, when required, in order to save life.'

**Our Priorities** There are three key priorities to guide how the Service uses its resources and assess the importance of new work which forms the Integrated Risk Management Plan's priorities:

- A relentless focus on improving public safety
- Be passionate about continually improving staff safety
- Create an even more efficient and effective organisation.

The change and improvement activities undertaken enable the Service to look in more detail at the organisational risks that are faced, for example the current financial challenges and how as an organisation those risks will be addressed.

The final part, the Integrated Risk Management Plan considers the risks our communities face and the prevention, protection and response activities the Service can put in place to mitigate those risks.

The Integrated Risk Management Plan and change and improvement activities are delivered through our annual service planning framework and this document along with those detailed action and implementation plans contained within the Service planning documents fulfil the requirements of the National Framework.

As the environment in which the Service operates is constantly changing, new risks to the communities served will always emerge. It is the Service's job to ensure that it continually assesses these changing risks and ensures it keeps the communities of Devon and Somerset safe. So, in addition to the annual review process the Service continues to analyse any emerging opportunities and threats throughout the year through its normal risk management processes.

Regular reporting will take place throughout the year to provide assurances that the Service's activities are delivering the desired outcomes or enable corrective actions to be put in place where they are not.

The Integrated Risk Management Plan sets the higher level, cross-cutting risks. The diversity, demographics and geography across the communities' of Devon & Somerset varies and each Station Area & Plan will require differing solutions and mitigating activities to reduce the risk according to the specific risks in those areas.

The Integrated Risk Management Plan will be the enabler to support detailed, flexible and responsive plans within the Service to both support and deliver at local level to deliver against the specific risk through Strategic Partnerships, Local One Teams, collaborative and partnership frameworks to meet local need. The Service's Local Risk Managers will be empowered, supported, responsible and accountable for local detailed delivery within the umbrella of the Integrated Risk Management Plan. The framework for this is set out below.

### **Equality, diversity and inclusion**

Devon and Somerset Fire and Rescue Service puts people and their individual needs at the heart of service planning and delivery. In its workplace practices it recognises that to serve the community to the highest standard, it needs to take an inclusive approach to the community and its staff through regular and meaningful engagement. This will ensure that it can identify and act on emerging needs quickly and flexibly. The workforce needs to be equipped with the knowledge and skills to deal with the modern requirements of a different service provision and working together with various agencies. Therefore, the main equality, diversity and inclusion priorities are:

- Increasing public and community awareness of risk in order to reduce harm
- Delivering improved, tailored services by analysing and acting upon equality, diversity and inclusion considerations
- Achieving a workforce that reflects the diversity of our communities and that is closely aligned to our core values.

## **Our journey towards creating safer communities – how we assess and analyse the risks faced by the communities we serve**

The risk model has been developed using a mixture of data from a range of sources both from within the Service and external sources, including partner agencies, and making use of analysis both reactive (incidents and event data) and predictive (demography) datasets. Our risk analysis builds on the work of partner organisations and uses evidence bases such as those compiled for Health and Social Care Joint Strategic Needs Assessments. The model examines the local risks relative to the whole of Devon & Somerset, covering all emergency incident types attended by the Service and allow for prioritisation of risk types to direct risk management activity. The model demonstrates which communities within Devon and Somerset are at higher risk of harm, and the differing nature of those risks at a local level. The risk focussed nature of our analysis ensures that the Service's activities to manage that risk whether prevention, protection or response can be integrated and aligned with the activities of our partners

One of the main principles of an Integrated Risk Management Plan is that a fire & rescue service must be able to evidence that its resources are deployed in a manner commensurate with where the identified risks lie. The Service uses various tools to help us with this including specific software such as Fire Service Emergency Cover (FSEC) and Fire Risk Event Data (FRED).

These enable us to map where the highest risks exist in our Service Area and identify where prevention and protection activity needs to take place as well as where we are under (or over) capacity with regard to speed and weight of response into these areas. Historically these analyses have focussed on the main risks of Dwelling Fires and RTCs, but the method is adaptable to other types of risks such as Commercial Building and other Special Services.

Amongst other things, this Risk Assessment method allows us to quickly assess the impact of, and model "What if.." scenarios for many of the key issues we face such as Turnout, On call availability, Population demographic, Station locations, and the effectiveness of smaller faster vehicles.

## Our Risk Sources.

The methodology by which the Service assesses and quantifies its risks to enable us to focus resources – matching resources to risk – comes from a number of sources.



Risk Source	Detail
<p>Somerset Joint Strategic Needs Assessment</p> <p>Devon Joint Strategic Needs Assessment</p> <p>Plymouth Joint Strategic Needs Assessment</p> <p>Torbay Joint Strategic Needs Assessment</p>	<p>A Joint Strategic Needs Assessment (JSNA) is built on strong partnership working and is underpinned by robust and reliable data provided by a range of public sector organisations. The scope of the JSNA provides a firm foundation for commissioning to improve health and social care services and reduce health inequalities. It enables stronger partnerships between communities, local government, the NHS and other bodies.</p>
<p>National Risk Register</p>	<p>The National Risk Register of Civil Emergencies provides an updated government assessment of the likelihood and potential impact of a range of different civil emergency risks (including naturally and accidentally occurring hazards and malicious threats) that may directly affect the UK over the next 5 years. It also provides information on how the UK government and local respondents such as emergency services prepare for these emergencies.</p>
<p>A&amp;S LRF BCM &amp; Community Risk Register</p> <p>Devon, Cornwall &amp; IOS Community Risk Register</p>	<p>The Community Risk Register is a strategic level document. Its purpose is to assess the risks within a local resilience area so that the LRF can prepare, validate and exercise contingency plans. It allows the LRF to focus multi agency work on a rational basis of priority and need.</p> <p>Business Continuity Management (BCM) is a process that helps manage risks to the smooth running of an organisation or delivery of service. It is an ongoing process that helps organisations anticipate, prepare for, prevent, respond to and recover from disruptions or a disaster. Under the Civil Contingencies Act 2004, all local authorities have been given the duty to provide advice, guidance and best practice on business continuity planning to business and voluntary agencies.</p>

Risk Source	Detail
Historic England Heritage Risk Register SW Risk Register	A risk assessment of a heritage asset is based on the nature of the site. Building or structure assessments, for instance, include listed buildings (but not listed places of worship) and structural scheduled monuments.
The Service Business Intelligence Team	<p>The Service Business Intelligence Hub is responsible for managing many different information sources and databases used by the Service. We then draw this data together to provide invaluable information that enables the Service to target prevention work as well as to support and inform important decisions made about how the Service operates.</p> <p>In the current economic climate, the information collected by the Business Intelligence Hub is of vital importance in ensuring that our resources are used in the most efficient way possible to enable the Service to fulfil its vision of acting to protect and save.</p>
The Service teams, partners and public/communities.	There are teams working across 85 locations across Devon & Somerset who not only work within the Service but also live, work in their own and other employment within communities. Therefore their local knowledge and professional judgement enables us to have regular community interaction where potential risk issues relating to home, business and road safety can be immediately raised for assessment and action. This includes working with County, City, Town and Parish Councils through Strategic Partnerships, Local One Teams and voluntary agencies to deliver risk reduction activities.

