DEVON & SOMERSET
FIRE & RESCUE AUTHORITY

M. Pearson
CLERK TO THE AUTHORITY

To: **The Chair and Members of the Community Safety Committee**

(see below)

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Your ref :
Our ref : CSC/MP/SS
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COMMUNITY SAFETY COMMITTEE
(Devon & Somerset Fire & Rescue Authority)

Tuesday, 2nd November, 2021

A meeting of the Community Safety Committee will be held on the above date, **commencing at 10.00 am in The Committee Rooms, Somerset House, Devon & Somerset Fire & Rescue Service Headquarters, Clyst St George, Exeter** to consider the following matters.

M. Pearson
Clerk to the Authority

A G E N D A

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 26 July 2021 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 Strategic Priority 1 and 2 Performance Measures: Quarter 1 2021/22 (Pages 5 - 20)

Report of the Director of Service Delivery (CSC/21/3) attached.

5 Overview of Devon &Somerset Fire & Rescue Service's Collaboration Activity (Pages 21 - 34)

Report of the Director of Service Delivery (CSC/21/4) attached.

6 Progress Regarding Outcomes from the Grenfell Tower Fire Inquiry (Pages 35 - 48)

Report of the Director of Service Delivery (CSC/21/5) attached.

7 Draft Community Risk Management Plan 2022-2027 (Pages 49 - 138)

Report of the Chief Fire Officer (CSC/21/6) attached.

MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER

Membership:-

Councillors Chesterton (Chair), Biederman, Corvid, McGeough, Parker-Khan, Radford (Vice-Chair) and Redman

NOTES	
1.	**Access to Information** 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.
2.	**Reporting of Meetings** 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 Chair - 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 Chair or the Democratic Services Officer in attendance so that all those present may be made aware that is happening.
3.	**Declarations of Interests at meetings (Authority Members only)** If you are present at a meeting and you are aware that you have either a disclosable pecuniary interest, personal interest or non-registerable interest in any matter being considered or to be considered at the meeting then, unless you have a current and relevant dispensation in relation to the matter, you must: (i) disclose at that meeting, by no later than commencement of consideration of the item in which you have the interest or, if later, the time at which the interest becomes apparent to you, the existence of and – for anything other than a "sensitive" interest – the nature of that interest; and then (ii) withdraw from the room or chamber during consideration of the item in which you have the relevant interest. 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 an interest of a sensitive nature. You must still follow (i) and (ii) above. Where a dispensation has been granted to you either by the Authority or its Monitoring Officer in relation to any relevant interest, then you must act in accordance with any terms and conditions associated with that dispensation. Where you declare at a meeting a disclosable pecuniary or personal interest that you have not previously included in your Register of Interests then you must, within 28 days of the date of the meeting at which the declaration was made, ensure that your Register is updated to include details of the interest so declared.

	NOTES (Continued)
4.	**<u>Part 2 Reports</u>** 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.
5.	**<u>Substitute Members (Committee Meetings only)</u>** Members are reminded that, in accordance with Standing Orders, 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.
6.	**<u>Other Attendance at Committees)</u>** Any Authority Member wishing to attend, in accordance with Standing Orders, a meeting of a Committee of which they are not a Member should contact the Democratic Services Officer (see “please ask for” on the front page of this agenda) in advance of the meeting.

COMMUNITY SAFETY COMMITTEE
(Devon & Somerset Fire & Rescue Authority)

26 July 2021

Present:

Councillors Chesterton (Chair), Corvid, Parker-Khan, Radford (Vice-Chair) and Redman

Apologies:

Councillor Biederman

* **CSC/21/1** **Minutes**

RESOLVED that the Minutes of the meeting of the Community Safety & Corporate Planning Committee (as replaced by the Community Safety Committee) held on 8 March 2021 be signed as a correct record.

* **CSC/21/2** **Community Safety Committee Future Scrutiny Arrangements**

The Committee considered a report of the Director of Service Delivery (CSC/21/1) that set out proposed performance measures for the delivery of future scrutiny arrangements in accordance with strategic objectives 1 and 2 as approved by the Authority at its meeting on 29 June 2021.

The Director of Service Delivery advised that the Committee may wish to consider the areas set out within Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) pillars in order to set out its performance measures.

The following points were raised by the Committee:

- That evaluation was key to understanding the Service's performance in respect of prevention activity;
- More information was required on direction of travel with a RAG rating (Red, Amber, Green) in each area and benchmarking information in order to assess the Service's performance;
- To fulfil the scrutiny role effectively, the Committee may wish to understand the views of other stakeholders.

Attention was also drawn to the point that it was difficult to gauge the results of prevention activity undertaken by the Service such as the installation of smoke alarms following a home fire safety visit. The Service had a Prevention Strategy in place for 2021-23 which set out how areas of work were quality assured and evaluated and a Business Analyst was in the process of preparing a report setting out whether the Service was targeting its resources in the right place.

The Director of Service Delivery responded that direction of travel and benchmarking information could be submitted to the Committee. In terms of scrutiny, the Director of Governance & Digital Services stated that it would depend on the issues that the Committee wanted to look at as to who might be invited to join the meeting. Although the Authority had not taken this approach in the past he indicated that it could be explored. The Director of Governance & Digital Services added that the Committee should not rule out that, when having discussions on governance in 2020, it also talked about having working groups in place to explore issues in depth in between meetings. These would give more flexibility and freedom to explore issues as such meetings could be held virtually. It was suggested that an initial Working Group meeting be set up initially to consider the Forward Plan for this Committee at the beginning of September 2021.

RESOLVED

(a) That, subject to the inclusion of the information at the bullet points above, those performance measures identified in Section 2 of report CSC/21/1 for monitoring progress against Strategic Priorities 1 and 2 and its associated policy objectives be approved; and

(b) That the proposal at paragraph 2.2 of report CSC/21/1 for presenting this information to future meetings be approved.

CSC/21/3 **Match Funding of Domestic Sprinklers**

The Committee received for information a report of the Director of Service Delivery (CSC/21/2) that set out details of funding agreed under the Chief Fire Officer's delegated power to fund a scheme for the installation of domestic sprinklers in six new build, one bedroom flats on a match funded basis in conjunction with Cornerstone Housing initially as an innovative way of preventing fire.

The Director of Service Delivery advised the Committee that there was £50k available in the 2020-21 budget to fund bespoke equipment which was held in the "Joint Working Initiative" budget within Prevention. The Service was working with partners such as local housing associations to identify where there were high risk and vulnerable individual in the community in order to drive down the 10 people per year who were still dying in fires. It was noted that, whilst the installation of domestic sprinklers was known to save lives, it was not a requirement in law. There was a need to evaluate any intervention to prove that this approach would make a difference hence the instigation of this trial.

The Committee supported this innovative approach and made the following points:

- That this was a fantastic initiative and should not be limited by the funding available currently;
- Whilst the installation of domestic sprinklers was a good place to start, there may be other interventions available which should be considered.

The Director of Governance & Digital Services suggested that, rather than wait until another project that might exceed the Chief Fire Officer's delegated authority (£10k), the Committee could put forward a proposal that the delegation for grants for this specific purpose be increased to up to £100k so that the Prevention Team could react to fund other fire suppression systems as they arose.

Councillor Chesterton **MOVED** the recommendation (seconded by Councillor Parker-Khan) with the addition of:

> "part (b) to include a recommendation to the Authority an addition to the Chief Fire Officer's delegated powers within the Financial Regulations to facilitate the making of grants of up to £0.100m, in conjunction with local housing providers, for matched funding to facilitate the fitting of domestic sprinklers and/or other fire suppression systems.".

The motion was **CARRIED** unanimously.

RESOLVED

(a) That the report be noted as evidencing a different approach to supporting the following of the Authority's approved Strategic Policy Objectives:

> Strategic Policy Objective 2(a) – provide response resources at times and in locations relevant to identified risks of fires and other emergencies; and
>
> Strategic Policy Objective 2(c) - explore and develop opportunities to work with other agencies where the Service can add value to community outcomes.

(b) To recommend to the Authority an addition to the Chief Fire Officer's delegated powers within the Financial Regulations to facilitate the making of grants of up to £0.100m, in conjunction with local housing providers, for matched funding to facilitate the fitting of domestic sprinklers and/or other fire suppression systems.

*** CSC/21/4 Draft Community Risk Management Plan - Next Steps**

The Director of Service Improvement gave an oral update at the meeting in respect of the proposed process and timetable for the Community Risk Management Plan (CRMP) in 2021.

It was noted that the process included the following key steps:

- Undertaken early analysis of the risks following initial meetings with internal stakeholders;
- Formulation of the draft CRMP (for consultation) by the Executive Board in August 2021;
- Consideration of the draft CRMP at an additional meeting of the Community Safety Committee 17 September 2021;

- Approval by the Devon & Somerset Fire & Rescue Authority on 29 September 2021 of the draft CRMP for consultation;
- Public consultation exercise – 4 October to 26 November 2021 2021;
- Review and analysis of the results of the public consultation exercise – 29 November to 17 December 2021;
- Submission of the CRMP to the Community Safety Committee on 25 January 2022 for consideration;
- Approval of the CRMP for 2022-25 by the Devon & Somerset Fire & Rescue Full Authority on 18 February 2022.

It was noted that the Clerk would be sending out a calendar invitation for the additional meeting of the Community Safety Committee to be held on 17 September 2021 at 10:00hours (to be a single item meeting) by email.

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

The Meeting started at 10.00 am and finished at 11.10 am

REPORT REFERENCE NO.	**CSC/21/3**
MEETING	**COMMUNITY SAFETY COMMITTEE**
DATE OF MEETING	**2 NOVEMBER 2021**
SUBJECT OF REPORT	**STRATEGIC PRIORITY 1 AND 2 PERFORMANCE MEASURES: QUARTER 1 2021/22**
LEAD OFFICER	**ACFO PETE BOND, DIRECTOR OF SERVICE DELIVERY**
RECOMMENDATIONS	***(a) That the Committee indicates the areas of performance in relation to agreed strategic objectives it wishes to focus on at the next meeting; and*** ***(b) That, subject to (a) above, the report be noted;***
EXECUTIVE SUMMARY	At its meeting on 29 June 2021, the Devon & Somerset Fire & Rescue Authority (FRA) agreed four Strategic Priorities to guide the activity of the Service (Minute DSFRA/21/9 refers). It was further agreed that Strategic Priorities 1 and 2 along with the associated objectives should be reported upon to the Members of the Community Safety Committee (CSC) on a regular basis. At the meeting held on the 26 July 2021, the Committee agreed (Minute CSC/21/2 refers) a set of key performance indicators (KPIs) in order to maintain scrutiny of Service activity and progress against Strategic Priorities 1 and 2. It was further agreed that a KPI report would be produced for the preceding quarter of the financial year for each subsequent Committee meeting. Appendix 1 of this report presents the Quarter 1 of 2021/22 KPI report for Strategic Priorities 1 and 2.
RESOURCE IMPLICATIONS	Existing budget and staffing is sufficient to deliver the required improvements
EQUALITY RISKS AND BENEFITS ANALYSIS	N/A
APPENDICES	Appendix 1 - Community Safety Committee 2021/22 Quarter 1 performance report
BACKGROUND PAPERS	DSFRA/21/9 Strategic Policy Objectives 2021-22

1. INTRODUCTION

1.1. At its meeting on 29 June 2021, the Devon & Somerset Fire & Rescue Authority (FRA) agreed 4 Strategic Priorities to guide the activity of the Service (Minute DSFRA/21/9 refers).

1.2. It was further agreed that Strategic Priorities 1 and 2 along with the associated objectives should be reported upon to the Community Safety Committee (CSC) on a regular basis.

1.3. At the meeting held on the 26 July 2021, the Committee agreed (Minute CSC/21/2 refers) a set of key performance indicators (KPIs) in order to maintain scrutiny of Service activity and progress against Strategic Priorities 1 and 2. It was further agreed that a KPI report would be produced for the preceding quarter of the financial year for each subsequent Committee meeting.

1.4. Appendix 1 of this report presents the Quarter 1 of 2021/22 KPI report for Strategic Priorities 1 and 2.

2. PERFORMANCE OVERVIEW

2.1. The performance status of our KPIs is based on the following criteria:

- Succeeding — The KPI is achieving its target.
- Near target — The KPI is less than 10% away from achieving its target.
- Needs improvement — The KPI is at least 10% away from achieving its target.

Performance overview: top level

2.2. Table 1 below shows the Service's performance status overview in Quarter 1 of 2021/22:

	Succeeding	Near target	Needs improvement
Priority 1	7	10	2
Priority 2	4	4	0

2.3. There are currently two KPIs that are requiring improvement.

- KPI 1.1.4.1 - Number of Home Safety Visits completed; and
- KPI 1.2.4.1 - Number of Fire Safety Checks completed.

2.4. Both areas have been subject to review and action plans have been created to bring performance back on track.

2.5. The following KPI areas are not included within this report but the Service will be looking to introduce in future versions:

- Co-responder availability – data issues need to be resolved before reporting can commence; and
- Education – COVID-19 has affected the delivery of these activities.

2.6. As normal service is resumed, these KPIs will be introduced to the report.

2.7. The Committee is therefore asked to indicate the areas it wishes to focus on in relation to agreed strategic priorities for the next meeting.

ACFO PETE BOND
Director of Service Delivery

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Community Safety Committee

2021/22 quarter one performance report

This report provides an overview of performance against the priorities and objectives that fall within the remit of the Community Safety and Corporate Planning Committee.

Alice Murray, Strategic Analyst

Devon & Somerset
Fire & Rescue Service

Contents

Introduction

To make sure that we are delivering the best possible service to the communities of Devon and Somerset and its visitors, we need to regularly monitor our performance. This report looks at Key Performance Indicators (KPIs) from the Services' Performance Management Framework that require the scrutiny of the Community Safety Committee.

The KPIs will support us to deliver against two of our four strategic priorities:

Priority 1 – "Our targeted prevention and protection activities will reduce the risks in our communities, improving health, safety and wellbeing and supporting the local economy."

Priority 2 – "Our operational resources will provide an effective emergency response to meet the local and national risks identified in our Community Risk Management Plan"

The performance status of our KPIs is based on the following criteria:

Succeeding	The KPI is achieving its target.
Near target	The KPI is less than 10% away from achieving its target.
Needs improvement	The KPI is at least 10% away from achieving its target.

When a KPI has a status of "needs improvement", an exception report will be provided which will contain further analysis and identify whether an additional action needs to be taken to drive improvement. Updates on progress against actions will be provided in future reports until they are closed.

KPIs that are "near target" will be monitored by the lead manager to assess whether performance is likely to improve where appropriate implement tactical changes to influence the direction of travel. No further information will be provided within this report.

Performance overview: top level

Table 1: performance status overview 2021/22 Q1

	Succeeding	Near target	Needs improvement
Priority 1	7	10	2
Priority 2	4	4	0

There are currently two KPIs that are requiring improvement.

- KPI 1.1.4.1 - Number of Home Safety Visits completed (exception report, page 6)

- KPI 1.2.4.1 - Number of Fire Safety Checks completed (exception report, page 8)

Performance overview: priority one

Objective 1.1: we will work with partners to target our prevention activities where they have the greatest impact on the safety and wellbeing of our communities.

Table 2: KPIs that require improvement

KPI Ref	Description	Current	Target	% Diff.
1.1.4.1	Number of home fire safety visits completed	2,973	4,500	-33.9%

Table 3: KPIs that are near to achieving target

KPI Ref	Description	Current	Target	% Diff.
1.1.2.2	Rate of dwelling fire fatalities per 100,000 population	0.39	0.36	8.4%
1.1.3.2	Rate of dwelling fire hospitalisations per 100,000 population	4.36	4.30	1.3%
1.1.6.1	Percentage of targeted home safety visits meeting two or more risk criteria	53.9%	60.0%	-6.2%
1.1.10.2	Rate of other primary fire hospitalisations per 100,000 population (excludes dwellings and non-domestic premises)	0.60	0.60	0.6%
1.1.11.2	Rate of secondary fires per 100,000 population	93.30	92.12	1.3%

Table 4: KPIs that are achieving target

KPI Ref	Description	Current	Target	% Diff.
1.1.1.2	Rate of dwelling fires attended per 100,000 population	54.45	54.58	-0.2%
1.1.8.2	Rate of other primary fires per 100,000 population (excludes dwellings and non-domestic premises)	46.86	47.42	-1.2%
1.1.9.2	Rate of other primary fire fatalities per 100,000 population (excludes dwellings and non-domestic premises)	0.10	0.11	-8.3%
1.1.12.2	Rate of deliberate fires per 100,000 population	81.43	81.91	-0.6%
1.1.13.2	Rate of road traffic collisions per 100,000 population	51.84	53.39	-2.9%
1.1.14.2	Rate of people killed or seriously injured in road traffic collisions per 100,000 population	27.70	27.95	-0.9%

Exception report: number of home safety visits completed

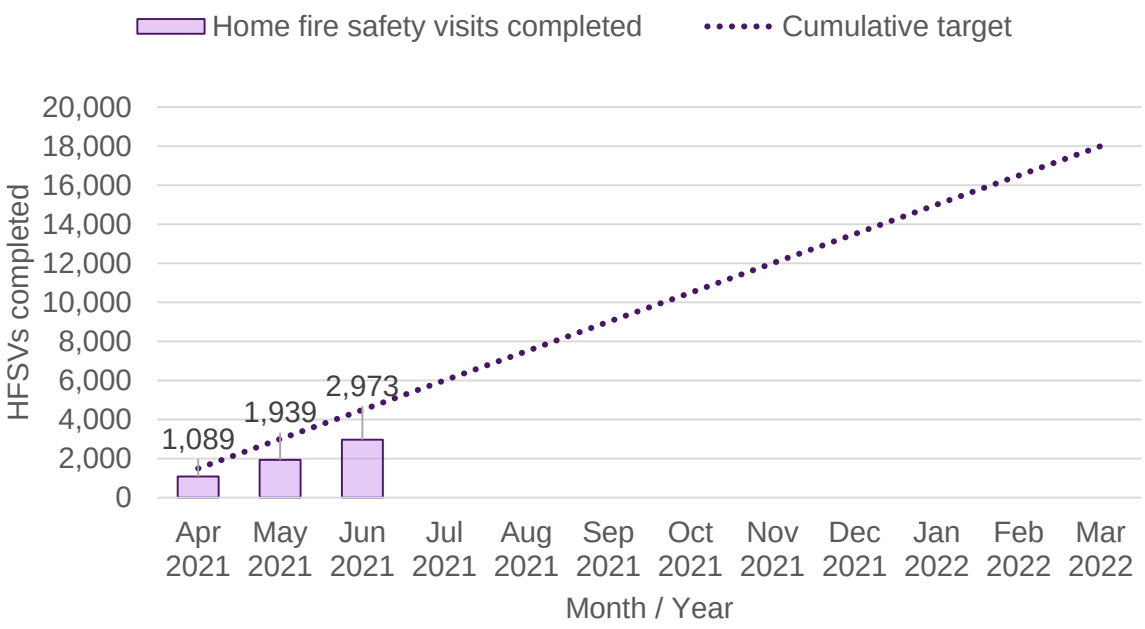
This measure calculates the number Home Safety Visits (HSVs) that have been completed which have met the Home Office requirements of:

- identifying and advising of the potential fire risks within the home
- advising householders what to do to reduce or prevent these risks
- putting together an escape plan in case a fire does break out, and
- ensuring the householder has working smoke alarms.