## Working together to improve – Collaboration and Partnerships.

What We Do.	How We Do It.
<p>Our Core Values are:-</p> <ul style="list-style-type: none"> <li>• Honesty, clarity and accountability;</li> <li>• Respect for each other;</li> <li>• Working together to improve; and</li> <li>• A 'can do' attitude.</li> </ul> <p>Standing out amongst those is “Working Together To Improve” We will work effectively across all areas of statutory partners and voluntary agencies to deliver the best possible service to our vulnerable and at risk people as set out below, including:-</p> <ul style="list-style-type: none"> <li>• Devon and Cornwall and Isles of Scilly, and Avon and Somerset Local Resilience Forums;</li> <li>• Strategic Partnerships and Local One Teams;</li> <li>• Devon Road Safety &amp; Somerset Road Safety</li> <li>• Devon County Council &amp; North Devon, Mid Devon, East Devon, Teignbridge, South Hams, West Devon, Torridge and Torbay District Councils;</li> <li>• Somerset County Council &amp; South Somerset, Mendip, Sedgemoor and Taunton Deane District Councils;</li> <li>• Plymouth City Council;</li> <li>• Exeter City Council.</li> <li>• Town &amp; Parish Councils;</li> <li>• Devon &amp; Cornwall Police &amp; Avon &amp; Somerset Police;</li> <li>• South Western Ambulance Service Trust;</li> <li>• Our key identified Voluntary Sectors.</li> </ul>	<ul style="list-style-type: none"> <li>• Data sharing with partners to identify those most at risk and high risk locations to inform local delivery plans;</li> <li>• Developing predictive modelling to ensure that our activity is aligned with our partners and targeted at the highest risk areas and communities;</li> <li>• Supporting Clinical Commissioning Groups (CCGs) in health promotion and mitigate the risks faced by the most vulnerable in our communities;</li> <li>• Explore the potential for expanded provision of support to the ambulance service for immediately life-threatening emergency medical calls;</li> <li>• Collaborate with our emergency service partners as part of the Policing and Crime Act 2017 through the South West Emergency Services' Collaboration Forum;</li> <li>• Develop plans and responses for the top three priorities of the Devon and Cornwall and Isles of Scilly, and Avon and Somerset LRFs which are Flooding, Pandemic flu and Terrorism;</li> <li>• Collaborate with Cat 1 &amp; 2 Responders to share resources and response to resolve incidents effectively and efficiently (SWAST HART, Police to support wide area searches using Station 60 assets);</li> <li>• Engaging and sharing of resources and training with voluntary agencies to understand capabilities to resolve incidents effectively and efficiently (Mendip Cave Rescue, Dartmoor/Exmoor Search &amp; Rescue).</li> </ul>

## What are the Risks?

Set out below are the Key Risks that have been identified. The remainder of the plan provides a brief overview of each risk and the high level mitigating actions that we will be putting in place over the period of the plan to mitigate those risks.

Risk Category	Identified Risk
Fires and Injury	<ul style="list-style-type: none"> <li>• Accidental Dwelling Fires</li> <li>• An increasingly ageing population</li> <li>• Serious fires in commercial premises</li> <li>• Deliberate fires</li> <li>• Heritage Property Fires</li> </ul>
Road Traffic Collisions	<ul style="list-style-type: none"> <li>• Road collisions causing loss of life or serious injury</li> </ul>
Health and wellbeing factors	<ul style="list-style-type: none"> <li>• People who have 2 or more of the seven identified factors are more likely to be at risk from fire</li> <li>• The increasing demand for Emergency Medical Response (Co-responding)</li> <li>• Safeguarding.</li> </ul>
Environment	<ul style="list-style-type: none"> <li>• Wide scale flooding</li> <li>• Hazardous Materials sites and incidents</li> </ul>
Rescues	<ul style="list-style-type: none"> <li>• Height</li> <li>• Confined spaces and entrapments</li> <li>• Drowning and open water safety</li> </ul>
Resources	<ul style="list-style-type: none"> <li>• The unavailability of on call appliances</li> <li>• The historical distribution of service delivery resources</li> <li>• Attending too many false alarms</li> </ul>

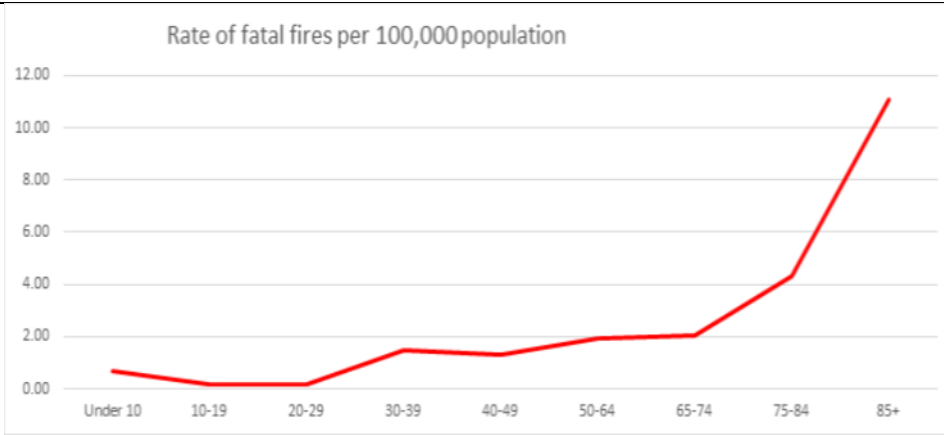


## Risk Category – Fires and Injuries

Did you know...?