Analysis

Based on our existing capacity of our home safety technicians and the introduction of doorstep home safety visits, delivered by our wholetime crews, we aim to complete 18,000 home safety visits during the 2021/22 financial year. Our current performance levels are well below the year-to-date target of 4,500 visits.

Table 5: cumulative number of HSVs completed against target, 2021/22



There are two main factors that are affecting our current ability to deliver the expected level of productivity.

1. COVID-19 is continuing to impact our access to vulnerable members of the community. Understandably, there is still some reluctance from the public to allow our technicians crews into their homes.
2. The new doorstep home safety visit is still being implemented, with some watches still requiring training.

Actions

1. Continue roll-out of training to wholetime stations that will be conducting doorstep home safety visits.
2. Ensure that performance expectations are clearly communicated to frontline personnel.
3. Evaluate the wholetime duty system (WDS) work routine to identify whether it is effective and whether any improvements can be made to improve productivity.

Objective 1.2: we will protect people in the built environment through a proportionate, risk-based approach to the regulation of fire safety legislation.

Table 6: KPIs that are requiring improvement

KPI Ref	Description	Current	Target	% Diff.
1.2.4.1	Number of fire safety checks completed	669	750	-10.8%

Table 7: KPIs that are near to achieving target

KPI Ref	Description	Current	Target	% Diff.
1.2.1.2	Rate of non-domestic premises fires per 10,000 rateable premises (herediaments)	64.21	63.55	1.0%
1.2.2.2	Rate of non-domestic premises fire fatalities per 10,000 rateable premises (herediaments)	0.14	0.14	0.1%
1.2.4.2	Number of fire safety audits completed (short and full)	152	155	-1.9%
1.2.5.4	Rate of non-domestic false alarms per 10,000 rateable premises (herediaments)	260.97	258.10	1.1%
1.2.6.1	Percentage of statutory consultations completed to required timescales	95.9%	100.0%	-4.1%

Table 8: KPIs that are achieving target

KPI Ref	Description	Current	Target	% Diff.
1.2.3.2	Rate of non-domestic premises fire hospitalisations per 10,000 rateable premises (herediaments)	1.33	1.39	-4.0%

Exception report: number of fire safety checks completed

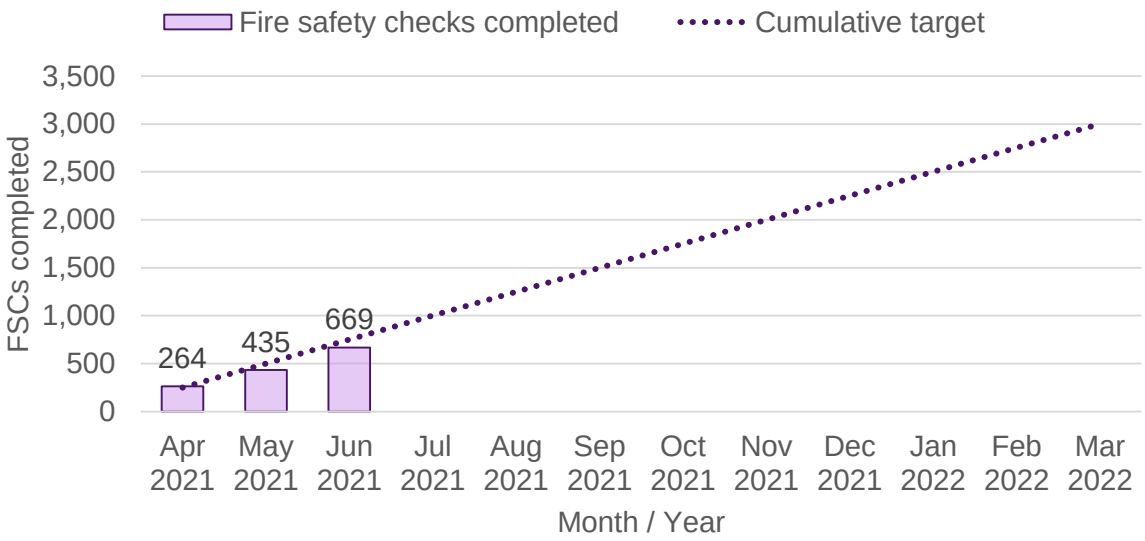
This measure calculates the number of fire safety checks (FSCs) that have been completed at business premises.

FSCs provide a basic assessment of fire safety standards within businesses. Where potential issues are identified premises will be referred for a fire safety audit that is conducted by one of our professional fire safety officers.

Analysis

Based on our existing capacity we aim to complete 3,000 fire safety checks during the 2021/22 financial year. Between the 1st April 2021 and 30th June 2021 we have completed 669 checks, 10.8% below our year-to-date target of 750 checks.

Table 9: cumulative number of FSCs competed vs target, 2021/22



Actions

1. Ensure that performance expectations are clearly communicated to frontline personnel.
2. Evaluate the wholetime duty system (WDS) work routine to identify whether it is effective and whether any improvements can be made to improve productivity.

Objective 2.1: we will maintain accurate, timely and relevant risk information, enabling our operational crews to understand and be prepared to respond to the demand and risks present in their local communities.

Table 10: KPIs that are requiring improvement

KPI Ref	Description	Current	Target	% Diff.
--	No KPIs are currently requiring improvement.	--	--	--

Table 11: KPIs that are near to achieving target

KPI Ref	Description	Current	Target	% Diff.
M2.1.4.1	Percentage of operational risk information in date - level 3 SSRI	88.4%	98.0%	-9.6%

Table 12: KPIs that are achieving target

KPI Ref	Description	Current	Target	% Diff.
M2.1.4.2	Percentage of operational risk information in date - level 4 tactical plans	100.0%	98.0%	2.0%

Objective 2.2: We will monitor changes in risk to ensure that our resources are most available in the locations necessary to mitigate them.

Table 13: KPIs that are requiring improvement

KPI Ref	Description	Current	Target	% Diff.
--	No KPIs are currently requiring improvement.	--	--	--

Table 14: KPIs that are near to achieving target

KPI Ref	Description	Current	Target	% Diff.
--	No KPIs are currently near to achieving target.	--	--	--

Table 15: KPIs that are achieving target

KPI Ref	Description	Current	Target	% Diff.
M2.2.3.1	Percentage of dwelling fires attended within 10 minutes of call answer	75.1%	75.0%	0.1%
M2.2.3.2	Percentage of road traffic collisions attended within 15 minutes of call answer	80.0%	75.0%	5.0%

Objective 2.4: we will support the effective delivery of our frontline services by seeking improvements to our operational resourcing, mobilising and communications functions.

Table 16: KPIs that are requiring improvement

KPI Ref	Description	Current	Target	% Diff.
--	No KPIs are currently requiring improvement.	--	--	--

Table 17: KPIs that are near to achieving target

KPI Ref	Description	Current	Target	% Diff.
M2.4.1.1	Risk prioritised pump availability (percentage)	96.7%	98.0%	-1.3%
M2.4.1.2	Standard pump availability (percentage)	80.9%	85.0%	-4.1%

Table 18: KPIs that are achieving target

KPI Ref	Description	Current	Target	% Diff.
M2.4.3.1	Percentage of calls handled within target time (call answer to resource mobilisation)	90.0%	90.0%	0.0%

Glossary

Most terms and definitions can be found within the Home Office Fire Statistics Definitions document: https://www.gov.uk/government/publications/fire-statistics-guidance/fire-statistics-definitions

Some other terms are listed below:

Operational risk information: this information is focused on location specific risks posed to firefighters.

Site specific risk information (SSRI): this information is captured for locations that are particularly complex and pose greater levels of risk to our fire-fighters. Visits are made to these locations, hazards identified and plans made on how to respond if an incident occurs.

Risk prioritised pump: there are 56 priority fire engines in our highest risk areas that are essential to enabling us to effectively manage risk levels. There is an expectation that each of these appliances will be available to respond a minimum of 98% of the time.

Standard pump: there are 56 appliances that are located in lower risk areas but are still key to ensuring that we are keeping our communities safe. These are all on-call or volunteer appliances and there is an expectation that each appliance will be available at least 85% of the time.

Home fire safety visits: these are visits that are carried out at people's homes by our home safety technicians and wholetime firefighters.

Fire safety checks: FSCs provide a basic assessment of fire safety standards within businesses. Where potential issues are identified premises will be referred for a fire safety audit that is conducted by one of our professional fire safety officers.

REPORT REFERENCE NO.	**CSC/21/4**
MEETING	**COMMUNITY SAFETY COMMITTEE**
DATE OF MEETING	**2 NOVEMBER 2021**
SUBJECT OF REPORT	**OVERVIEW OF DEVON & SOMERSET FIRE & RESCUE SERVICE'S COLLABORATION ACTIVITY**
LEAD OFFICER	**ACFO PETE BOND, DIRECTOR OF SERVICE DELIVERY**
RECOMMENDATIONS	***That this report is noted.***
EXECUTIVE SUMMARY	The Community Safety Committee at its meeting on 26 July 2021 requested a report explaining Devon and Somerset Fire and Rescue Service's collaborative plans that build upon the ambulance driving support it has given to South Western Ambulance Service during the Coronavirus pandemic. This report not only explains the collaborative plans that the Service is developing with South Western Ambulance Service, but also outlines the Service's collaborative history, the legislative requirement to collaborate, the emerging national picture within the fire and rescue sector agenda for reform and the range of collaborative initiatives that the Service currently operates with other partners.
RESOURCE IMPLICATIONS	Existing Service resource with seconded support from South Western Ambulance Service
EQUALITY RISKS AND BENEFITS ANALYSIS	N/A
APPENDICES	N/A
BACKGROUND PAPERS	Response to the National Resilience Strategy Call for Evidence from the National Fire Chiefs Council (NFCC) (September 2021)

1. INTRODUCTION

1.1. The Community Safety Committee at its meeting on 26 July 2021 requested a report explaining Devon & Somerset Fire & Rescue Service's collaborative plans that build upon the ambulance driving support it has given to South Western Ambulance Service during the Coronavirus pandemic.

1.2. This report also looks back at the Service's collaborative history, which in the modern era can be demonstrated by the introduction of co-responding response to medical emergencies by on call firefighters on behalf of South Western Ambulance Service in 1997.

1.3. The Service's collaborative activity has advanced significantly since this point, with many partners, and there is now also a statutory requirement to collaborate with blue light partners following the introduction of the Policing and Crime Act 2017.

1.4. These solid collaborative foundations were the basis upon which the Service, in April 2020, was able to respond to South Western Ambulance Service's request for help at the beginning of the Coronavirus pandemic. Within 15 days of that request being received, the Service had firefighters driving ambulances to emergencies alongside South Western Ambulance Service colleagues. This is a collaborative activity that the Service continues to support at the time of publication of this report. Over the past twelve months, the Service has covered 1,387 ambulance shifts, responded to 6,063 emergencies and helped to save the lives of 26 casualties.

1.5. The fire and rescue sector reform agenda emerging from Central Government and the Home Office also presents an opportunity for fire and rescue services across the UK to be pivotal in the Government's ambition to be "the most resilient nation".

1.6. This report outlines how the Service is proposing to develop its collaborative relationship with South Western Ambulance Service building on the co-responding and ambulance driving activities undertaken by our firefighters, contribute to saving lives across Devon and Somerset and be at the leading edge of the fire and rescue sector reform.

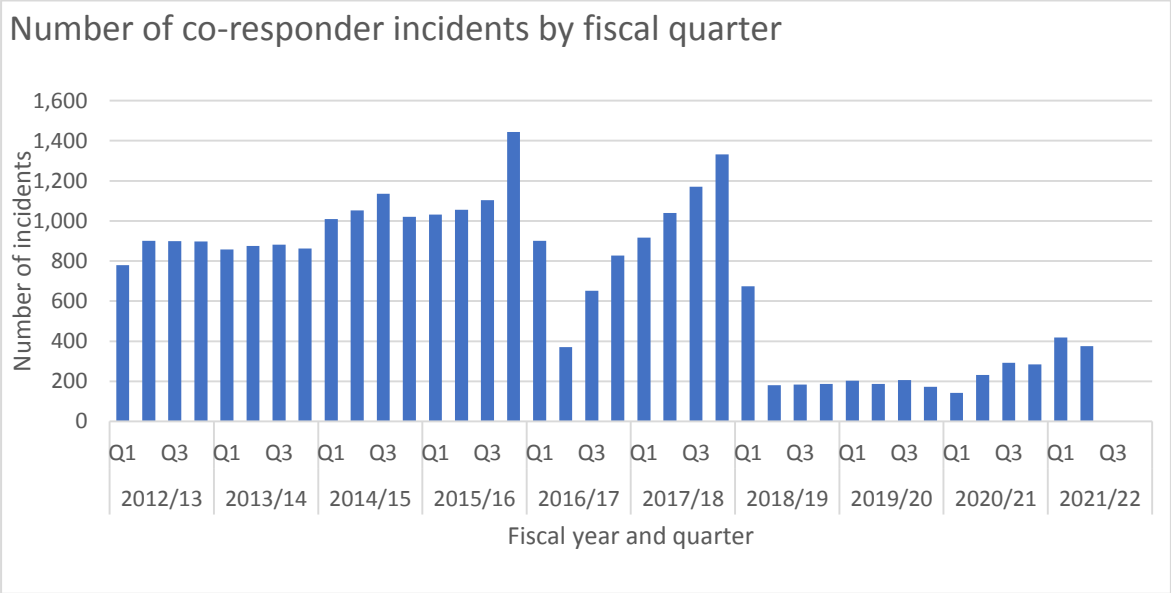
2. CURRENT COLLABORATION WITHIN THE SERVICE

Co-responding

2.1. The Service has been co-responding to trauma incidents on behalf of South West Ambulance Service since 1997. This long-standing collaboration currently involves twenty of our on-call fire stations across Somerset and Devon. The model involves on-call firefighters with higher levels of trauma care training being mobilised by South Western Ambulance Service to category 1 999 calls (i.e. those incidents involving the highest life risk such as cardiac arrest) when these crews would be quicker to attend than an ambulance.

2.2. The Service's co-responding crews consist of two firefighters responding in dedicated Service-branded co-responding blue-light cars that are equipped with defibrillators, oxygen therapy, monitoring equipment and pain relief (Entonox).

2.3. As can be seen from the graph below, South Western Ambulance Service, in line with their own revised response model, limited the type of calls that the Service's co-responding crews attended to category 1 only in 2016. Whilst this reduced the volume of incidents that the Service's teams attended, the firefighters maintained their higher level of trauma care skills and as a result the Service was able to use the co-responding cohort effectively to respond to South Western Ambulance Service's request for support to drive ambulances at the beginning of the pandemic in April 2020.



Ambulance driving

2.4. On 31 March 2020, South Western Ambulance Service made a request to Chief Fire Officers of the five fire and rescue services across the south west (Cornwall, Dorset and Wiltshire, Avon, Gloucestershire and the Service) for firefighter ambulance drivers to support their response to the expected surge in cases resulting from the Coronavirus pandemic.

2.5. The Service's Chief Fire Officer took the senior point-of-contact role on behalf of all five regional fire and rescue services. Consequently, a small team of Service officers worked collaboratively with South Western Ambulance Service to co-ordinate the overall response to this firefighter ambulance driving request.