- The Service completed more Community Safety activities last year than incidents attended
- Just 26% of incidents attended by the Service are Fires but these make up 57% of appliance hours spent at incidents
- 20% of the population have 43% of the Fires and comprise 48% of Fire victims
- The number of people aged over 85 is expected to nearly double within the next 20 years
- There are more than 100,000 commercial buildings in Devon and Somerset. The average societal cost of a commercial building fire is more than £75,000.
- There are more than 30,000 listed building in Devon and Somerset.

Identified Risks	Why it's a key Risk
<p><b>Accidental Dwelling Fires</b></p>	<p>As part of the Fire and Rescue Service Act 2004 we have a statutory duty to promote fire safety to help stop fire deaths and injuries.</p> <p>In 2016/17, the Service attended 1004 primary fires in dwellings, which resulted in 64 injuries and 6 deaths. The vast majority of fatalities and injuries from fires occur in domestic properties and the main focus of our work is therefore in this area.</p>
<p><b>An increasingly ageing population</b></p>	<p>Previous research into fatal fires shows that those aged over 85 have a much higher rate of fatal fires, this suggests that although we may see a reduction in accidental dwelling fires, the increasing elderly population and associated increase in vulnerable people with complex needs living in the community could mean the number of serious fires and fatalities rising as a proportion of all accidental dwelling fires.</p>



This graph shows how the likelihood of people suffering a fatal fire increases as they become older. Those over 85 years old are especially at risk.

The Service therefore need to make efforts to reduce the risk of these incidents occurring.

The population of Devon & Somerset is ageing with a forecasted increase in the number of people aged over 85 from 59,800 to 79,700 (34% increase in ten years) as indicated in the bar chart opposite.

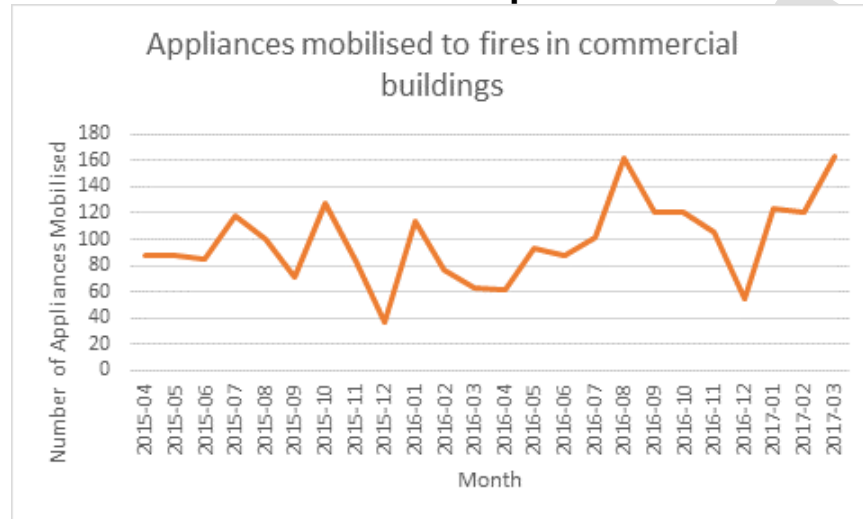


**People who have 2 or more of seven identified factors are more likely to be at risk from fire**

There are seven identified factors that put people at greater risk of a fatal fire:

1. Mental Health
2. Poor Housekeeping
3. Alcohol
4. Smoking
5. Drugs (prescription or illegal)
6. Limited Mobility
7. Living Alone

**Serious fires in commercial premises**



In 2016/17, there were 463 accidental fires where people work and visit. This resulted in 9 injuries and 2 deaths. Of these there were a number of fires a large commercial properties most notably the Royal Clarence Hotel in Exeter. The impacts of such fires on people, the economy and the environment both built and natural can be significant and have severe impacts on the ability of businesses, affected both directly and indirectly, to continue to trade.

To target our resources to maximise the impact of our activity we use predictive analytics, our Fire Risk Event Data (FRED) dataset identifies those businesses that are most likely to have a fire in the next 12 months and where the risk is higher due to factors such as sleeping accommodation on the premises. Currently there are approximately 10,000 addresses identified as priority addresses

<b>Deliberate fires</b>	<p>These fires remain the largest single cause of fire in England and Wales and research has estimated that the overall annual cost of arson to the economy in this area is around £2.53 billion. The human cost has also been high. In the last decade there have been around 2.3 million deliberate fires resulting in over 25,000 injuries and over 900 deaths.</p> <p>During 2016/17, in Devon and Somerset there were 78 deliberate fires where people live. Which resulted in 11 injuries and 1 death. Where people work, visit and in vehicles there were 392 fires which resulted in 2 injuries and 1 death.</p>
<b>Heritage property fires</b>	<p>Within Devon &amp; Somerset there are:-</p> <ul style="list-style-type: none"><li>• 738 Grade 1 listed buildings;</li><li>• 29600 Grade 2 listed buildings;</li><li>• 2020 Grade 2* listed buildings;</li><li>• 5972 thatched buildings.</li></ul> <p>A risk assessment of a heritage asset is based on the nature of the site. Building or structure assessments, for instance, include listed buildings (but not listed places of worship) and structural scheduled monuments.</p> <p>The average thatch fire takes 1.6 days of appliance time for the Service to deal with and costs £11,727. This does not include the costs to local employers and small businesses who release their staff as On Call fire fighters. On average THE SERVICE respond to 35 of these incidents per year at an annual cost of more than £400,000.</p>