2.6. The Services firefighting crews, mainly consisting of co-responding trained firefighters and first aid instructors from the Service's Academy training team, commenced ambulance driving for South West Ambulance Service only fifteen days after the initial request was made. There have been two phases of this ambulance driving response, 15 April 2020 to 31 August 2020 (known as phase 1) and from 2 November 2020 to date (known as Operation Braidwood).

2.7. Phase 1 saw the Service's ambulance driving team respond to 2,015 South Western Ambulance Service incidents, and during Operation Braidwood, over 6,000 more to date. Regionally, the total is over 20,000 ambulance incidents that firefighters have driven ambulances to and in supporting paramedics with trauma care have saved in excess of 120 lives.

Police and Fire Community Support Officers (PFCSOs)

2.8. The Police and Fire Community Support Officers are a collaborative initiative between the Service and Devon and Cornwall Police based in North Devon that started in 2016. In essence these are Police Community Support Officers who are employed by the police, who are also trained as firefighters and are able to respond to fire and rescue incidents as part of local on-call firefighting teams. Whilst on patrol the Police and Fire Community Support Officers also undertake crime and fire prevention activities within their communities.

2.9. There are currently two Police and Fire Community Support Officers in North Devon, and the Service and Devon and Cornwall Police are currently working together to introduce more of these roles into both North and South Devon.

Community Responders

2.10. Community Responders are an innovative collaboration between the Service and Devon and Cornwall Police whereby on-call firefighters are employed on a 21-hour contract during which time they patrol their communities as Special Constables.

2.11. This scheme started as a pilot with seven Community Responders in market towns across Devon in 2019, but four have since been successful at either becoming Police Constables or wholetime firefighters.

2.12. The Service and Devon and Cornwall Police jointly commissioned an independent evaluation of this scheme which was completed earlier this year. Whilst there are key learning points, both the Service and Devon and Cornwall Police are currently committed to revising and expanding the scheme.

Safeguarding

2.13. This is a collaborative initiative between the Service and Devon and Cornwall Police that was initially trialled in a collaboration between the police and Cornwall Fire and Rescue Service.

2.14. The Service, this year, have employed a new member of the community safety team who is embedded within Devon and Cornwall Police's safeguarding unit in their Middlemoor Headquarters in Exeter. This enables the Service employee to access police databases that indicate individuals across Devon who are likely to become involved in arson activity and thus enabling early intervention by the Service's community safety team to prevent escalation of this fire-setting behaviour.

Networked Fire Services Partnership (NFSP)

2.15. The Networked Fire Services Partnership is a significant collaborative initiative with Dorset and Wiltshire Fire and Rescue Service (DWFRS) and Hampshire and the Isle of Wight Fire and Rescue Service (HIoWFRS). This fire sector partnership started in 2011 as a collaboration to develop a joint Control system.

2.16. In essence, all of the three Services' Controls use the same software system called Vision. Vision is currently provided by Capita. The benefits of this collaboration are high levels of Control resilience with the ability of each Control able to handle seamlessly emergency calls from each Service, and then mobilise each other's assets to incidents at times of high demand or system fault. The partnership handles in excess of 60,000 emergency calls per annum. This collaboration has developed over time and through its governance is now managing key collaborative projects. These are:-

Attribute Based Response (ABR) (Networked Fire Services Partnership project)

2.17. In its simplest form, Attribute Based Response will allow Services to respond to incidents with the basic attributes needed to bring that incident to a successful conclusion. This will improve both fire and rescue service response efficiency, but more significantly response times by, for example, sending small teams from different stations to create a single incident response.

Cross Border Risk Sharing (ScDiscovery) (Networked Fire Services Partnership project)

2.18. This project brings together location-specific risk information and Automatic Vehicle Location (AVL) to provide essential risk intelligence to firefighters as they approach and during a developing incident. ScDiscovery is the new product from our Mobile Data Terminal (MDT) providers, Airbus, which will seamlessly share cross-border risks. This gives Control and firefighting crews the most up-to-date version of site risk information from the source Service.

Firefighter and Officer mobile telephone paging application (Networked Fire Services Partnership project)

2.19. This mobile telephone application is designed to provide fill-in coverage for the existing alerters (pagers) that many of our on-call staff use. This is especially important in areas where existing alerter coverage is sometimes unreliable. The feedback from firefighters on the pilot has been very positive, and at this stage the project has a mixture of people using the application on personal mobile phones, as well as Service provided mobile phones. One benefit of the application is that firefighters and officers can log out when they are not on-call and will not be unnecessarily disturbed, something that cannot be achieved with the current alerters which need their batteries removed to silence them. The current alerters are also obsolete (although the Service has enough buffer stock to enable their use for a further two years).

Multi-agency Incident Transfer (MAIT) (Networked Fire Services Partnership project)

2.20. Multi-agency Incident Transfer is an opportunity to digitally pass incidents between Controls and Service systems. It was listed as an option to improve inter-control room communications in the Grenfell Inquiry report and is being supported by the National Fire Chiefs Council (NFCC) and Home Office.

Fire Survival Guidance App (Networked Fire Services Partnership project)

2.21. This project is looking at a Fire Survival Guidance application that London Fire Brigade (LFB) have developed to support Immediate Building Evacuation (IBE). This acts as a link between the Control room and incident ground to digitally track emergency calls giving support and advice to occupants of the affected building. This ensures that the fireground is kept up to date of ongoing advice given by fire control to individual occupants and additionally any actions conducted at the fireground that affect the advice given by fire Control. The application can be used in the Control mobilising system by neighbouring Control rooms (for overflow calls) and Service officers at the incident ground.

Use of Service Estates

2.22. The Service has a number of collaborative estate-sharing initiatives across Somerset and Devon, and with a variety of partner organisations. The table below shows where these arrangements currently exist.

Property Name	**Beneficiary**	**Nature of interest**	**Use**
Axminster	Devon & Cornwall Police Authority	Lease	Site sharing for Police
Devon stations	The Police & Crime Commissioner for Devon & Cornwall	Licence	Collaboration licence for access to fire stations across Devon by police officers for welfare facilities
Lynton	The Police & Crime Commissioner for Devon & Cornwall	Licence	Office for local police
Martock	Avon & Somerset Police	Lease	Office for local police and parking space for two vehicles
Plympton	The Police & Crime Commissioner for Devon & Cornwall	Lease	Exclusive office space / use of shared areas

Property Name	Beneficiary	Nature of interest	Use
Braunton	The Police & Crime Commissioner for Devon & Cornwall	Ground Lease	Cabin / Shared areas
Wells	Avon & Somerset Police	Ground Lease	Office for local police/ shared areas
Chard	South Western Ambulance Service	Lease	Use of first floor office and parking space.
Danes Castle, Exeter	South Western Ambulance Service	Ground Lease	Cabin
Exmouth	South Western Ambulance Service	Memorandum of Understanding (MOU)	Site sharing arrangement.
Plympton	South Western Ambulance Service	Licence	Site sharing - rest room, kitchenette and parking within Plympton station
Wells	South Western Ambulance Service	Lease	Site sharing for Ambulance Service - siting of portable building for standby point and parking space
Wincanton	South Western Ambulance Service	Lease	Site sharing for Ambulance Service - use of room and parking for standby point
Bridgwater	South Western Ambulance Service	MOU	Cabin / parking / shared welfare
Wincanton	South Western Ambulance Service	MOU (as well as lease)	Shared welfare / storage container

Property Name	Beneficiary	Nature of interest	Use
Martock	South Western Ambulance Service	MOU	Shared areas within Station / use of an Appliance Bay and yard area

Operations collaboration

2.23. The Service has a number of formal and informal operational collaborative arrangements. Examples of these are:-

2.24. Gaining entry to properties to enable South Western Ambulance paramedics to reach patients who are locked inside their property

2.25. Provision of Service welfare units (containing kitchens, rest areas and toilets) and gazebos to the police at serious crime scenes. Examples of this are incidents such as the recent shootings at Keyham in Plymouth and a murder scene in Salcombe. At the Salcombe incident, the Service's specialist rescue teams also created pathways at the scene to allow police forensic teams to operate safely on a steeply sloped wooded area whilst protecting the evidence

2.26. Firefighters closing minor roads and traffic control at fire and rescue service incidents to reduce demand on Devon and Cornwall and Avon and Somerset police resources

2.27. Wide-area searching for missing persons in support of the police

2.28. The use of Service drones in support of special police operations across the region, a recent example was the search of a disused mineshaft for a missing person

2.29. The recovery of bodies on behalf of the police in locations that are difficult to access.

3. LEGAL REQUIREMENT TO COLLABORATE AND NATIONAL PICTURE

The Legislation

3.1. Section 21 of the Fire & Rescue Services Act (2004) requires the Secretary of State to prepare a Fire & Rescue Service National Framework setting out priorities and objectives for fire and rescue authorities in discharging their functions. Section 21(7) of the Act requires fire and rescue authorities to 'have regard to' this framework when carrying out their functions.

3.2. Section 2 of the Framework references The Police and Crime Act (2017) and places a statutory duty on fire and rescue authorities and others to collaborate.

National Framework Document (NFD)

3.3. The information in paragraphs 3.4 to 3.6 in respect of collaboration is extracted from the National Framework Document:

3.4. he Policing and Crime Act (2017) created a statutory duty on fire and rescue authorities, police forces, and ambulance trusts to:

- keep collaboration opportunities under review;
- notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- give effect to a proposed collaboration where the proposed parties agree that it would be in the interests of their efficiency or effectiveness and that it does not have an adverse effect on public safety.

3.5. The duty is deliberately broad to allow for local discretion in how it is implemented and recognises that local emergency services are best placed to determine how to collaborate for the benefit of their communities. However, the duty sets a clear expectation that collaboration opportunities should be considered.

3.6. The duty does not preclude wider collaboration with other local partners, such as local authorities and wider health bodies. To reflect their wider role, ambulance trusts are required to consider the impact of the proposed collaboration on their wider non-emergency functions and the National Health Service when determining if it would be in the interests of their efficiency or effectiveness.

3.7. The Home Office has also been developing their Fire Reform Programme over a number of years, and the Government is expected to soon publish a White Paper considering the future of the fire and rescue sector. In response to these issues, the National Fire Chief's Council published, at the end of September 2021, their response to the National Resilience Strategy Call for Evidence. This document reflects the National Fire Chiefs Council's views that there is therefore a period of change and reform to the fire and rescue sector driven from Central Government. Their response to this highlights a number of opportunities for the sector to be central in achieving the Government's ambition to be "the most resilient nation".

3.8. The National Fire Chief's Council, within their paper, consider a range of activities for which the fire and rescue sector can contribute, and that includes an enhanced role in responding to medical incidents. They state:-

Trauma Response

3.9. A common consequence of many of the current risks facing the UK is the existence of high numbers of casualties requiring immediate lifesaving medical support. Whilst primacy for this capability sits with the Ambulance Service the FRS (Fire and Rescue Services) can play a significant role in rescuing, triaging and treating casualties at the scene of an emergency. The majority of firefighters are trauma trained, however, there is an opportunity to strengthen the approach and ensure all staff have specific training covering a range of scenarios likely to be

encountered if any of the risks covered in the NRSA (National Security Risk Assessment) occurred.

3.10. The attack on the Manchester Arena in 2017 and the subsequent ongoing Inquiry have shown that there is a lack of clarity on the roles and responsibilities of the various agencies involved in the front-line response to such an incident. The NRS and subsequent review of the Civil Contingencies Act are opportunities to remove any uncertainty around the roles and responsibilities of emergency responders.

Emergency Medical Response (EMR)

3.11. Although some Fire and Rescue Services currently provide Emergency Medical Response to support their local ambulance services the provision varies dramatically across the country. (It should be noted that the Service does not currently provide Emergency Medical Response).

3.12. The Policing and Crime Act 2017 introduced a duty for the police, fire and rescue, and emergency ambulance services to keep opportunities for collaboration under review 'where doing so would improve their efficiency or effectiveness". There is evidence that a wider rollout of Emergency Medical Response would increase both efficiency and effectiveness and yet there appears to be a reluctance from certain Ambulance Trusts to explore this opportunity. (It should be noted that South Western Ambulance Service do wish to explore this option).

3.13. The National Joint Council (NJC) for Local Authorities Fire Brigades operated a successful trial of fire and rescue services playing an enhanced role in responding to medical emergencies. The trial, which operated between 2015 and 2017, was the subject of two independent evaluations from the University of Hertfordshire and New Economy.

3.14. The University of Hertfordshire report published in January 2017 found:

"Appropriately trained and equipped firefighters co-responding to targeted, specific time critical medical events, such as cardiac arrest, can improve patient survival rates."

3.15. The report also estimated a return on investment of between £5.67 and £14.40 for every £1 invested.

3.16. The New Economy report, published in November 2017, built on the previous work undertaken by Hertfordshire University. The report found:

"Analysis sets out a strong value-for money case for Emergency Medical Response. The indicative benefits to both health and social care partners far outstrip the initial investment required, with an overall financial return on investment of £4.41 per £1 invested, taking a conservative view of the population served. Taken as a very broad average, this equates to a net financial saving of approximately £214 per callout;"

3.17. For each individual with new, good cerebral performance, it is broadly estimated that a benefit is created in the order of:

- £24,000 for clinical commissioners as a result of reduced length of stay in intensive care and less costly treatment requirements; and

- £44,500 for social care commissioners as a result of reduced demand for post cardiac arrest domiciliary care.

3.18. The financial case for Emergency Medical Response appears to be strong. However, there are also potentially wider benefits linked to national resilience. The University of Hertfordshire Report also stated:

- Given that firefighters generally are highly trained for rapid intervention, expanding their role (requiring some additional education and training) to include serious medical emergencies looks likely to be in the public interest.
- The 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.
- In time-critical incidents, such as cardiac arrests, they arrive sooner than ambulances in 93% of cases.

3.19. Introducing a duty on fire and rescue authorities to provide Emergency Medical Response (EMR), underpinned with appropriate funding would deliver significant benefits for communities and help ease the growing pressure on the National Health Service and Ambulance Services. There is also a link to the wider resilience agenda, as having firefighters trained and responding to medical emergencies, in support of the ambulance service provides a greatly enhanced resilient capability for the consequences of other national risks. The National Fire Chiefs Council would suggest that this opportunity is tied together with an enhanced trauma support provision.

3.20. The trial of EMR was caught up in discussions at the National Joint Council (NJC) for Local Authorities Fire Brigades on broadening the role and the insistence from the Fire Brigades Union (FBU) that any additional work undertaken by firefighters should lead to an increase in pay. The industrial relations issues and bureaucratic negotiating mechanisms present a real barrier to progress in the sector."

4. DEVELOPING THE COLLABORATION WITH SOUTH WESTERN AMBULANCE SERVICE

4.1. Whilst the Service continues to develop a number of collaborative arrangements with other agencies, a key area of planned development is securing the collaborative legacy following the successful ambulance driving collaboration with South Western Ambulance Service during the Coronavirus pandemic.

4.2. The Service's Chief Fire Officer has already held positive discussions with the Chief Executive of South Western Ambulance Service and, as a result, there is top-level regional support for the development of this initiative.

4.3. The respective collaboration leads for the Service and South Western Ambulance Service have also commenced the planning process with the next step being the production of a full scoping document for the respective Executive Boards.

4.4. Whilst this report has highlighted the successful collaborative arrangements that the Service has in place already with South Western Ambulance Service (co-responding, ambulance driving, estates sharing and gaining entry to properties), the following paragraphs set out the context for the legacy initiative and the outline of the proposed collaborative concept.

4.5. Ultimately the aim of this legacy partnership with South Western Ambulance Service will contribute to saving lives by:-

- providing South Western Ambulance Service with firefighter ambulance drivers during periods of peak demand with immediate availability resulting in reduced delay to life risk trauma incidents
- reviewing the Service's co-responding activity to improve response times to South Western Ambulance's category 1 life threatening incidents such as cardiac arrest
- improving the trauma care techniques that firefighters across the south west apply in a way that dovetails with the techniques being used by South Western Ambulance Service. This will enable all south west fire and rescue services to have common clinical governance in association with South Western Ambulance Service
- a reduced need for ambulances to attend fire and rescue incidents where there are minor injuries which reduces demands on South West Ambulance Service, and reduces the time that fire and rescue services are in attendance at incidents awaiting an ambulance.

4.6. The key to this legacy is a joined-up casualty care system that is designed and governed by South Western Ambulance Service and jointly deployed with the south west fire and rescue services. Currently fire and rescue services operate different trauma care training packages from each other and with varying levels of assurance.

4.7. The Service's collaboration team will lead regionally on developing this legacy in association with and behalf of the south west regional fire and rescue services with a senior officer from South Western Ambulance Service seconded to the Service to support the development and implementation of the technical clinical detail. The current proposal is to commence this collaborative work in January 2022 once the full scope has been approved by the respective Executive Boards.

4.8. The legacy arrangements do not exclude the introduction by the Service of Emergency Medical Response (EMR) using front line fire engines to respond to cardiac arrests on behalf of South West Western Ambulance Service. However, whilst the Service has the ambition to introduce Emergency Medical Response, the Service are aware that there are Fire Brigade Union (FBU) sensitivities with Emergency Medical Response and would look to introduce this in agreement with all representative bodies. The proposed legacy arrangements with South Western Ambulance Service will provide a solid foundation and governance for the introduction of Emergency Medical Response at the appropriate time. Gloucestershire Fire and Rescue Service are the only service in the south west that currently undertake this activity.