Our current activities to address the risks	Our proposals to improve our service and reduce the risks further
<p>The Service uses the data it has accumulated to identify those domestic and commercial premises that are most at risk from fire, this enables our interventions and support activity to be targeted. Our activity includes:</p> <ul style="list-style-type: none"> <li>• An existing programme of Home Fire Safety Visits</li> <li>• Educating elderly care partners on fire risks</li> <li>• Working with our partners to access our most vulnerable groups through referrals</li> <li>• Targeted Fire Safety Checks and Fire Safety Audits with a focus on care homes</li> <li>• Compliance events and visits for businesses</li> <li>• Robust enforcement policy resulting in high profile prosecutions</li> <li>• Presentations to groups of people providing advice and answer questions about fire safety, and</li> <li>• Campaigns and information around specific risks</li> </ul> <p>The Service undertakes a number of Deliberate Fire Reduction Activities, including:</p> <ul style="list-style-type: none"> <li>• media campaigns,</li> <li>• fire-setter interventions for those children and young people identified as having a fascination with fire, or who have displayed fire setting behaviours</li> <li>• Provision of focused arson reduction education packages for key stage 3 children.</li> <li>• We work closely with the national Arson Prevention Forum.</li> <li>• Collaboration between the THE SERVICE Safeguarding Team and Police/Fire Liaison Officer to effectively address deliberate fire-setting.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Reduce</b> the risk of fire to households through delivery of Home Fire Safety Checks using new working arrangements, improved staff (awareness) training, vehicles and technology to deliver in excess of 20,000 targeted home safety visits across our service area every year with particular emphasis on residents aged over 85.</li> <li>• Development of a Heritage Property fire reduction policy.</li> <li>• Expanded collaboration work with the Police and other partners including Health and Social Care to ensure the highest risk individuals can receive our support</li> <li>• <b>Reduce</b> the impact of fire through development of a strategy to support the installation of domestic sprinklers in the highest risk households</li> <li>• Improve <b>Control</b> of fire risk through investment in training for Business Safety Officers to expand our capability in enforcing Fire Safety legislation.</li> <li>• Use of new firefighting technology, enhancing incident skills/knowledge of operational personnel and attracting new skills to improve outcomes of incidents and firefighter safety.</li> </ul>

### Expected outcomes from the activities

- A reduction in the number of accidental dwelling fires
- A reduction in fire related injuries in the ageing population
- A decrease in the number of fires in commercial premises
- A reduction in the number of deliberate fires
- A decrease in the number of fires involving heritage properties

## Risk Category – Road Traffic Collisions

*Did you know...?*

- *Over 30% of RTC's where someone was killed or injured involved a young driver*
- *In the 5 years (up to and including 2015) 2754 people were killed or seriously injured in RTCs in Devon and Somerset*
- *The value to society of preventing a death on the road is on average £1,783,556*

Identified Risks	Why it's a key Risk
Road collisions causing loss of life or serious injury	<p>The Fire &amp; Rescue Services Act 2004 places a duty on fire and rescue authorities to make provision for rescuing persons from road traffic collisions and for dealing with the aftermath of such collisions and Fire and rescue services attend more RTCs and with deaths and serious injury collisions on the road increasing; road safety has now become a strategic priority for CFOA.</p> <p>The main areas of focus are young people and motorcyclists; as statistics currently show that these people are significantly more likely to be involved in a RTC.</p> <p>In 2015 661 people were killed or seriously injured on our roads in Devon &amp; Somerset; with young drivers (aged 17-24 years) old representing 31% and motorcyclists representing 27% of these casualties.</p> <p>The wider economic impact of Road Traffic collisions is also significant particularly if they result in closures of the region's main arterial routes.</p>

Our current activities to address the risks	Our proposals to improve our service and reduce the risks further
<p>Our key approaches are education and intervention activities designed to raise awareness and consider the consequences of actions.</p> <ul style="list-style-type: none"> <li>• We provide a wide range of road safety education programmes to be used across all age ranges.</li> <li>• We engage with groups of young people such as Fire Cadets, people on our Phoenix courses, Brownies and Cubs, and educate students across key stages 1-5 to understand when they will be at risk, and identify risky behaviours.</li> <li>• We have a range of RTC reduction vehicles and motorcycles which are used to engage with targeted risk groups to promote the wider road safety messages across our community.</li> <li>• We deliver presentations to groups of people providing advice and answering questions about road safety.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Isolate</b> known high risk collision sites through sharing data with partners and using predictive analysis to target interventions with road users</li> <li>• Support our partners in the <b>control</b> of risk by contributing data and experience to influence change and improvements in road design</li> <li>• Ensure that our staff are provided with the latest technology, equipment and training to effect casualty extrications and a rapid transfer to medical care where necessary.</li> </ul>

### Expected outcomes from the activities


- Reduction in the number of Road Traffic Collisions (RTC's) that occur on our road network; and
- Reduction in the number of people that are killed and seriously injured as a result of a RTC.



## Risk Category – Health and wellbeing factors

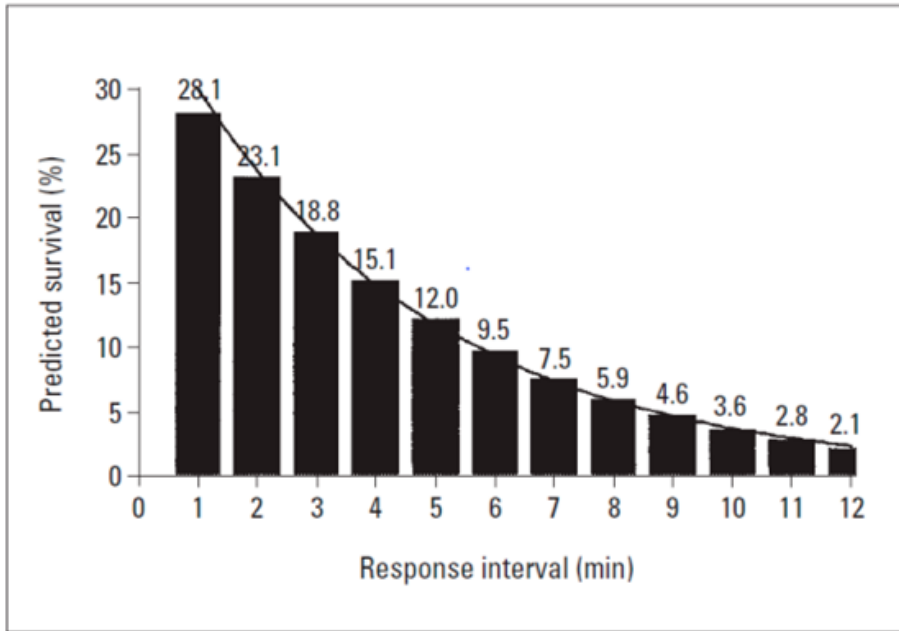
Did you know...?

- The Service now attends more emergency medical response incidents than fires.
- There are 70,000 hip fractures in the UK each year costing £2 billion (expected to rise to 101,000 fractures by 2020).
- There are approximately 60,000 people in Devon and Somerset with heart problems.
- More than 50% of smokers live in just 12 Station Grounds.
- Nearly 45,000 people in Devon and Somerset describe themselves as being in poor or very poor health.