5. CONCLUSION

5.1. In conclusion, the Service have historically worked very closely with South Western Ambulance Service and as a result have saved many lives. The collaborative response to the Coronavirus pandemic further enhanced the relationship between both emergency services and has given a platform for the development of a legacy collaboration which will save even more lives, not only in Somerset and Devon, but in communities across the south west.

5.2. Sustained work will continue with existing collaboration projects with all partners as indicated above and the Service will maintain its duty to collaborate by considering all possible opportunities as they arise.

ACFO PETE BOND
Director of Service Delivery

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REPORT REFERENCE NO.	**CSC/21/5**
MEETING	**COMMUNITY SAFETY COMMITTEE**
DATE OF MEETING	**2 NOVEMBER 2021**
SUBJECT OF REPORT	**PROGRESS REGARDING OUTCOMES FROM THE GRENFELL TOWER FIRE INQUIRY**
LEAD OFFICER	**ACFO PETER BOND, DIRECTOR OF SERVICE DELIVERY**
RECOMMENDATIONS	***That the report be noted.***
EXECUTIVE SUMMARY	This report will assist the Committee to understand the actions the Service has taken to respond to recommendations and legislation change following the Grenfell Tower Fire in 2017.
RESOURCE IMPLICATIONS	N/A
EQUALITY RISKS AND BENEFITS ANALYSIS	N/A
APPENDICES	Appendix A – Recommendations Grenfell Tower Inquiry Appendix B – Service Progress against recommendations of the Grenfell Tower Inquiry
BACKGROUND PAPERS	N/A

1. INTRODUCTION

1.1. This report will assist the Community Safety Committee (CSC) to understand the actions of the Devon & Somerset Fire & Rescue Service ("the Service") following the Grenfell Tower fire on 14th June 2017 and the progress to date against the recommendations of the subsequent inquiry to ensure the safety of residents who live in high rise blocks of flats.

2. BACKGROUND

2.1. In the early hours of Wednesday 14 June 2017, London Fire Brigade responded to a fire in flat 16 Grenfell Tower, a high rise residential building in North Kensington, West London.

2.2. It is not unusual even within Devon and Somerset, for fire services to be called to a flat fire in a high rise building. This call initially was not out of the ordinary.

2.3. High rise residential buildings are designed to contain fire within the confines of the flat where the fire originates. In the case of Grenfell Tower, multiple failures of fire safety precautions occurred. The most catastrophic being the addition of a cladding system on the outside of the building consisting of aluminium composite material. The material for the insulation within the cladding was highly flammable.

2.4. The fire in flat 16 was extinguished, however the fire had already spread into the cladding and was rapidly spreading on the outside of the building. Within 20 minutes the fire had reached the top floor and continued to spread around the rest of the building, the spread within the building was accelerated by other fire safety deficiencies, ultimately claiming the lives of 72 people.

3. RESPONSE BY GOVERNMENT FOLLOWING THE GRENFELL TOWER FIRE

3.1. Following the fire, the Government instigated a number of inquiries and reviews. The independent expert advisory panel, chaired by Sir Ken Knight, was formed to advise the Secretary of State for Housing, Communities and Local Government on immediate measures needed to ensure building safety and to help identify buildings of concern and other building safety issues.

4. IMMEDIATE ACTIONS BY THE SERVICE FOLLOWING THE GRENFELL TOWER FIRE

4.1. The Service undertook a survey of all buildings of 6 floors and above to identify if cladding was present and to carry out a Fire Safety Audit if any issues were identified reporting back to Government the results.

4.2. Three residential towers within Plymouth were identified with flammable Aluminium Composite Material cladding that didn't adequately resist the spread of fire to the standard required by Building Regulations.

4.3. Additional measures required by the Department for Communities and Local Government were put in place by the landlord to ensure the safety of the residents and the Service increased its pre-determined attendance to these buildings.

4.4. The remediation work for these towers is now complete.

4.5. Further surveys were carried out of Schools and health care buildings to identify cladding as required by the Department for Communities and Local Government.

5. INDEPENDENT REVIEW OF BUILDING REGULATIONS AND FIRE SAFETY

5.1. The Government commissioned an independent review of Building Regulations and Fire Safety by Dame Judith Hackett. This review made recommendations for a sufficiently robust regulatory system for the future in order that residents would feel the buildings they live in are safe. The report was published in 2018 with a Government response in April 2020 which set out the Government plan for bringing the biggest change to building safety for a generation.

6. FIRE SAFETY LEGISLATION – THE FIRE SAFETY ACT 2021 AND THE FIRE SAFETY BILL

6.1. The Fire Safety Act 2021 came into existence in April 2021. This amends the existing Regulatory Reform (Fire Safety) Order 2005 with the intention of improving fire safety in multi occupancy domestic premises. Crucially the external walls of a building and the fire doors to individual flats must now form part of the requirements for a fire risk assessment. This requirement is not dependent upon the height of the building.

6.2. Further legislation is planned in the form of the Building Safety Bill and is expected to be enacted by 2023. It will provide greater accountability and responsibility for fire and structural safety issues throughout the lifetime of a building with a stricter regulatory regime specific for high rise buildings. In general terms these are buildings of 18 metres (approximately 6 floors or more).

6.3. There will be a new building safety regulator to oversee a more stringent regime during the planning, design, construction and occupancy stages. These stages will have gateways or ‘check points’ where evidence will be required that the relevant standard has been met before passing to the next stage, for example from planning to design and then construction.

6.4. Other parts of the Bill will include the ability for residents to be able to raise building safety concerns directly with the owners and building safety managers of buildings and if not listened to they can raise concerns with the Building Safety Regulator.

7. AMENDMENT TO APPROVED DOCUMENT B (FIRE SAFETY) VOL.1 2019

7.1. This amendment requires a significant change for all new blocks of flats above 11 metres to now be fitted with a sprinkler system.

8. BUILDING RISK REVIEW

8.1. The Building Risk Review programme is a national effort led by the Government to make high rise residential buildings safer. The first phase of the programme focused on identifying those buildings with Aluminium Composite Material as described above.

8.2. The second phase which began in October 2020 involves the inspection of all high rise residential buildings identified by Ministry for Housing, Communities and Local Government that are over 18 metres high or have six or more storeys. The target is to inspect all buildings that fit the criteria by the end of December 2021. Other relevant buildings not included in the list will be inspected as part of the Risk Based Inspection Programme.

8.3. The Government provided fire and rescue services with a grant to resource specialist teams to undertake this work. Devon and Somerset received £60,000.

8.4. The Building Risk Review team within Devon and Somerset Fire Service is made up of experienced fire safety inspectors. Devon and Somerset initially had 87 buildings in scope but have identified a further 5 high risk buildings taking the total to 92. The team are on track to complete before the end of year deadline with 84 Buildings having currently been inspected. The remaining 8 are booked for inspections before the end of the year. Within the Service area we have identified a total of 163 buildings of 6 floors or more and will continue to inspect these beyond the Building Risk Review Programme.

8.5. The remediation work from the inspections will continue until complete and it is likely that we will see enforcement action taken with some buildings that are not compliant.

8.6. The Service, in addition to the requirements of the Building Risk Review, has taken the opportunity to provide risk information to our firefighters as well as prevention activity within these premises to the residents.

9. ADDITIONAL GRANT FUNDING FOR FIRE AND RESCUE SERVICES

9.1. Fire and Rescue Services have received additional uplift grants to bolster Fire Protection teams to ensure they have the resource required to carry out quality inspections. The expectation is that fire services will resource these teams in the long term to carry out risk based inspection programmes and statutory fire safety work.

9.2. The grant for Devon and Somerset to date is £600,419. Further funding (£20,917) has been provided to support the accreditation of fire safety inspectors and a new competency framework is in place to ensure that fire safety inspectors have the skills required to carry out their duties.

9.3. The uplift funding has supported an increase of ten fire safety officers which will allow the Service to deliver its new Risk Based Inspection Programme targeting the highest risks within the two counties and align to the Fire Standard for Protection ensuring quality assurance and evaluation as well as improved business compliance education and equality of access to services.

10. GRENFELL TOWER INQUIRY

10.1. The Government commissioned an Inquiry into the Grenfell Tower fire by the Rt. Hon Sir Martin Moore-Brick which was published in October 2019. The Inquiry was critical of the London Fire Brigade response to the fire and made crucial recommendations which are now being implemented across Fire and Rescue Services. (See appendix A for recommendations).

10.2. In order to support Fire and Rescue Services the Government provided an infrastructure grant to achieve the changes required to meet the recommendations set out by Sir Martin Moore-Brick. The Service received £138,216 Infrastructure fund. This fund so far has paid for escape hoods to be provided on every fire appliance within the Service. These escape hoods have already been used on numerous occasions to aid the escape from smoke filled environments reducing injuries to those being rescued. The grant is also being used to complete the Operational Risk Inspection of high rise residential buildings to ensure operational firefighters have the information required to tackle fires safely during incidents.

10.3. The Service has in place a Programme Board to oversee the progress against the recommendations from the inquiry. The individuals responsible for implementing the recommendations meet once a month with the Group Manager responsible for Operational Risk to update the tracker. The Programme Board consisting of the Director of Service Delivery and the Area Manager for Community Risk Management who meet once a quarter to ensure support is available for any issues that are blocking progress.

10.4. Progress against the recommendations is available in appendix B.

11. CONCLUSION

11.1. A substantial effort in terms of resource, time and dedication has been directed at high rise residential blocks of flats following the Grenfell Tower fire. The Service are adapting policies, procedures and guidance in line with legislative changes and recommendations from the Grenfell Tower inquiry. This work is ongoing and as a result we are making significant progress in addressing the fire safety concerns of residents throughout the two counties as well as improving our internal procedures and ensuring we are compliant with the latest legislation relating to high rise residential buildings.

ACFO PETE BOND
Director of Service Delivery

APPENDIX A TO REPORT CSC/21/5

Recommendations made by Sir Martin Moore-Brick in the Grenfell Tower Inquiry:-

a) The information made available to fire and rescue services about the materials and methods of construction used in the external walls of high rise residential buildings.
b) The arrangements made under section 7 (2) (d) of the Fire and Rescue Services Act 2004. Namely risk inspections of buildings by operational crews to familiarise themselves with the layout, risks and features.
c) The availability of plans of high rise residential buildings to local fire and rescue services and the provision of premises information boxes in high rise residential buildings.
d) The regular testing and inspection of lifts designed for use by firefighters.
e) Communication between the Fire Service control room and the Incident Commander at the incident.
f) The way in which fire and rescue services handle calls.
g) The procedures to control resources, in particular the capture of information from crews returning from deployments and the sharing of information between the control room, the incident commander and the forward control point within the building.
h) The Communications equipment available for use by crews deployed in firefighting and rescue operations in high rise buildings.
i) The means to evacuate high rise residential buildings, including the provision of equipment enabling firefighters to send an evacuation signal to the whole or selected part of the building.
j) The provision of fire safety information to residents at high rise buildings and the marking of floor levels in lobbies and staircase landings.
k) The inspection of fire doors and self-closing devices.
l) Aspects of co-operation between emergency services.

Devon & Somerset Fire & Rescue Service progress against relevant recommendations in the Grenfell Tower Inquiry Report.

33.10 Recommendation:-

That all fire and rescue services ensure that their personnel at all levels understand the risk of fire taking hold in the external walls of high-rise buildings and know how to recognise it when it occurs.

Response: On track. Training video delivered across Service. Quality assurance to take place to ensure fully embedded. Completion by: 31/3/2022.

33.11 Recommendation:-

That the Fire Services review, and revise as appropriate, guidance on carrying out Risk Inspections to gather information and that training is provided for Crew Manager and above to carry out risk inspections of high rise buildings.

Response: On Track. Operational Risk Inspection policy and guidance up to date. Current inspectors trained. Training package for Crew Manager and above in development. Completion date by 31/12/2021.

33.12 Recommendation:-

That the owner and manager of every high-rise residential building be required by law to provide their local fire and rescue services with up-to-date plans in both paper and electronic form of every floor of the building identifying the location of key fire safety systems.

And,

That all fire and rescue services be equipped to receive and store electronic plans and to make them available to incident commanders and control room managers.

Response: On Track. Information and Plans are collected, stored electronically and made available to crews and the Control Room for all High Rise Buildings.

33.13 Recommendation:-

That the owner and manager of every high-rise residential building be required by law to carry out regular inspections of any lifts that are designed to be used by firefighters in an emergency and to report the results of such inspections to their local fire and rescue service at monthly intervals.

And,

That the owner and manager of every high-rise residential building be required by law to carry out regular tests of the mechanism which allows firefighters to take control of the lifts and to inform their local fire and rescue service at monthly intervals that they have done so.
Response: On Track. Legislation does not currently require this of owners and managers. The Service currently provide advice and guidance regarding the Fire Safety Order whilst recognising the role of the responsible person within legislative requirements.

33.14 Recommendation:-

That Fire and Rescue Services review policies on communications between the control room and the Incident commander;

That all officers who may be expected to act as incident commanders (i.e. all those above The rank of Crew Manager) receive training directed to the specific requirements of communication with the control room;

That all Control Room Operators of Assistant Operations Manager rank (Or equivalent) and above receive training directed to the specific requirements of communication with the incident commander;

That a dedicated communication link be provided between the senior officer in the Control room and the incident commander.

Response: On Track. The review of the policy is complete and the revised policy, procedure and aide memoires have been communicated and published, appliance Mobile Data Terminals, and Flexi –Duty Officers tablets. Training packages available and being prioritised by the Academy for e-learning. Airwave radio provided to Incident commanders with ability to communicate with the Control Room. Completion Date: 31/12/2021.

33.15 Recommendation:-

a) That the Services policies be amended to draw a clearer distinction between callers seeking advice and callers who believe they are trapped and need rescuing;

   Response: Complete. Policy updated.

b) That the Service provide regular and more effective refresher training to Control Room Operators at all levels, including supervisors;

   Response: Complete. Training in place for all Control room operators and supervisors managed by the Control room partnership and recorded internally (Moodle system). Internal Maintenance of skill packages all in place.

c) That all fire and rescue services develop policies for handling a large number of Fire Survival Guidance calls simultaneously;

   Response: On track. Policies and training in place with the Control room partnership. In trim solution being developed to transfer information from the control room to the incident. Completion date: 31/3/2022.

d) That electronic systems be developed to record Fire Survival Guidance information in the control room and display it simultaneously at the bridgehead and in any command units;

Response: On track. London Fire Survival Application being developed. Interim solution being developed with partners in Dorset and Wiltshire and Hampshire as part of the Network Fire Control Partnership. Completion date: Interim solution by 31/3/2022.

e) That policies be developed for managing a transition from “stay put” to “get out”;

Response: Complete. Immediate building evacuation policy and training complete within Control and guidance produced for operational crews, currently being progressed for roll out. Completion date: By 31/3/2022.

f) That control room staff receive training directed specifically to handling such a change of advice and conveying it effectively to callers.

Response: On track. An interim solution is in place whilst the long term technical solution is sourced. Control staff have trained and undertaken an exercise with the Control Partnership for a change from ‘stay put’ to ‘get out’.

33.16 Recommendation:-

That steps be taken to investigate methods by which assisting control-rooms can obtain access to the information available to the host control room.

Response: On track. The long term solution would use Multi Agency Incident Transfer technology. However in the short term the use of National Talk Groups between control-rooms.

33.17 Recommendation:-

That the Ambulance Service, Police Force review their protocols and policies to ensure that their operatorscan identify Fire Survival Guidance calls (as defined by the London Fire Brigade) and pass them to the Fire Service as soon as possible.

Response: Complete. There are dedicated telephone lines between Control rooms and also dedicated Talk Groups for inter-agency communication.

33.18 Recommendations:-

That Services develop policies and training to ensure better control of deployments and the use of resources;

And,

That Services develop policies and training to ensure that better information is obtained from crews returning from deployments and that the information is recorded in a form that enables it to be made available immediately to the incident commander (and thereafter to the command units and the control room).

Response: On track. The Service has a Command and Control system with the ability to pass and record information between crews, the Incident Commander, Command Units and the Control Room. Crews returning from deployments are able to brief and record information. Review of Command support fleet replacement will allow a technical solution through Command software. Completion date: 04/2023.

33.19 Recommendation:-

That Services develop a communication system to enable, direct communication between the control room and the incident commander and improve the means of communication between the incident commander and the bridgehead.

Response: Complete. The Service has communications in place using the current Incident Command system.

33.20 Recommendation:-

That services investigate the use of modern communication techniques to provide a direct line of communication between the control room and the bridgehead, allowing information to be transmitted directly between the control room and the bridgehead and providing an integrated system of recording Fire Survival Guidance information and the results of deployments.

Response: On track: The Service has communications in place using the current Incident Command System and is developing interim Fire Survival guidance procedures with our Network Fire Control Partners. Further development of the Fire Survival Guidance Application being developed by London Fire Brigade and the Incident Command Software as part of the Incident Command project will enable an electronic solution. Interim solution completion date: 31/12/21. Technical Solutions Completion date: 04/2023.

33.21 Recommendation:-

That Services urgently take steps to obtain equipment that enables firefighters wearing helmets and breathing apparatus to communicate with the bridgehead effectively, including when operating in high-rise buildings;

And,

That urgent steps be taken to ensure that the command support system is fully operative on all command units and that crews are trained in its use.

Response: Complete. The Service has Breathing Apparatus communications and a Command support system in place with training and maintenance of skills.

33.22 Recommendation:-

a) That the government develop national guidelines for carrying out partial or total evacuations of high-rise residential buildings, such guidelines to include the means of protecting fire exit routes and procedures for evacuating persons who are unable to use the stairs in an emergency, or who may require assistance (such as disabled people, older people and young children);

Response: On track. Guidance being developed.

b) That fire and rescue services develop policies for partial and total evacuation of high-rise residential buildings and training to support them;

Response: On track. The current high rise policy allows for the evacuation of High Rise Buildings. The Network Fire Control Partnership has developed new high rise procedures in line with National Operational Guidance which will be introduced across the Service with training packages and exercise plans to embed the new procedures.

c) That the owner and manager of every high-rise residential building be required by law to draw up and keep under regular review evacuation plans, copies of which are to be provided in electronic and paper form to their local fire and rescue service and placed in an information box on the premises;

Response: On track. Dependent upon legislation. This was not addressed under the Fire Safety Act. Now awaiting the contents of the Building Safety Bill due in March 2022. The Building Risk Review Team continue to promote the potential impacts to Responsible persons but currently not enforceable. Plans are acquired during an Operational Risk visit which is available to crews electronically.

d) That all high-rise residential buildings (both those already in existence and those built in the future) be equipped with facilities for use by the fire and rescue services enabling them to send an evacuation signal to the whole or a selected part of the building by means of sounders or similar devices;

e) **Response:** On track. Dependent upon legislation. This was not addressed under the Fire Safety Act. Now awaiting the contents of the Building Safety Bill due in March 2022. Advice given by Building Risk Review Teams to responsible persons.

f) That the owner and manager of every high-rise residential building be required by law to prepare personal emergency evacuation plans (PEEPs) for all residents whose ability to self-evacuate may be compromised (such as persons with reduced mobility or cognition);

g) **Response:** On track. Dependent upon legislation. This was not addressed under the Fire Safety Act. Now awaiting the contents of the Building Safety Bill due in March 2022. Advice given by Building Risk Review Teams to responsible persons.

h) That the owner and manager of every high-rise residential building be required by law to include up-to-date information about persons with reduced mobility and their associated Personal Emergency Evacuation Plans in the premises information box;

Response: On track. Dependent upon legislation. This was not addressed under the Fire Safety Act. Now awaiting the contents of the Building Safety Bill due in March 2022. Advice given by Building Risk Review Teams to responsible persons.

i) That all fire and rescue services be equipped with smoke hoods to assist in the evacuation of occupants through smoke-filled exit routes.

Response: Complete. The Service has escape hoods on all front line appliances and a tactical plan for high rise residential buildings.

33.27 Recommendation:-

That in all high rise buildings floor numbers be clearly marked on each landing within the stairways and in a prominent place in all lobbies in such a way as to be visible both in normal conditions and in low lighting or smoky conditions.

Response: On track. This is in place for new buildings under the requirements of approved Document B. However there is currently no legislation in place for retrospectively requiring the markings. The Building Risk Review Team advice landlords and mangers of high rise residential buildings. The Building Safety Bill due in March 2022 may address this.

33.28 Recommendation:-

That the owner and manager of every residential building containing separate dwellings (whether or not it is a high-rise building) be required by law to provide fire safety instructions (including instructions for evacuation) in a form that the occupants of the building can reasonably be expected to understand, taking into account the nature of the building and their knowledge of the occupants.

Response: Not currently in legislation.

33.29 Recommendation:-

That the owner and manager of every residential building containing separate dwellings (whether or not they are high-rise buildings) carry out an urgent inspection of all fire doors to ensure that they comply with applicable legislative standards;

And,

That the owner and manager of every residential building containing separate dwellings (whether or not they are high-rise buildings) be required by law to carry out checks at not less than three-monthly intervals to ensure that all fire doors are fitted with effective self-closing devices in working order.

Response: On track. There is a requirement under the new Fire Safety Act 2021 that fire doors on means of escape form part of the risk assessment. Further clarity is expected within the Fire Safety Bill.

33.30 Recommendation:-

That all those who have responsibilityin whatever capacity for the condition of the entrance doors to individual flats in high-rise residential buildings, whose external walls incorporate unsafe cladding, be required by law toensure that such doors comply with current standards.

Response: On track. There is a requirement under the new Fire Safety Act 2021 that fire doors on means of escape form part of the risk assessment. Further clarity is expected within the Fire Safety Bill.

33.31 Recommendation:-

That the Joint Doctrine be amended to make it clear:

a) That each emergency service must communicate the declaration of a Major Incident to all other Category 1 Responders as soon as possible;

b) That on the declaration of a Major Incident clear lines of communication must be established as soon as possible between the control rooms of the individual emergency services;

c) That a single point of contact should be designated within each control room to facilitate such communication;

d) That a "METHANE" message should be sent as soon as possible by the emergency service declaring a Major Incident. METHANE stands for: Major Incident; Exact Location; Type of Incident; Hazards present or suspected; Access routes that are safe to use; Number, type, and severity of casualties; Emergency Services present or required.

Response: Complete.

33.32 Recommendation:-

That steps be taken to investigate the compatibility of the Fire Service systems with those of the Police and the Ambulance Service with a view to enabling all three emergency services' systems to read each other's messages.

Response: This will require a technical solution through Multi Agency Incident Transfer software.

33.33 Recommendation:-

That steps be takento ensure that the airborne datalink system on every National Police Air Service helicopter observing an incident which involves one of the other emergency services defaults to the National Emergency Service user encryption.

Response: Technical solution currently not available. The Service continues to explore options with the Police.

33.34 Recommendation:-

That the Fire Service, the Police, the Ambulance Service and the London local authorities all investigate ways of improving the collection of information about survivors and making it available more rapidly to those wishing to make contact with them.

Response: The plans sit with the Local Resilience Forum accessed through Resilience Direct and are managed by the Police. Officers receive Joint Emergency Services Interoperability Programme training (JESIP) and Local authority provide mass casualty centres. The Local Resilience Forum provides exercises for Major Incident Training.

REPORT REFERENCE NO.	**CSC/21/6**
MEETING	**COMMUNITY SAFETY COMMITTEE**
DATE OF MEETING	**2 NOVEMBER 2021**
SUBJECT OF REPORT	**DRAFT COMMUNITY RISK MANAGEMENT PLAN 2022-2027**
LEAD OFFICER	**CHIEF FIRE OFFICER**
RECOMMENDATIONS	***That the Community Safety Committee:*** ***(a) reviews the draft Community Risk Management Plan as attached to this report at Appendix A and,*** ***(b) subject to any amendments made at the meeting, recommends the Draft Community Risk Management Plan to the Devon & Somerset Fire & Rescue Authority for approval ahead of the public consultation exercise.***
EXECUTIVE SUMMARY	The Fire and Rescue National Framework for England requires Fire and Rescue services to produce an Integrated Risk Management Plan. In line with guidance from the National Fire Chiefs Council and the recently published Fire Standard the Service is fulfilling this requirement by producing a Community Risk Management Plan (CRMP). The Community Risk Management Plan covers the next five years and provides an overview of the foreseeable fire and rescue-related risks faced by the communities we serve, and identifies the plans for tackling those risks through our prevention, protection and emergency response activities. The range of incidents and activities we attend is extremely broad and has increased over recent years. The role of Devon and Somerset Fire and Rescue Service is to horizon scan and identify emerging risks and trends both across our communities and to our staff. We will ensure we consider within the Community Risk Management Plan any emerging risks over the next five years and evaluate evidence to inform, support and develop the resilience of our service and communities.
RESOURCE IMPLICATIONS	N/A
EQUALITY RISKS AND BENEFITS ANALYSIS	The Service needs to use a range of activities and approaches to ensure equality of access in terms of its messaging, provision of services and employment. Working with individuals, representatives, groups and organisation's from specific communities, as well as in partnership with other statutory bodies such as County Councils, District Councils and Police is essential to successfully meeting the needs of our communities.

	A full equality impact assessment will identify any disproportionate impacts on groups of people within our communities. This will be further developed following any changes recommended by the Community Safety Committee. In terms of the draft plan presented to the Committee, the proposed actions to mitigate the risk contained in the CRMP do appear to have a positive impact on all members of our community. Some more positive than others, but all leading to a safer place to work and live. No negative impacts were identified.
APPENDICES	A. Draft Community Risk Management Plan 2022-2027 B. Strategic Risk Analysis
BACKGROUND PAPERS	N/a

1. INTRODUCTION

1.1. Devon & Somerset Fire & Rescue Authority (the Authority) is responsible for ensuring that the communities of Somerset, Devon, Plymouth and Torbay are protected and supported by an effective and efficient fire and rescue service.

1.2. We have a statutory duty to assess and plan for threats and risks to our communities. All fire and rescue services maintain a response capability to ensure that we can respond with our partners to foreseeable risks, such as those identified at a national and regional level. We fulfil this requirement through the Community Risk Management Plan, where we set out the key challenges and risks facing us along with how we intend to meet and reduce them.

1.3. We have an integrated approach to keeping our communities safe through our prevention, protection and response services. We protect over 1.8m people and we will always seek to prevent incidents from occurring but when needed, we will respond quickly to minimise harm and economic loss.

1.4. Through the Community Risk Management Plan we demonstrate how our protection, prevention and response activities have and will be used collectively to prevent and/or mitigate fires and other incidents to reduce the impact on its communities (including Business), firefighters and to promote economic wellbeing.

1.5. The Community Risk Management Plan should be read in conjunction with our strategic risk analysis which accompanies it. The strategic risk analysis outlines future trends we anticipate in the next five years and our top level plans to keep our communities and staff safe.

2. THE COMMUNITY RISK MANAGEMENT PLAN

2.1. The Fire and Rescue National Framework for England requires each fire and rescue service to prepare an Integrated Risk Management Plan. We call ours the Community Risk Management Plan and it provides an overview of how we will align our services to keep people safe from fire and rescue-related risks by balancing our resources across Prevention, Protection and Emergency Response. The Community Risk Management Plan is framed by strategic duties and responsibilities including the Fire and Rescue Services Act 2004,the Civil Contingencies Act 2004 and the Regulatory Reform (Fire Safety) Order 2005.

2.2. Our Community Risk Management Plan is for the next five years 2022- 2027 and provides an overview of fire and rescue-related risks faced by the communities we serve, and identifies the plans for tackling those risks through our prevention, protection and emergency response activities. The Community Risk Management Plan provides the strategy to helping in keeping Devon and Somerset communities, environment, home and people safe from fire and other emergencies. We will ensure we consider any emerging risks over the next five years and evaluate evidence to inform, support and develop the resilience of our service and communities. The impacts of extreme events can be devastating and far reaching for communities, therefore we will seek to improve community resilience through successful engagement and partnership working.

3. THE CRMP PLANNING PROCESS

3.1. The Community Risk Management Plan planning process enables each service to assess foreseeable fire and rescue related risks in their area and to decide how to use resources in the most effective way to save lives, improve public safety and reduce emergency incidents. The planning is a continuous process with three main stages.

- Stage 1 – identifying and assessing risk
- Stage 2 - managing and reducing risk
- Stage 3 - measuring performance and evaluating our impact

3.2. In development of the Community Risk Management Plan 2022-2027 the Service priorities were used as key drivers:

- Priority 1: Our targeted prevention and protection activities reduce the risks in our communities, improving health, safety and wellbeing, and supporting the local economy.
- Priority 2: Our operational resources provide an effective emergency response to meet the local and national risks identified in our Community Risk Management Plan (this plan).
- Priority 3: Devon and Somerset Fire and Rescue Service is recognised as a great place to work: our staff feel valued, supported, safe, and well-trained to deliver a high performing fire and rescue service.
- Priority 4: We are open and accountable, using our resources efficiently to deliver an effective, sustainable service that demonstrates improving public value.

3.3. The range of incidents and activities we attend is extremely broad and has increased over recent years along with the equipment needed to deal with each incident type. We also recognise the role of Devon and Somerset Fire and Rescue Service is to horizon scan and identify emerging risks and trends both across our communities and to our staff. This range of incidents and emerging risks have been the focus in the development of this five year Community Risk Management Plan.

3.4. By examining data and listening to what our staff, partners and those who live and work in Devon and Somerset have told us, we have sought to identify the key fire and rescue-related risks and how we will work with our partners and communities to reduce those risks. The findings from these engagement events have been considered in the draft Community Risk Management Plan.

4. CONSULTATION

4.1. If approved by the Fire Authority the Community Risk Management Plan 2022-2027 will be published for public consultation before a report is presented for consideration by the Fire Authority in February 2022.

5. RECOMMENDATION

5.1. That the Community Safety Committee:

(a) reviews the draft Community Risk Management Plan as attached to this report at Appendix A and,

(b) subject to any amendments made at the meeting, recommends the Draft Community Risk Management Plan to the Devon & Somerset Fire & Rescue Authority for approval ahead of the public consultation exercise.

LEE HOWELL
Chief Fire Officer

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DRAFT

Devon and Somerset Fire and Rescue Service

Community Risk Management Plan 2022-2027

"Together we will work to end preventable fire and rescue emergencies, creating a safer world for you and your family."

This document explains how your fire and rescue service has assessed risk and outlines our plans to mitigate this for the next five years. Visit www.dsfire.gov.uk for details of how to provide your feedback.

About Us

Devon and Somerset Fire and Rescue Authority (the Authority) is responsible for ensuring that the communities of Somerset and Devon, including Plymouth and Torbay, are protected and supported by an effective and efficient fire and rescue service. Devon and Somerset Fire and Rescue Service (the Service) is the organisation put in place by the Authority to deliver its duties and responsibilities. It is the largest non-metropolitan fire and rescue service in England, covering almost 4,000 square miles. We protect 820,000 households, 74,000 businesses and a further 1.1 million visitors a year. Our service area has a network of over 13,000 miles of roads, 90% of which are smaller, rural roads and country lanes, and 700 miles of coastline. We have 332 emergency response vehicles and 1,915 dedicated staff.

Each fire and rescue authority has a statutory duty to produce a Community Risk Management Plan (CRMP) – this document. Our draft CRMP sets out the key challenges and risks facing our communities and how we intend to meet and reduce them. It demonstrates how our protection, prevention and response activities have and will be used collectively to prevent and/or mitigate fires and other incidents.

This integrated approach will keep you safe and reduce the impact of emergencies on people, businesses and the local economy. We protect over 1.8m people and we will always seek to prevent incidents from occurring; but when you need us, we will respond quickly to minimise harm and economic loss.

Prevention

We believe that prevention is better than cure. We aim to stop fires and incidents happening in the first place. By doing this we not only reduce the suffering caused but also save money, for ourselves and our partners, such as the police, ambulance service, local councils and the National Health Service. Help us to help you stay safe by following the advice on our website (https://beta.dsfire.gov.uk/safety?home)

We provide home fire safety advice so that you can keep yourself safe. For most people this is through targeted social and traditional media to influence behaviour. We deliver free home safety visits to people most at risk of fire.

- We deliver home safety visits, education and campaigns.
- We work with partners to deliver road safety advice, education and campaigns.

- We work with partners to deliver water safety advice and equipment.

We work with our partners to improve the wellbeing of vulnerable people by signposting appropriate help, advice and services, and helping them with basic crime prevention measures. Reducing the potential for slips, trips and falls, and reducing the likelihood of a fire, means that vulnerable people can carry on living independently in their homes.

More people are killed and seriously injured in Road Traffic Collisions (RTCs) than in fires. With roads such as the M5, A30, A38 and A303 in our Service area, road traffic collisions form a significant part of our emergency response and we aim to educate drivers.