Identified Risks	Why it's a key Risk
<p><b>People who have 2 or more of the seven identified factors are more likely to be at risk from fire and other risks</b></p>  <p>The diagram consists of three overlapping circles. The top circle is labeled 'Fire Risk'. The bottom-left circle is labeled 'Vulnerability'. The bottom-right circle is labeled 'Health Risk'. The intersections between 'Fire Risk' and 'Vulnerability', 'Fire Risk' and 'Health Risk', and 'Vulnerability' and 'Health Risk' are shaded in a darker blue. The central intersection where all three overlap is the darkest blue.</p>	<p>The factors that put people at greater risk of a fatal fire are all common factors of risk for our partners especially the Police, NHS and Local Authorities.</p> <p>Many agencies can therefore be targeting preventative and reactive services at the same people at risk in our communities.</p> <p>There is therefore potential for improved working arrangements with our partners and to expand our work to include for example Safe and Well checks and referrals to other agencies when someone may have dementia, are vulnerable or even, for example, have substance dependencies such as an alcohol addiction.</p>

**The increasing demand for Emergency Medical Response (Co-responding)**

*Figure 1: Cardiac arrest survival rates showing an increased probability of patient survival directly correlated in the speed that defibrillation can be effected, the implication being that co-opting fire resources to provide early defibrillation will save lives(De Maio et al., 2003)*



The Service is playing an increasing role in responding to medical emergencies. It is the single incident type that has grown in demand over the last 10 years. National data shows that fire and rescue services are able to reach incidents as a whole before ambulance services in 62% of cases based on the trial incident data and in time-critical incidents, such as cardiac arrests, they arrive sooner than ambulances in 93% of cases.

Within the Service, over the past couple of years there are more co-responding calls attended by 20 stations than primary fire calls attended by 85 fire stations. However as co-responding is currently a voluntary activity carried out on 20 on call fire stations across the Service there is scope for increased provision to match the demand.

**Safeguarding**

Devon and Somerset Fire and Rescue Service staff and representatives have a duty to report any child protection or welfare concern through the appropriate organisational channels so that any concerns may then be reported to the appropriate local Children’s Social Care Office or Police.

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All adults who work with, and on behalf of children are accountable for the way in which they exercise authority; manage risk; use resources; and safeguard children, young people and vulnerable adults.

Whether working in a paid or voluntary capacity or on behalf of Devon and Somerset Fire and Rescue Service these adults have a duty to keep children, young people and vulnerable adults safe and to protect them from sexual, physical and emotional harm and neglect. Children, young people and vulnerable adults have the right to be treated with respect and dignity. It follows that trusted adults are expected to take reasonable steps to ensure the safety and wellbeing of children, young people and vulnerable adults.

The Service attend an average of more than 65 suicide related incidents per year, these incidents can be resource intensive and have a significant impact on attending crews.

Our current activities to address the risks	Our proposals to improve our service and reduce the risks further
<p>Our mitigation activity includes:</p> <ul style="list-style-type: none"> <li>• Targeted Home Fire Safety Visits realigned to take account of health risks</li> <li>• Targeted Fire Safety Audits of multiple occupancy low grade housing (HIMO's)</li> <li>• Collaboration with partner agencies for example with the public health teams, to reach similar target groups</li> <li>• Common campaigning with our partners</li> <li>• Safeguarding referrals and attendance at Multi Agency Safeguarding Hubs to support those at risk through partnership working.</li> <li>• Vetting of all staff who work in community safety</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Eliminate</b> risk through delivery of Safe and Well visits by highly skilled staff, who are sensitive of community needs, to make people safer from a wider range of risks, such as falls, within their own home.</li> <li>• <b>Reduce</b> risk through Community Engagement working with partners to support health messages.</li> <li>• Development of a suicide prevention strategy to reflect, raise awareness and limit the impact of suicide on society and on THE SERVICE crews</li> <li>• Review where present co-responding arrangements could be improved</li> <li>• Identify alternative methods of responding to emergency medical incidents through consultation with staff and community</li> </ul>
Expected outcomes from the activities	
<ul style="list-style-type: none"> <li>• A reduction in the number of fires and fire related injuries amongst the most vulnerable people in our communities</li> <li>• Improved wellbeing amongst the identified vulnerable group</li> <li>• Increased number of medical emergencies responded to</li> <li>• Achievement of response times for medical emergencies</li> <li>• Improved outcomes for partner organisations, including a reduction in the number of slips, trips and falls.</li> </ul>	

## Risk Category – Environment

Did you know...?

- *In one week in 2012, the Service attended more flooding incidents than in the whole of 2015*
- *Hinkley C is the largest civil engineering project in Europe and is greater in scale than the Channel Tunnel and Olympic Stadium put together*
- *Devonport dockyard is the largest Naval base in Western Europe.*

Identified Risks	Why it's a key Risk
<p><b>Wide scale flooding</b></p>	<p>Flooding is a significant risk for a number of areas and communities within Devon and Somerset. For example during the winter of 2013/14 the area suffered significant rainfall that led to major flooding in the Somerset levels creating a 44.44 square mile flood plain affecting a large number of communities. The village of Muchelney was totally cut off due to impassable roads and in the village of Moorland, 100 homes were evacuated in the middle of the night.</p> <p>During that period, the Service was involved in 96 flooding incidents, this includes 1 incident number that was assigned to the Somerset Levels which ran from 29/01/14 until 12/02/14, and will have included many mobilisations involving, 436 service vehicles and 1132 service personnel.</p>
<p><b>Hazardous materials sites and incidents</b></p>	<p>The release of hazardous materials in any form poses significant risks to people, animals and the environment. The nature of the materials means that the effect of any incident can be long lasting and not just a risk in the immediate aftermath of the release.</p>

	<p>In dealing with these types of incident our staff are at exposed to dangerous conditions and there is a requirement for the Service to recognise high risk sites and inform operational crews so they can familiarise themselves with the risks and train accordingly.</p> <p>Hazardous material incidents are complex in nature and can vary in the size or response required. These range from small spillages or leaks, to significant major incidents involving a multi-agency response, including CBRN (e) and acts of terrorism.</p> <p>High Risk areas for response are identified, and specific plans are developed in order to identify the appropriate response to emergencies at such locations. Sites located throughout the Service area include Hinckley Point power station, Devonport Dockyard (Nuclear Submarine Refit Complex) and a number of COMAH sites. The major South West transport networks including rail, airport and motorway systems can also carry or be affected by incidents involving hazardous materials.</p>
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<p><b>Our current activities to address the risks</b></p>	<p><b>Our proposals to improve our service and reduce the risks further</b></p>
<p>Through community resilience initiatives communities, businesses, and individuals are empowered to harness local resources and expertise to help themselves and their communities to prepare and respond to local significant events such as flooding. The Service helps support these initiatives.</p> <p>All the community resilience activity we deliver is done in conjunction with our Local Resilience Forum partners who have established Community Resilience projects to improve their ability to prepare, respond and recover from local catastrophes.</p>	<ul style="list-style-type: none"> <li>• <b>Reduce</b> the risk to our staff by providing specific training for to ensure they are prepared to deal with flooding, hazardous materials and counter terrorism incidents;</li> <li>• Develop our relationships with partners who manage high risk sites to <b>control</b> risk through legal compliance and integrated response plans ensuring effective use of all available resources.</li> </ul>

The Service's Operational Risk Information System meets the statutory requirement for Fire and Rescue Services to ensure that firefighters can be made aware of the risks associated with premises and incidents which they may be required to attend.