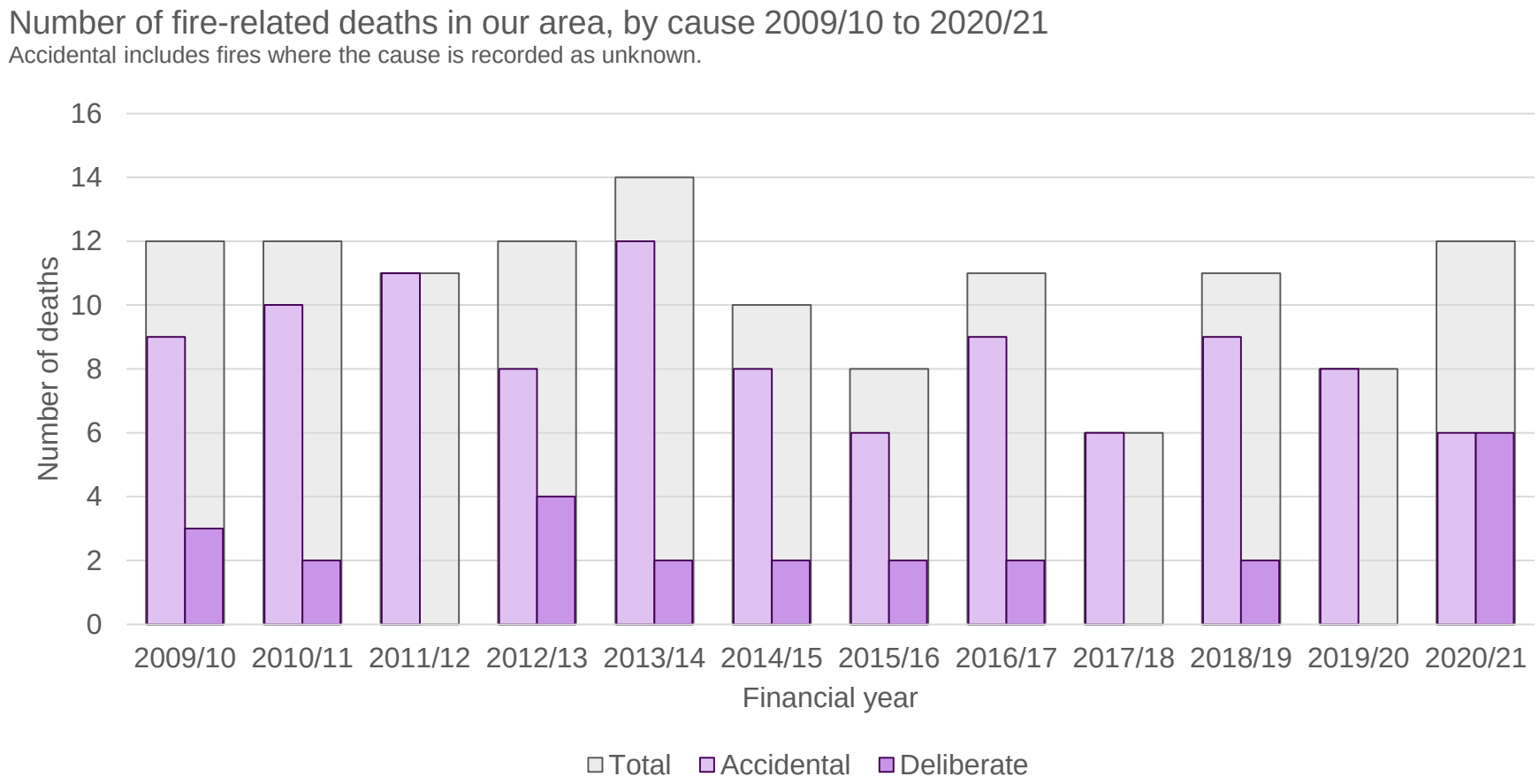
One in four of our residents are aged 65 years or over[1], and 60,000 of those are over 85 years. As the population ages we expect to see greater numbers of older people living with some form of impairment, many of whom will be living alone and in relative isolation given the rural nature of much of our area. (54% of the victims of fires in the home live alone, making living alone the most common factor.)

Employment levels are relatively high and there are many affluent areas across the two counties. However the average hourly rate in Devon and Somerset is £9.15, significantly lower than the national average of £14.00[2]. Those on a lower income tend to live in areas of deprivation, where the likelihood of a fire in their home is higher than those living in less deprived areas.

[1] Office for National Statistics mid-year population estimates

[2] From NOMIS labour market statistics

This chart shows the number of fire related deaths recorded for each financial year (from 2009/10 to 2020/21), along with the number of accidental and deliberate fire related deaths per financial year. The trend is consistent year on year with little deviation.



Protection

We carry out risk based fire protection activities guided by a risk-based approach, completing fire safety checks (lower risk premises) and fire safety audits (higher risk premises) at business premises. We work with partners to ensure fire safety in high-rise buildings and to ensure that public events are safe. The devastating fire at Grenfell Tower, London raised several significant questions over building regulations, how fire safety regulations are enforced in such premises and how the fire and rescue service respond to fires in high-rise residential premises.

We continue to focus our protection resources on the inspection of high-rise buildings and protecting buildings and the area around them. We will continue to adopt recommendations from the Grenfell Public Inquiry.

We are also involved in influencing the safety of buildings even before they are built. We work closely with architects, planners and owners, advising them how to maximise the safety of occupants, the public and our firefighters through technical solutions and building design. This work includes encouraging the use of sprinklers in higher risk buildings like high-rise properties, schools and residential care homes.

We work hard to support local businesses to help them reduce fire risk and be compliant with their legal responsibilities. We are the enforcing body for fire safety prosecutions and continue to take action against those who break the law. Fire protection laws are there to keep people safe whenever they enter a public building or business. We are here to help those responsible for these buildings meet the legal standards and to help them protect businesses from fire. We undertake fire safety audits based on our risk based inspection programme.

Response

Our response to emergencies is designed to get the right equipment to the right place as quickly as possible. It requires highly trained firefighters, with modern equipment, supported with risk information to respond safely. We have about 1,600 frontline operational staff and 83 fire stations across Devon and Somerset. On average, we arrive at an emergency in about nine minutes from answering the call.

We have:

- 12 wholetime fire stations (crewed 24 hours a day, seven days a week, by immediately available wholetime firefighters and often supported with on-call firefighters)
- 68 on-call fire stations (crewed 24 hours a day, seven days a week, by firefighters who are on call and respond to the fire station within five minutes of a call being received)
- two volunteer fire stations (crewed by on-call firefighters)
- and one specialist search and rescue station.

As well as responding to fires and road traffic collisions we also undertake a wide variety of specialist rescues, working with the police, HM Coastguard, Environment Agency and many other organisations. Examples include:

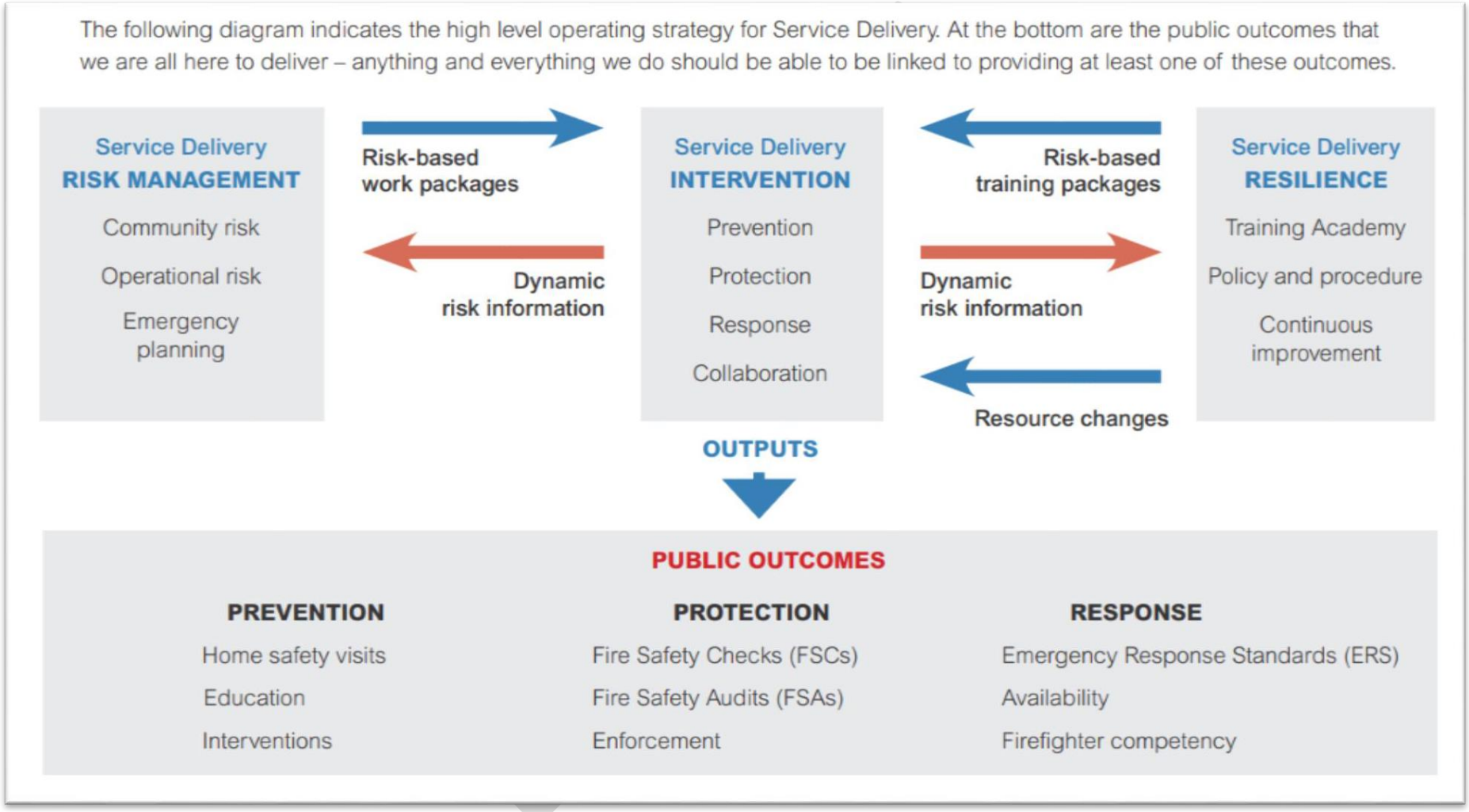
- rescuing people from height or below ground
- rescue of extremely overweight people or support to the ambulance service
- other rescues (like from lifts, cliffs, mud)
- rescuing large animals that are trapped
- people trapped within or under structures or large vehicles
- flooding
- chemical and hazardous response
- marine firefighting

All our firefighters are trained in casualty care. This is vital and means that when we are the first to arrive at an emergency we can provide immediate, and potentially lifesaving, first aid. We also operate medical co-responder schemes at 20 of our fire stations, where trained firefighters attend medical emergencies at the request of the ambulance service. More recently, we have supported the ambulance service with firefighters driving ambulances during the Covid-19 pandemic.

We have a statutory duty to assess and plan for threats and risks to our communities. All fire and rescue services maintain a response capability to ensure that we can respond with our partners to foreseeable risks, such as those identified at a national or regional level. We have specialist rescue capabilities and additional specialist vehicles at various locations that will support incidents where a higher level of intervention is needed, such as mass public decontamination. We also have two specialist marauding terrorist attack teams.

More information about us and how we use our resources is available on our website www.dsfire.gov.uk

The diagram below shows how our work connects our planning activity to improved public outcomes.



Looking back

This plan provides an overview of fire and rescue-related risks faced by the communities we serve, and outlines how we will address them through our prevention, protection and emergency response activities. It's our strategy for the next five years to help keep your community, your environment, your home and you safe from fire and other emergencies.

Since our last risk management plan (Integrated Risk Management Plan 2018 – 2022), we have seen a lot of change and improvements. We have relocated Topsham and Budleigh Salterton crew to Clyst St George and Exmouth. We moved fire engines and created new on-call sections at Middlemoor and Clyst St George stations, removed nine fire engines whilst maintaining operational cover and reducing costs. We have invested £3million in our on-call model to support us better match resource to risk. We have also invested in rebuilding Chagford, Brixham and Plymstock fire stations. We have bought 35 new vehicles including 15 front line fire engines and 20 specialist vehicles. We identified a need to improve our ability to get to locations off-road, so five of the new specialist vehicles are equipped to deal with this, and have improved our wildfire response.

We have introduced a new on-call duty system called Pay for Availability (P4A), meaning we pay our on-call firefighters by the hourfor their availability. Compared to the previous system, this approach allows more flexibility on the hours each person needs to commit to and enhances their pay. We have established Community Responders (on-call firefighters who are also special constables) at three locations in Devon, with the ability to deliver a wider range of services at an overall reduced cost to the public. We have also supported the ambulance service by providing firefighters to drive ambulances during the Covid-19 pandemic.

The expectations on fire and rescue services have increased as a result of the Grenfell Tower fire and Manchester Arena terrorist attack. External inspection by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) was introduced in recent years and their reports are published on their website. Recommendations from these incidents and HMICFRS will continue to be adopted in our own resilience and preparedness arrangements.

We will consider any emerging risks over the next five years, evaluating evidence to inform, support and develop the resilience of our service and communities. The impacts of extreme events can be devastating and far reaching, so we will work with our communities and our partners communities become more resilient.

This chart shows the total incidents in Devon and Somerset that the Service attended each year (2015/16 to 2020/21). The total is shown along with the number of fires, false alarms and special services attended. The chart shows a slow decline in incidents year on year with only a slip blip in 2017/18.

The range of incidents that we attend is extremely broad and has increased over recent years, as has the equipment needed to deal with each incident type.

How this plan has been informed

When preparing this plan, we asked residents, businesses and our staff about the dangers they face and how we could help them feel safer. We did this with an online survey and an online forum, both also available to participate in over the phone, and received nearly 1,700 responses.

By looking at our data and listening to what our staff, partners and those who live and work in Devon and Somerset have told us, we have sought to identify the key fire and rescue-related risks and how we will work with our partners and communities to reduce those risks. The findings from this engagement have been considered in the development of this plan.

What are the risks?

Like all fire and rescue services, we are required to look at the risks faced our communities. This is so that we can make sure that we have thebest plans in place to reduce the likelihood of those risks becoming incidents, while also having the right people, skills, equipment and tactics in place to respond if an incident happens.

The table below gives a summary of the risks we have identified.

Risk category	Identified risks
Fires	Dwelling fires
	High-rise buildings
	Large commercial, industrial and agricultural fires
	Hospitals and residential care homes
	Heritage property fires
	Secondary fires
	Fires on-board vessels
	False alarms
Transport	Road traffic collisions
Specialist rescues	Rescues from height and confined space
	Rescues from water
	Animal rescues
Hazardous materials	Hazardous materials sites and incidents (including responding to collapsed structures and bomb or terrorist attacks)
Environment and climate change	Severe weather events including flooding response and water rescue

National risks	Major emergencies Resilience and business continuity
Health and wellbeing	Medical response and health-related incidents

Key: Core operational activities and statutory duties 

Other operational activities

Looking forward - future risk

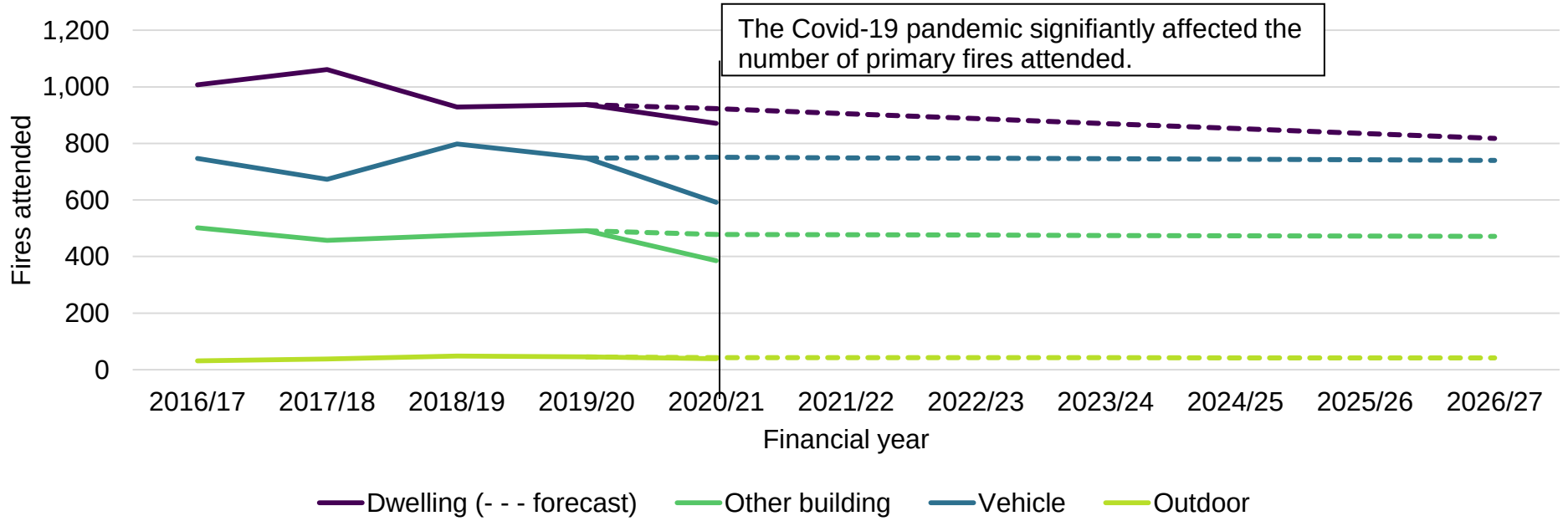
We also recognise the need to identify emerging and future risks and trends across our communities and to our staff. For example, electric vehicles and the potential ‘self-drive’ vehicles, domestic and commercial battery energy storage systems, bio mass fuel plants and the government’s agenda for renewable energy, modern building construction methods, future pandemics and an increasing use of e-cigarettes. To help us prepare we will link to national operational learning and review our position against national operational guidance. We will also collaborate with other fire and rescue services, the national fire chiefs’ council and other blue light partners.

Our prevention and protection teams will use community partnerships as well as internal and external learning to identify trends and emerging risks to target prevention strategies. We will improve our data intelligence to better understand local risks and help us focus our activities on those most at risk of fire and high risk locations, taking a prevention first approach. We will develop local risk management plans, involving staff, partners and communities, to help us shape and improve the service we provide.

The following graphs show the number of fires we attend each year, the causes and the impact of fire on communities and individuals. They also indicate the trends we may expect by 2027 (based on the past being an effective indicator of the future).

Number of primary fires attended, including forecast to 2026/27

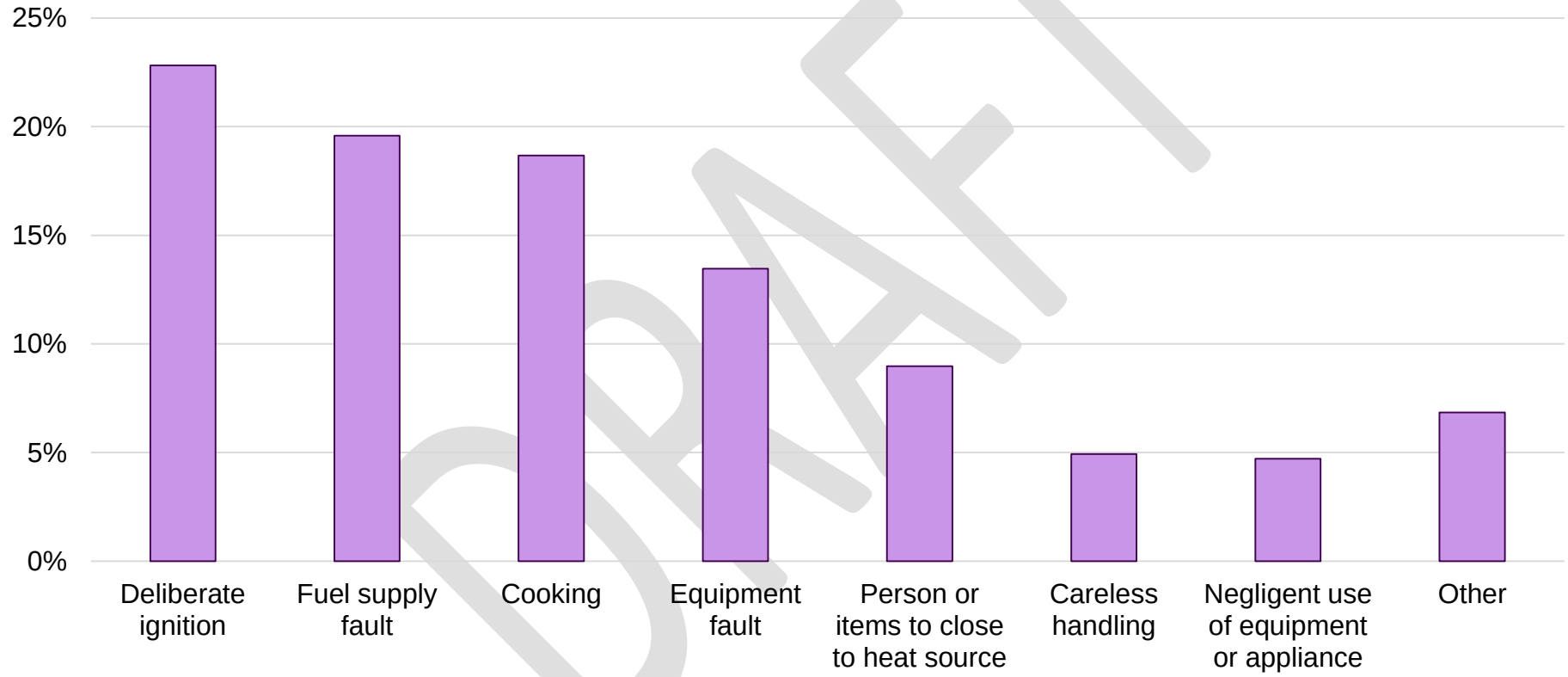
Pre-Covid-19 forecast based on the 10-year period from April 2009 to March 2020



The chart above chart shows data for the four high level categories of primary fire attended: dwelling, other building, road vehicle and outdoor location. For the years 2015/16 to 2020/21 the actual number recorded is shown. For the years 2020/21 to 2026/27 a forecast is shown depicting the precited performance in future. The forecasts are based on 11-years of historic data, from April 2009 to March 2020. We have excluded the 2020/21 financial year from our calculations as the COVID-19 pandemic had an exceptional effect on some

of our incident levels.
The forecasts indicate that we are likely to see a continuation of the downward trend in dwelling fires, while primary fires in other buildings, vehicles and outdoor locations are likely to remain at a relatively consistent level. This information helps us to understand what our future operational demand may look like.

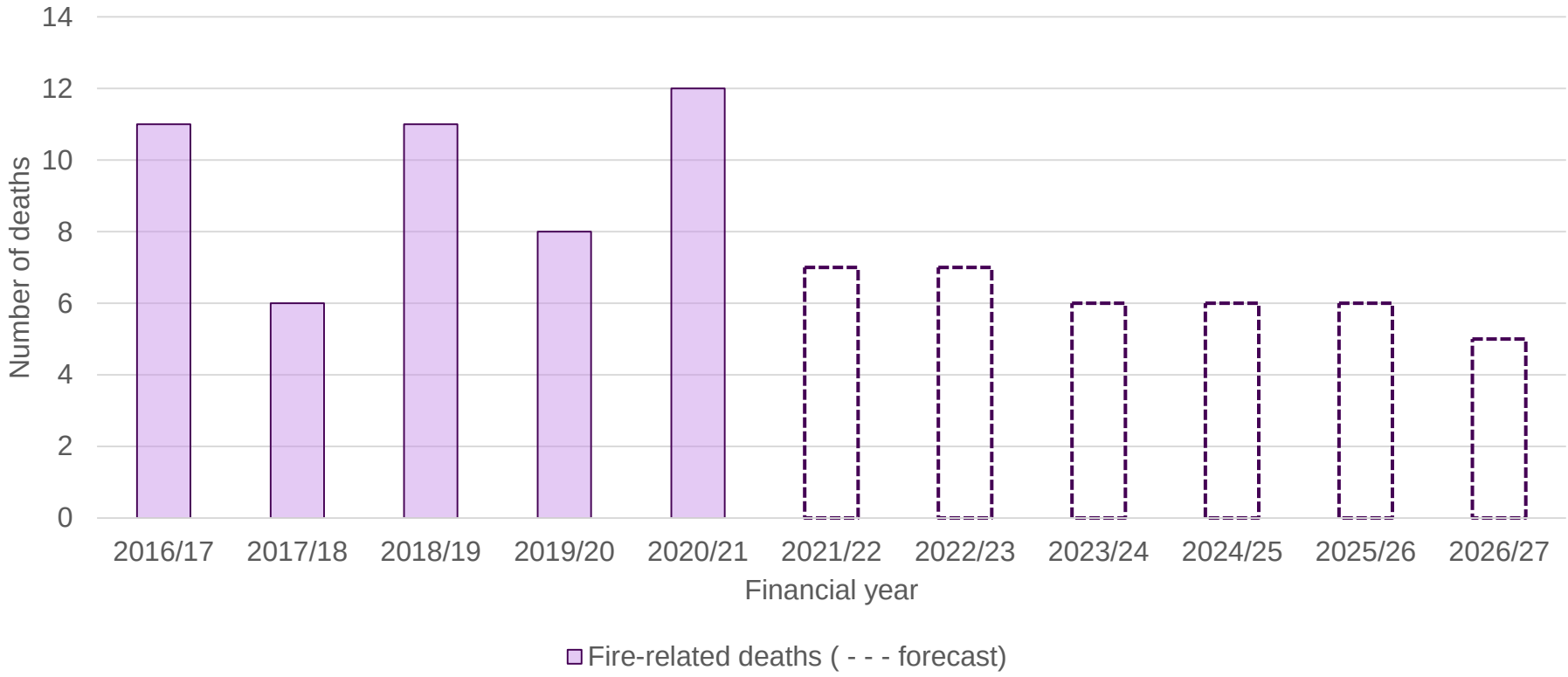
Proportion of primary fires attended by main cause, April 2016 to March 2021
Includes incidents where a specific main cause category has been identified



The chart above shows the proportion of primary fires attended by the main cause of the fire for the period April 2016 to March 2021. Deliberate ignition, faulty fuel supply and cooking being the most prevalent.

Number of fire-related deaths in our area, including forecast to 2026/27

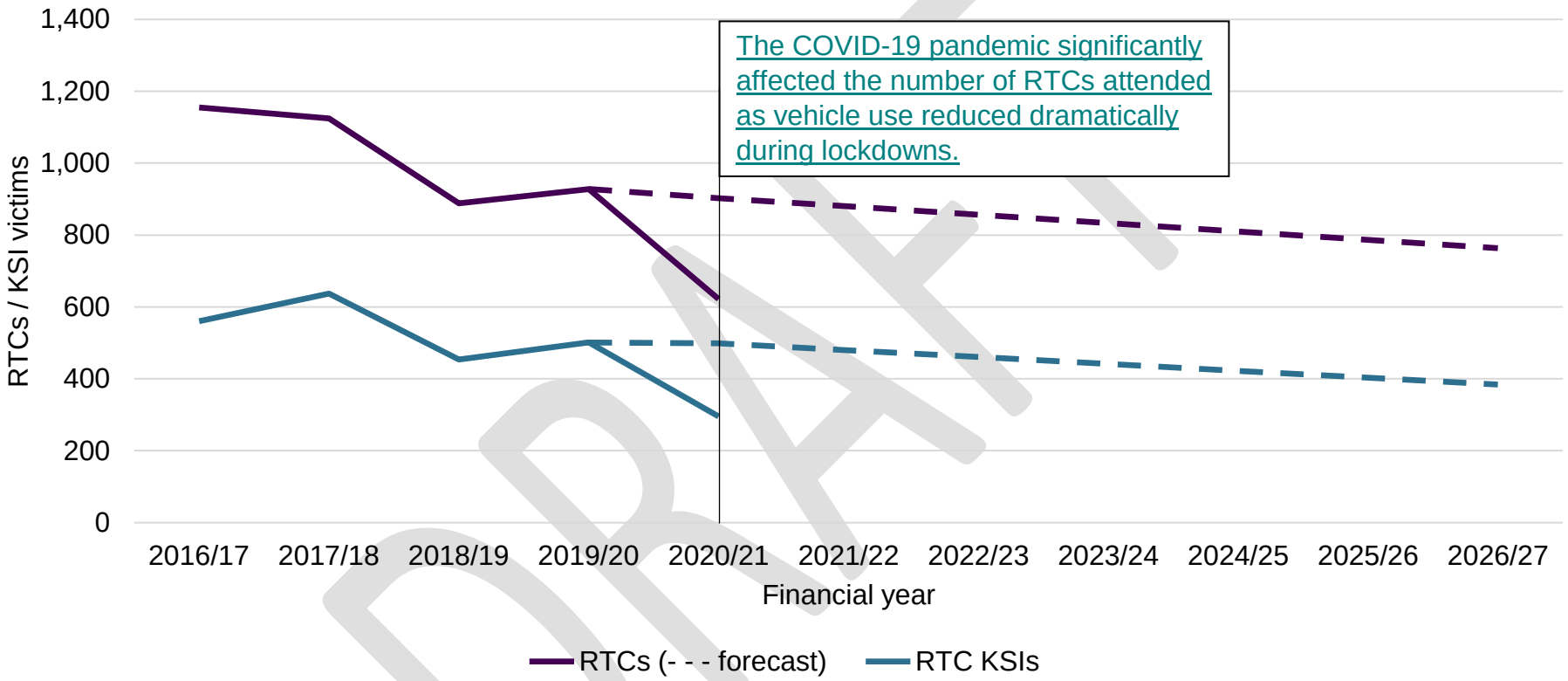
Pre-Covid-19 forecast based on 11-year period from April 2009 to March 2020.



The chart above shows the number of fire related deaths for each financial year for the period 2016/17 to 2020/21. For the period 2021/22 to 2026/27 a forecast of fire related deaths is show. The forecast is consistent and shows the number of predicted deaths to be in the seven to five range in the coming years.

Number of RTCs attended and KSI victims, including forecast to 2026/27

Pre-Covid-19 forecast based on 10-year period from April 2009 to March 2020



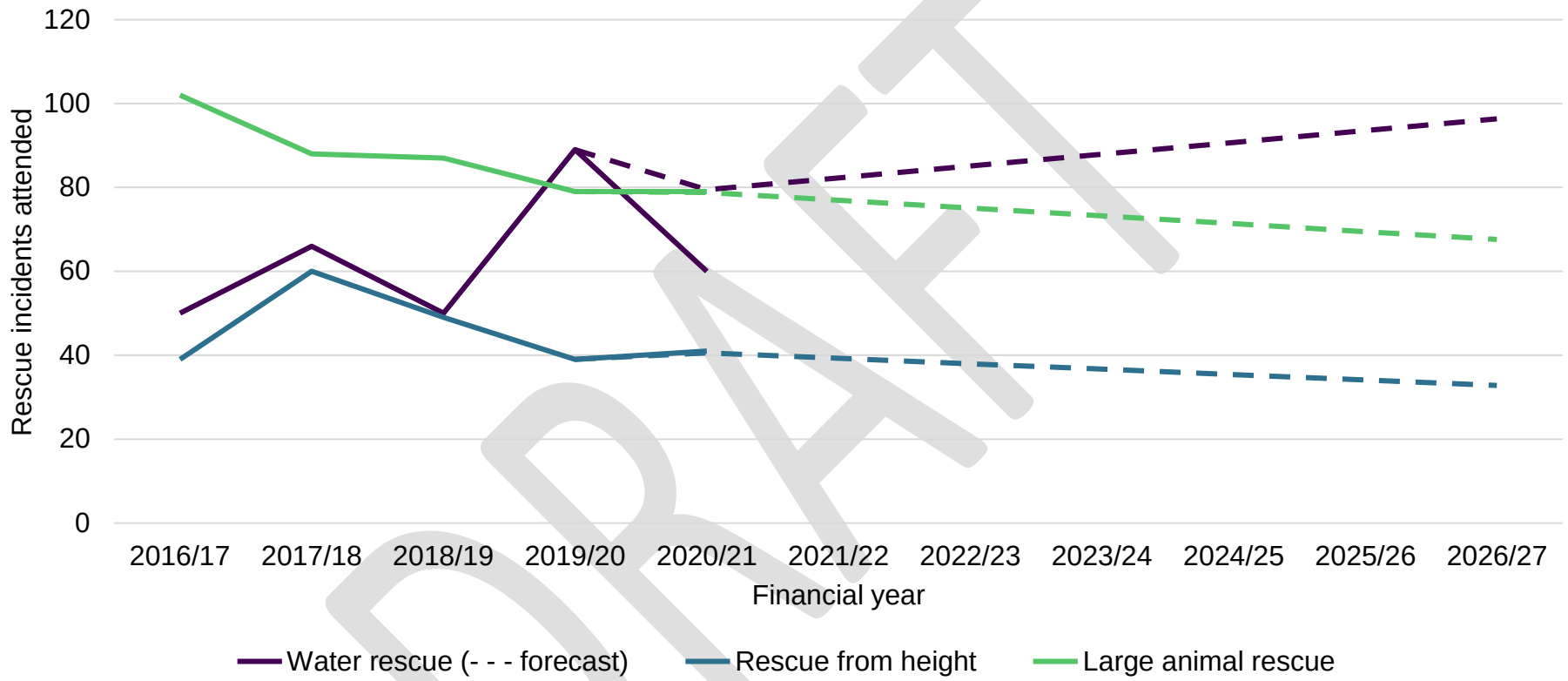
The chart above shows the number of road traffic collisions attended and the number of people killed and seriously injured per financial year. For the years 2016/17 to 2020/21 the actual number recorded is shown. For the years 2020/21 to 2026/27 a forecast is shown depicting the precited performance in future.

[11]

[11] KSI – Killed or seriously injured (requiring hospital treatment) victims at incidents we attended based on our understanding at the point the incident concluded.

Number of specialist rescues incidents attended, including forecast to 2026/27

Pre-Covid-19 forecast based on five-year period from April 2015 to March 2020

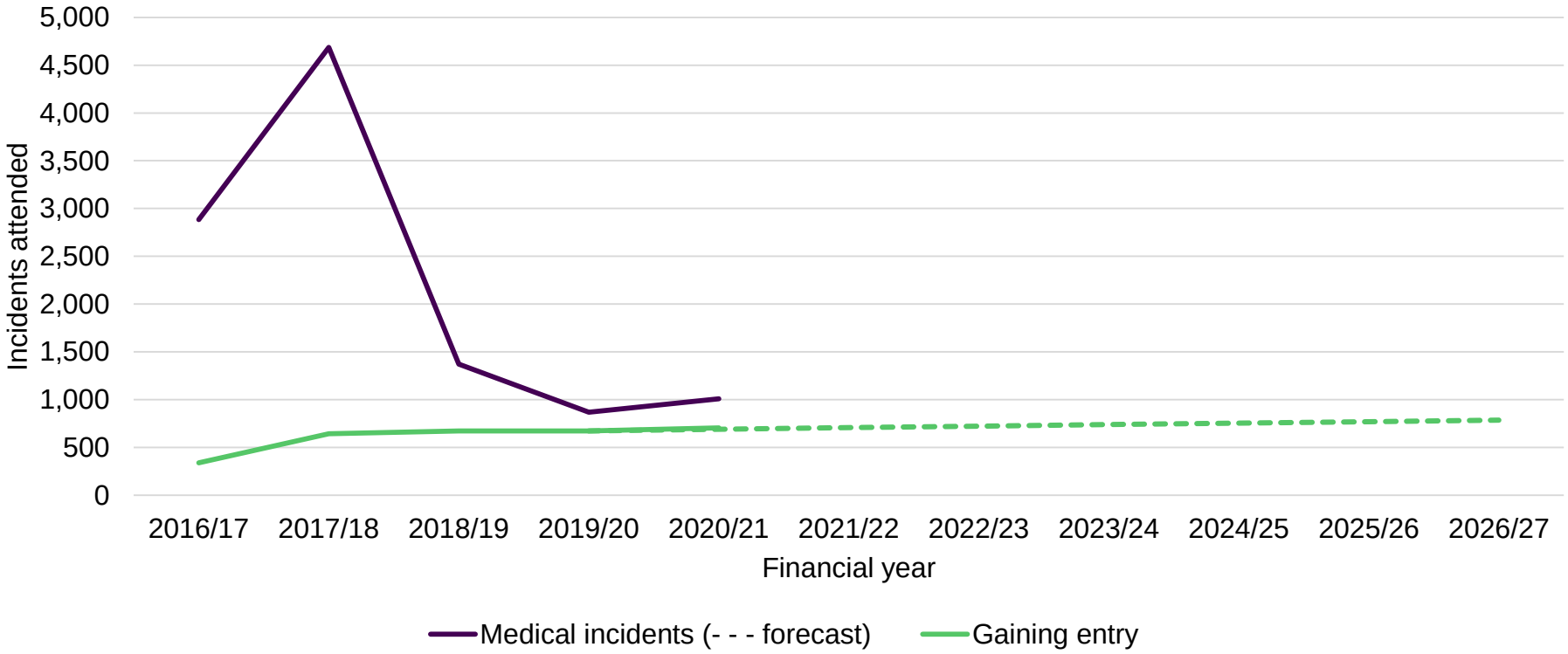


The chart above shows that water rescue incidents have seen an upward trend since from about in 50 incidents in 2016/17 to about 90 incidents in 2019/20 and this is forecast to continue. Rescues from height incidents have generally seen a downward trend from about 60 incidents in 2017/18 this is forecast to continue to fall to less 40 incidents per year by 2026/27. Large animal rescue incidents have fallen from more than 100 in 2016/17 to less than 80 in 2020/21 this trend is forecast to continue.