### Expected outcomes from the activities

- Increase in community resilience
- Increased competence of staff to deal with environmental incidents
- Completion and maintenance of ORIS inspection requirements
- Comprehensive training and exercising at key risk sites.

## Risk Category – Rescues

*Did you know...?*

- *In 2015, three times the number of people died in drowning incidents than in house fires in Devon and Somerset*
- *In the last year, there have been a more fatalities in agricultural locations in South West England than in other areas of the UK*

Identified Risks	Why it's a key Risk
<p><b>Height</b></p>	<p>One of our primary functions is to save life and prevent harm, therefore as a Fire and Rescue Service, we have the skills and equipment to rescue those people who may be at risk from harm, serious injury or death caused by a fall from height.</p> <p>The diversity of natural and constructed risks include areas of cliff around the coastal areas and inland at Cheddar Gorge, quarries across the Mendips, the Tamar Bridge, Exeter Cathedral and Wells Cathedral are just some examples of many where people live, work and visit.</p> <p>Often people or animals come to harm as a result of their activities which may be as a result of work or leisure pursuits. There are also many occasions where vulnerable people are in need of rescue.</p>



Identified Risks	Why it's a key Risk
<p><b>Confined spaces and entrapments</b></p>	<p>A confined space means any place, including any chamber, tank, vat, silo, pit, trench, pipe, sewer, flue, well or other similar space in which, by virtue of its enclosed nature, there arises a reasonably foreseeable risk.</p> <p>The diverse rural and agricultural nature of large parts of Devon &amp; Somerset, particularly across parts of Exmoor, Dartmoor, the Quantocks, Mendips and the Somerset Levels increases the risk of those who work and pursue leisure activities in those areas. In particular rescue from sewers, culverts, caves mines, pot-holes and wells etc. or, agricultural workers trapped either wholly or partly in farm machinery or equipment.</p> <p>Each year there are 33 fatal injuries to workers in agriculture in the UK, much higher than any other industry sector. The South West of England has more of these incidents than any other region.</p> <p>Additionally the Service attend incidents in urban environments and industrial settings that require specialist skills to deal with the issues presented by these risks.</p>
<p><b>Drowning and open water safety</b></p>	<p>Drowning in the UK is amongst the leading causes of accidental death; in 2015 321 people accidentally drowned, of these 49% were taking part in everyday activities near water and never expected to enter the water. On average 400 people drown in the UK each year and a further 200 people take their own lives in our waters. In 2015, Devon and Somerset had the highest number of accidental drownings of any FRS across the country.</p> <p>The Service attends an average of 75 water rescue incidents each year.</p>

Our current activities to address the risks	Our proposals to improve our service and reduce the risks further
<p>The Service has a range of Special Appliances and trained personnel to deal with these types of incidents strategically located across Devon and Somerset</p> <p>We are aligned to the national campaigns on water safety Junior Life Skills and Out of the blue are multi-agency events the RNLI attend and the Royal Life Saving Society will now support these events this year for the first time.</p> <p>Development of an education package to include water safety awareness, supported by Virtual Reality film.</p> <p>With partners we support businesses and local communities with provision of throwlines and training in key strategic locations where people are losing their lives or incidents are occurring.</p> <p>Ensure Boat Safety features highly around our business and leisure risks.</p>	<ul style="list-style-type: none"> <li>• <b>Reduce</b> incidents through further targeted campaigning and education, identified and developed following engagement with relevant communities.</li> <li>• <b>Control</b> risk through exploring the idea of a rural/farming safety team;</li> <li>• Review our Special Appliance distribution and technology to ensure our resources match the risks presented.</li> <li>• Collaborate with Cat 1 &amp; 2 Responders to share resources and response to resolve incidents effectively and efficiently (Coastguard, SWAST HART, Police to support wide area searches using Station 60 assets);</li> <li>• Develop stronger relationships with voluntary agencies to understand capabilities to resolve incidents effectively and efficiently (Mendip Cave Rescue, Dartmoor/Exmoor Search &amp; Rescue).</li> </ul>

### Expected outcomes from the activities

- Reduction in the number of rescue incidents
- Reduction in the number of accidental drownings
- Reduction in the number of missing vulnerable people.

## Risk Category – Efficient and effective use of our resources

Did you know...?

- In 76% of occasions where an appliance was unavailable, there were at least two crew available. Over 70% of incidents can be fully dealt with by a crew of two.
- One appliance was unavailable 90% of the time in 2016
- At our current rate of non-availability, statistics indicate that one additional person will die in a Dwelling Fire every 12 years
- A Two Pump On Call station averages 22 incidents annually on its station ground (not including co-responding and false alarms).
- One Two Pump On Call station has attended 170 RTC incidents in five years, whereas another Two Pump On Call station has attended none.

Identified Risks	Why it's a key Risk
<p><b>The unavailability of on call appliances</b></p>	<p>Only 13 of our current fleet of 121 fire engines are crewed 24 hours per day by whole time fire fighters. Which means 108 fire engines are completely reliant upon on call firefighters being available – approximately 90% of our total response capability.</p> <p>However for the 12 months to the end of February 2017 there was an average 14% unavailability of on call appliances. The issues causing this problem include:</p> <ul style="list-style-type: none"> <li>• Our reliance on people living and working within a 5 minute response time of the fire station</li> <li>• Our requirement for people to maintain a set number of hour's availability each week</li> <li>• Our training design – particularly for new recruits</li> <li>• A decrease in the number of incidents</li> </ul>

	<ul style="list-style-type: none"> <li>• Questionable reward mechanism that incentivises activity not availability</li> <li>• Our requirement to provide a minimum crew of 4 on an appliance – preferably 5</li> </ul>
<p><b>The historical distribution of service delivery resources</b></p>	<p>Our 85 station locations are aligned to the old standards of fire cover and are not reflective of the current and future demographics of Devon &amp; Somerset. There are a number of significant developments that will change the risk profile of the population including Cranbrook, Sherford and Taunton Garden Town.</p> <p>Approximately 80% of our stations attend fewer than two incidents per week and 54% attend less than one incident per week.</p> <p>Our current training requires that all operational staff train to the same standard across the organisation irrespective of the station risk profile, incident types within the risk profile and the equipment, appliances and attributes within each Fire Station.</p>
<p>Attending False Alarms</p>	<p>The false activation of alarms where there is no fire represented 34% of incidents attended in 2017. This amounted to 5317 false alarms.</p> <p>Any emergency response to an unwanted/false alarm poses a risk to the community as it prevents us from being available for confirmed fires and rescues, as well as disrupting essential training and community safety initiatives.</p>

Our current activities to address the risks	Our proposals to improve our service and reduce the risks further
<p>Our mitigation activity includes:</p> <ul style="list-style-type: none"> <li>• Improving the flexibility in the use of on call contracts allowing people to vary their weekly hours</li> <li>• The introduction of our Tiered Response model which is predicated on a principle that all staff are trained and equipped to deal with the types of incidents that they are most likely to face on a day to day basis (tier 1), based on our analysis of risk and demand. Beyond that we provide enhanced levels of support (tiers 2 and 3) strategically located across the organisation, again based on risk and demand.</li> <li>• Tier 1 assets – Rapid Intervention Vehicles &amp; Light Rescue Pumps</li> <li>• Tier 2 assets – Light Rescue Pumps &amp; Medium Rescue Pumps</li> <li>• Tier 3 assets – Special Appliances</li> </ul> <p>There are a number of ways we can reduce unwanted calls to our control room so that we can avoid unnecessary mobilisations and ensure that our resources are available to attend emergencies including:</p> <ul style="list-style-type: none"> <li>• We send out letters to repeat offenders of false alarms to support them in bringing down the number of false alarms they have.</li> </ul>	<ul style="list-style-type: none"> <li>• Review how we remunerate our on call staff for their availability in order to acquire and retain their specific experience and knowledge</li> <li>• Develop an Operational Resource Centre to redistribute surplus capacity to meet forecasted crewing needs</li> <li>• Explore demand led crewing options to match resources to risk ensuring that an intervention occurs as quickly as possible at any emergency incident</li> <li>• Relocate resources to match changing risk profiles</li> <li>• Complete the rollout of our Tiered Response appliances</li> <li>• Review our response times for different incident types</li> <li>• Invest in technology to ensure we are able to work effectively with our Emergency Services Partners</li> <li>• Explore the use of new equipment and ways of working to keep our staff safe when attending incidents by investing in research and development.</li> <li>• We will ensure that operational staff gain and maintain the correct skills and knowledge from acquisition through to maintenance of skills and combat the potential for skills-fade over time.</li> <li>• Review skills and requirements for the role of On Call Firefighter and adjust recruitment process accordingly.</li> <li>• Give a realistic job overview, with career opportunities, to ensure we attract the talent required for the role.</li> </ul>

- Our control room call challenges the call we receive to try and ensure that we are not attending false alarms or hoax calls.
- We include hoax call in all of our educational packages including key stage 1- 3 school.
- We provide fire-setter interventions for those children and young people identified as being involved in making malicious calls, including support for families.

#### **Expected outcomes from the activities**

- An increase in overall availability of on call appliances
- The distribution of our resources will match the risks our communities face
- Our staff will be trained to deal with the risks our communities face
- Fewer false alarms occur and are attended.

## **The future for Devon and Somerset Fire and Rescue Service**

This Integrated Risk Management Plan sets out what fire related risks are faced by the communities of Devon and Somerset along with the current and proposed prevention, protection and response activities that the Fire and Rescue Service will undertake to mitigate and deal with those risks.

Following the assessment of fire related risk through the Integrated Risk Management Plan process a gap analysis was carried out to consider any strategic issues that the service may face in the coming years. This identified that the following six elements within the identified risks required further consideration in planning the strategic direction of the Service:

- An increasingly ageing population
- Common Health and Wellbeing risks
- Availability of On Call appliances
- The historical distribution of Service Delivery Resources
- An increasing demand for Emergency Medical response
- An increase in the number of serious fires affecting commercial premises

### **Why are these risks an issue to us?**

#### **An increasingly ageing population**

The population of Devon & Somerset predicts a rise in the number of people aged over 85 from 59,800 to 79,700 (34% increase over the next 10 years) (Office for National Statistics, 2015)

Previous research into fatal fires (Church & Justice, 2014) shows that those aged over 85 have a much higher rate of fatal fires, this suggests that although we may see a reduction in accidental dwelling fires, the increasing elderly population and associated increase in vulnerable people with complex needs living in the community could mean the number of serious fires and fatalities rising as a proportion of all accidental dwelling fires.

People who are more likely to be at risk from fire includes those who may have one or more of the following factors:

- Living Alone
- Alcohol
- Drugs (illegal and medication)
- Limited mobility
- Poor Housekeeping
- Mental Health
- Smoking

Evidence shows (Church & Justice, 2014) that in more than half of deaths in accidental dwelling fires more than one of these risk factors were present.

### **Common Health and Wellbeing risks**

Life expectancy has been rising by five hours a day, but the need for modern NHS care continues to grow. Demand for health care is highly geared to our growing and ageing population. It costs three times more to look after a seventy five year old and five times more to look after an eighty year old than a thirty year old (2). Yet today, there are half a million more people aged over 75 than there were in 2010 - and there will be 2 million more in ten years' time. Demand is also heavily impacted by rising public expectations for convenient and personal care, the effectiveness of prevention and public health, and availability of social care. *Source* - The NHS in 2017 which sets out its organisational issues and impacts, some of which will influence the impact and demand on THE SERVICE.

Additionally evidence shows less activities in our younger population than previous years due to lifestyle changes and choices with figures showing childhood obesity has reached record levels, with one in 10 children obese when they start primary school, and one in five reaching that level by the end of it. Researchers said the typical modern lifestyle of spending a day in front of a computer, followed by an evening slumped in front of the television was proving fatal. "Instead it requires action by schools, the NHS, parents and the food and drink industry. Get this right and we'll be sparing the next generation hundreds of thousands of cases of cancers, strokes and dementia, as well as type 2 diabetes." *Simon Stevens, chief executive, NHS England.*



The links between the identified risks of an increasingly ageing population, Common Health and Wellbeing risks and an increasing demand on emergency medical response with the impacts not only on the Service, but across the partnership spectrum to deliver are significant.

### **Availability of On Call appliances**

The Service has a fleet of 121 fire engines of which 109 are completely reliant upon on call firefighters being available – 90% of our total response capability. For the 12 months to the end of February 2017 there was an average 13.94% unavailability of on call appliances.

On Call Firefighters have traditionally lived, worked and socialised within the area of the fire station which always ensured very good cover and availability of fire appliances. However, since the late 80s and early 90s, community demographics, infrastructure, employment profiles and lifestyle choices have been constantly changing. This has meant that for our On Call Firefighters, availability is less likely to be as frequent and consistent as it once was.

Our current method of employing On Call firefighters means that all of them have primary employers or are self-employed and provide emergency cover at their station whenever they can be available. This means that in essence every on call fire station has a unique identity in its ability or willingness to provide seamless cover 24 hours a day.

Fire fighters are currently paid a small retaining fee but the majority of their pay comes for attending emergency calls. In recent years and for a number of reasons operational activity across the whole of the fire sector has significantly reduced. This has had the effect of requiring on call fire fighters to provide cover for long periods of time but with a much reduced financial reward for doing so.

These austerity measures have affected the current financial climate and has had an effect on availability with some primary employers no longer allowing 'on call' staff to respond during working hours and self-employed staff having to work further afield, taking them out the response area during core hours.

The current situation where on call salaries are low but expectations of personal performance are higher than ever are acting as a barrier to recruitment and promotion and are cited as a cause of resignation.

The culmination of the above means that the Service operates on a daily basis with a number of fire stations unable to operate due to a shortage of on call staff.

## **The historical distribution of Service Delivery Resources**

Our 85 station locations are aligned to standards of fire cover that were developed in the late 1940's and are not reflective of the current and future demographics of Devon & Somerset. There are a number of significant developments that will change the risk profile of the population including Cranbrook, Sherford and Taunton Garden Town.

Approximately 80% of our stations attend fewer than two incidents per week and 54% attend less than one incident per week. Currently 372 wholetime personnel are employed at 12 stations to maintain 100% availability of 13 fire appliances on our most densely populated areas (cities and major towns). This is the result of the historical distribution of resources based on the old standards of fire cover. Of these 372 personnel only a quarter are on duty at any one time due to the watch based system and the shift pattern worked on all stations.

## **An increasing demand for Emergency Medical response**

We have been co-responding with the Ambulance Service to emergency medical incidents for over 20 years across Devon and Somerset. We were one of the first Fire and Rescue Services to develop this capacity and the demand for this service has increased year on year. This has escalated to the point where there are now more co-responding calls attended by 20 stations than primary fire calls attended by 85 stations.

The trust placed in the fire and rescue service and the comprehensive access to the public that this provides means they have a unique ability to provide critical interventions, promote health messages and refer to appropriate services.

Emergency medical response in the form of Medical Co-responding is the single incident type which has grown for the Service in the past 10 years.

- In 2015/16 the Service attended 4651 Medical emergencies and 3988 fires (DSFRS 2016).
- Analysis of Mosaic grand index (Experian PLC, 2014) gives an estimate of 58,752 households reporting a medical condition classified as 'Heart Problems'
- Analysis of Mosaic grand index (Experian PLC, 2014) gives an estimate of 73,000 smokers in 12 station grounds equivalent to 51.55% of all smokers in the Service area
- Analysis of Mosaic grand index (Experian PLC, 2014) gives an estimate of 45,000 households who would be expected to report their Health as 'Poor' or 'Very Poor'

## **An increase in the number of serious fires affecting commercial premises**

In 2016/17 there were 463 accidental fires where people work and visit. This resulted in 9 injuries and 2 deaths. Of these there were a number of fires at large commercial properties most notably the Royal Clarence Hotel in Exeter. The impacts of such fires on people, the economy and the environment both built and natural can be significant and have severe impacts on the ability of businesses, affected both directly and indirectly, to continue to trade.

The Fire and Rescue Service are the enforcing authority for the Regulatory Reform (Fire Safety) Order which came into law in 2005. This legislation requires the responsible person for any commercial premises to undertake a risk assessment of their property and ensure that all fire related risks are reduced to a minimum through the use of active and passive fire protection systems.

Prior to this the Fire and Rescue Service enforced the Fire Protection Act which required commercial property owners to apply for a Fire Certificate. This legislation required higher level of business safety officers than the current number, therefore we have seen a drop in the number of qualified personnel who can enforce the new legislation.

Everyone deserves to be confident that when they or their family stay in a hotel, go to their place of work, go shopping, go to the theatre or cinema, they are safe in the case of a fire inadvertently breaking out and that they are able to easily escape to a place of safety.

There are life safety benefits of taking into consideration what facilities are in place and how people would deal with a fire should one occur. Other benefits include,

- Many businesses do not recover from a serious fire, and naturally this can affect local employment with the potential that many people may lose their jobs which will have a direct effect on the local economy.
- The availability of facilities used by the community, such as village halls and sports facilities may be severely affected.
- In the case of a school or college, years of pupils' project or course work or teaching resources may be destroyed possibly affecting future examination results.

Additionally, through our work with architects, planners and building control bodies we work hard to ensure the risk posed to our fire fighters is kept to a minimum and that they are able to fight a fire with certain physical safeguards in place.

## Strategic guiding principles for the future

In developing a Fire and Rescue Service for the future we need to consider how changes in one area of our business can affect other areas. We are committed to our three key priorities of:

- Public Safety,
- Staff Safety; and
- Effectiveness and Efficiency.

To deliver the Fire and Rescue Service for the communities of Devon and Somerset over the next 5 years the Service will need to consider:

- The way our fire stations and appliances are crewed;
- Relocating some of our fire stations, appliances and staff to areas where risk is greatest;
- Investing in our Emergency Medical Response capacity;
- Ensuring that we collaborate with other Emergency Services; and
- Delivering more prevention and protection activity.

The Service will produce more detail around these principles as they develop and contribute to its Change and Improvement activities over the next 5 years.