Number of medical related incidents attended, including forecast to 2026/27

Medical pre-Covid-19 forecast unavailable due to changes in policy

Gaining entry pre-Covid-19 forecast based on three-year period from April 2017 to March 2020



The chart above shows that the number of medical incidents attended peaked at over 4,500 in 2017/18 and fell to just 1,000 in 2020/21. Gaining entry incidents have consistently between 600 and 700 a year since 2017/18 and are forecast to rise steadily.

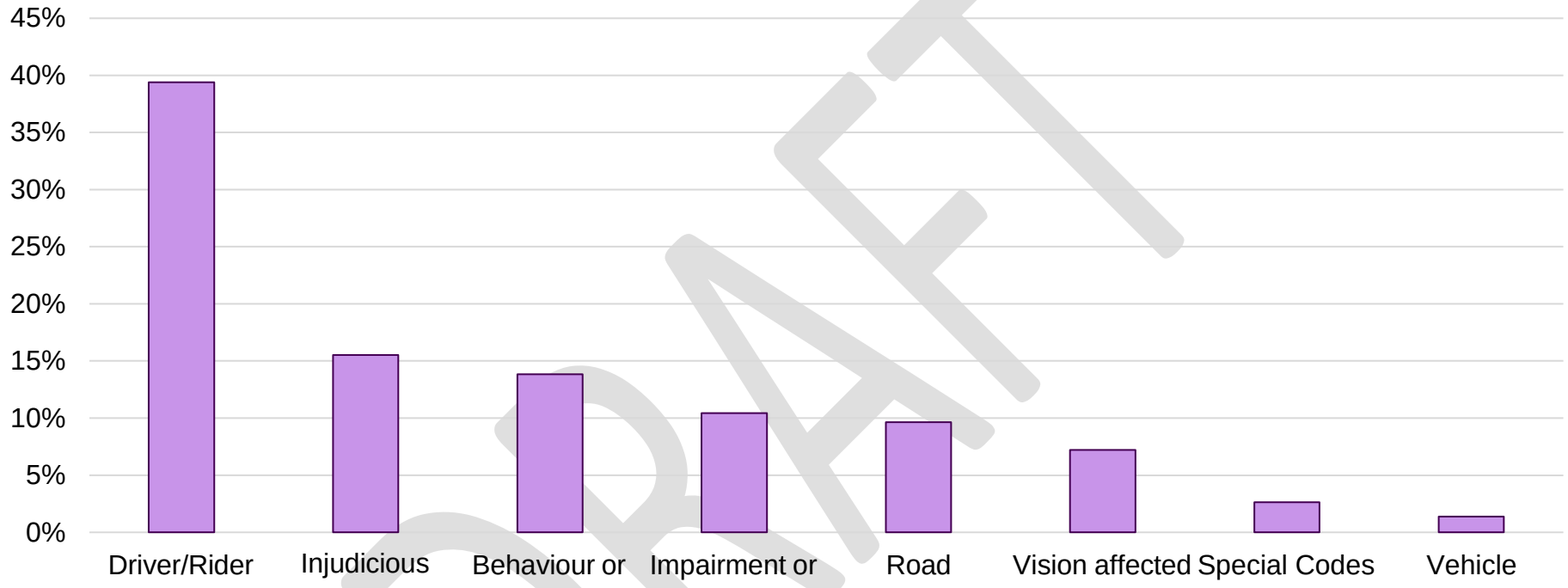
12

[12] Gaining entry are predominantly incidents where we respond to support the ambulance service to enter a property were there is believed to be a risk to life due to a medical issue

[13] Detailed analysis of fires attended by fire and rescue services, England, April 2020 to March 2021 - GOV.UK (www.gov.uk)

Proportion of RTCs by contributory factor, South West England, April 2015 to March 2020

Source: Department for Transport data table - RAS50012: Contributory factors for accidents by English region and country



The chart above shows that almost 40% of RTCs have “Driver/Rider error or reaction” as a contributory factor and about 15% of RTCs have “Injudicious action” as a contributory factor. The only contributory factors present in above 10% of RTCs are “Behaviour or inexperience” and “Impairment or distraction” which are also human factors.

Primary fires risks identified

Dwelling fires: most fire-related deaths and injuries occur when there is a fire in a home, so we need to make sure that we are working effectively to reduce the number of fires and limit their severity when they do happen.

Evidence from national and local studies suggests that, while the overall risk of fire in the home is low, some people are at greater risk from fire than others. We undertake research and analysis to identify the lifestyle and environmental factors that are most commonly associated with fires and related deaths and injuries.

We understand from our recent survey that our communities are concerned about increases in housing stock. The Office for National Statistics estimates that by 2025 the population of Devon and Somerset will have increased by 5%, and that by 2043 it willhave increased by 14%[3]. We are expecting to see more than 78,000 new homes built in our two counties by 2031[4], with most of this development focused around urban areas.

The Home Office publication *'Detailed analysis of fires attended by fire and rescue services, England, April 2020 to March 2021'* states "by combining Incident Recording System (IRS) and English Housing Survey data, Home Office statisticians have calculated that you are around eight times more likely to die in a fire if you do not have a working smoke alarm in your home.". [13]

High-rise building fires: Seventy-two people died after a fire engulfed Grenfell Tower, a west London residential high-rise building. More than 200 firefighters and 40 fire engines responded to the fire, and 151 homes were destroyed in the building and the surrounding area.

The fire has impacted nationally on fire services' prevention, protection and emergency response arrangements, and will continue to do so as lessons are learnt, and recommendations from both the public inquiry and Independent Review of Building Regulations are implemented.

Large commercial, industrial and agricultural fires: these incidents can pose significant societal, economic and environmental risks to our communities and can require large numbers of our resources, meaning that they may not be available to respond to other incidents.

While the life-risk at these incidents is generally lower than at dwelling fires, undertaking firefighting activity in large and often complex buildings can pose a risk to our firefighters.

[3] Office for National Statistics mid-year population estimates
[4] Office for National Statistics household projections for England

Hospitals and residential care home fires: while the likelihood of a significant fire in hospitals, residential homes and other health care acute services[5] is low, the potential severity of an incident in a setting that accommodates many people with greater levels of vulnerability due to health and wellbeing issues is high. The buildings are often large and complex and our response can be challenged due to hazardous materials and processes that may be present.

Hotel and guest house fires: similar to hospitals and residential care homes, hotels and guest houses have the potential for significant loss of life in the event of fire. This is largely because many people are sleeping in an unfamiliar environment and are likely to be less aware of the layout of the building.

Heritage building fires: losing any historic building or landscape to fire, storm or flood would be a significant loss to local, and in some cases national or even international heritage. The effects can be far reaching, including loss of unique features and irreplaceable art, and the economic impact on local communities.

Fires on-board vessels: although the Service does not have an offshore firefighting responsibility, we do have a duty to respond to fires in vessels alongside (next to land). These incidents can be hazardous because of the way vessels are constructed. Getting in and getting out is difficult, and fire can spread easily by conduction through metal bulkheads and air handling machinery.

Fighting fires and attending other emergency incidents is inherently dangerous. We need to ensure that we assess the risks faced by our staff and introduce control measures to reduce the risks as much as possible. We will continue to carry out operational assurance and learning to understand significant risks, providing our firefighters with access to a suite of guidance and risk information when attending incidents.

Equality impacts

Research and information indicates some additional considerations in relation to fire risk. *'An investigation into accidental fatal firesin the South West of England' Report (2013-17)* identified eight characteristics which increase the likelihood of fire death: mental health issues, alcohol use, drug use, smoking, poor housekeeping, limited mobility, living alone and low income. Certain groups of people are more likely to face these challenges than others. For example, elderly people are more likely to have limited mobility andlive alone – over half of victims in dwelling fires live alone.

Devon and Somerset have a growing and ageing population, with one in four of the 1.8 million residents aged 65 years or over[8].

We expect to see greater numbers of older people living with some form of impairment, many of whom will be living alone and in relative isolation given the rural nature of much of our area. (54% of the victims of fires in the home live alone, making it the most common factor.)

[5] www.cqc.org.uk/guidance-providers/regulations-enforcement/service-types#acute-services

Over the next 20 years the population of Devon and Somerset is likely to change, with the office for national statistics estimating that by 2025 the population will have increased by 5% and that by 2043 it will have increased by 14%[9].

Communities look very different across our counties and includes complex patterns of urban and rural deprivation across our service area. We know that the 10% most deprived areas have rates of fire nearly six times higher than those in the least deprived areas.

Deprivation consists of more than just poverty. Poverty is not having enough money to get by on whereas deprivation refers to a general lack of resources and opportunities. Pay inequality, poorer health outcomes and unemployment are a good indicator of the level of risk of fire in the home. Those with a lower income tend to live in areas of deprivation, where the likelihood of a fire in their home is higher than those living in less deprived areas.

Low quality or older housing doesn't tend to have the same advantages as modern homes with fire safety features, such as fire doors and hard-wired alarm systems. Other factors such as rising house prices and the prevalence of second homes in some areas can increasingly push people on lower incomes into poorer quality housing. Private rented homes are more likely to be damp, less likely to have at least one working smoke alarm and were more likely to contain hazards such as infestations and electrical dangers that pose a risk to life. Poorer health outcomes from behaviours such as smoking or substance misuse also tend to be higher in these areas, leading to an increase in the causes of fire such as smoking in bed or leaving appliances unattended. The most deprived areas in our Service are concentrated around Plymouth, Torbay and Sedgemoor.[10]

Although we have a lot of information about how age or disability and fire risk are linked, certain characteristics like ethnic background, English as a second language, sexuality and religion, are not routinely captured within the data recorded and analysed by the Service. We need to capture and analyse more data and review our prevention, protection and response interventions to ensure that our services meet the needs of everyone and that no one is disadvantaged.

To ensure we serve all those in our communities and provide equal access to our services, we consider the makeup of our communities when making decisions and developing prevention interventions and engagement opportunities.

An Equality Impact Assessment of this draft Community Risk Management Plan 2022-2027 is published alongside this plan.

[8] Office for National Statistics mid-year population estimates
[9] Office for National Statistics mid-year population estimates
[10] https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019

Action – what we will do to reduce the risks faced by our communities

The following actions will be undertaken to mitigate the risk anticipated by 2027 to better protect the public.

The Service is committed to four strategic priorities:

Strategic priority 1 - Our targeted prevention and protection activities will reduce the risks in our communities, improving health, safety and wellbeing and support the local economy.

Strategic priority 2 - Our operational resources will provide an effective emergency response service to meet the local and national risks identified in our Integrated Risk Management Plans.

Strategic priority 3 - Our Service is recognised as a great place to work. Our staff feel valued, supported, safe and well-trained to deliver a high performing fire and rescue service.

Strategic priority 4 - We are open and accountable and use our resources efficiently to deliver a high performing, sustainable service that demonstrates improving public value.

Priority 1: Our targeted prevention and protection activities reduce the risks in our communities, improving health, safety and wellbeing, and supporting the local economy.

We will continue to do the following.

- Deliver home safety visits to those most at risk of fire, raising their awareness, developing escape plans, fitting smoke alarms and providing a range of other safety equipment including misting systems and sprinklers.
- Engage with residents providing prevention advice and education.
- Work with partnership organisations to raise awareness of the services we provide and reduce risks such as wildfire, road safety and fires on vessels.
- Engage in national projects looking at changes to fire safety legislation to ensure we deliver a protection service that is aligned to changing national standards.
- Work with business owners and responsible persons to ensure they comply with fire safety regulations by:
  - carrying out fire safety checks and audits
  - working with local authority partners and carrying out operational risk inspections at the highest risk sites
  - providing advice and guidance on the issues and measures they can take to prevent false alarms, During 2019/20 false alarms accounted for 38% of the incidents that we attended – having the potential to draw resources away from higher life risk incidents like fires and road traffic collisions
  - responding to concerns about fire safety in buildings from partner agencies, members of the public and operational firefighters.
- Use a range of data to identify high risk and high priority buildings and to inform our risk based inspection programme, always aiming to improve the accuracy of the information used.
- Address the risks identified following the Grenfell Tower fire. We formed a specialist high rise building team in 2020, working closely with partners in local authorities and other housing providers to improve safety in these buildings, such as promoting the use of sprinklers.
- Continue to support national and local campaigns to raise awareness, provide advice and reduce risk.
- Act as a key consultee in building regulations applications.

What we plan to do:

- Further define our community safety campaigns to make sure we have a clear annual set of campaigns to influence people taking safer actions to prevent incidents, promote home fire safety visits, reinforce the benefits of smoke detectors, domestic

sprinklers, mist suppression systems, and advise about what to do during an incident.

- Enhance our efforts to communicate road safety messages to those most at risk to reduce death and injury.
- Review the effectiveness of our road safety education events and initiatives, delivered across Devon and Somerset in collaboration with partners including Learn to Live, Survive the Drive, Biker Down and My Red Thumb.
- Increase communication campaigns to educate building owners about the impact of false alarms on the fire service and their business.
- Work with those who are responsible for flood defence planning to support flood prevention effort using our experience in responding to water rescue and flood incidents.
- Engage closely with planning authorities to ensure that the housing growth includes domestic sprinklers or/water mist suppression systems in high risk housing to ensure that these buildings are safer for people.
- Improve our use of data and intelligence to more effectively target those people most at risk of fire with home safety visits.
- Improve our learning from serious incidents to identify how we can improve our community safety work
- Increase our work with partners to help communities prepare themselves for severe weather events, by providing training and storage for equipment.

Priority 2: Our operational resources provide an effective emergency response to meet the local and national risks identified in this plan.

What we will continue to do.

- Ensure we have the right fire engines and equipment in the right place at the right time to match the risks faced by communities.
- Develop tactical plans specific to individual sites, which set out the right number and type of operational resource (such as water supplies), salvage plans and how we work with the owner (or custodian) and other emergency services to deal effectively with the incident.
- Invest in our fleet and equipment strategy ensuring that our fire engines, special appliances and equipment meet modern standards for efficiency and meet the risks identified in communities.
- Invest in our information and communications technology to ensure we are able to support the delivery of front line services.
- Increase our work with partners to provide life-saving water safety equipment at locations with a high number of drownings, similar to the work carried out at Exeter Quay in 2021 to provide reach poles and throw lines.
- Work with partners in local resilience forums to plan and co-ordinate multi-agency responses to major incidents, severe weather and national emergencies
- Have a working at height and confined space capability at key stations located across our Service area.
- Continually review operational procedures in line with national guidance and best practice to improve and refine our response to commercial, industrial and agricultural fires.
- Develop our team of hazardous material and environmental protection advisers (HMEPA) ensuring that they are trained and equipped to identify hazardous materials present at incidents, assess the risk posed by those materials and advise the incident commander.
- Investigate fires to identify probable causes and support police where arson is suspected.
- Support the provision of high volume pumping equipment for use in local and national flooding.
- Support the National Resilience Capabilities Programme which can provide support across the country in the case of a national emergency.
- Provide emergency medical response in support of the ambulance service to communities through our co-responding stations.
- Improve our operational assurance process to ensure that we learn from incidents and continue to improve.

What we plan to do.

- Use our new Management of Risk Information (MORI) system to better provide accurate, relevant and timely information to operational crews responding to incidents.
- Review the location and type of specialist appliances, equipment and capabilities to ensure that resources are matched and prioritised to risk, and to explore opportunities for collaboration.
- Review specialist vehicles and equipment used at RTCs to ensure that we have the right capability and are in the right locations rightlocations to provide an effective operational response.
- Improve our off-road capacity by introducing all-terrain vehicles with firefighting capability
- Review the use of environmental protection units (EPUs) at incidents involving hazardous materials and chemical spillagesto ensure that they are correctly located and provide the capability needed to deal with incidents effectively.
- Review how we respond to gaining entry requests in support of the police and ambulance service to ensure that we are providing this service efficiently.
- Review how we assist the ambulance service to move extremely overweight patients in emergency situations to ensure the best use of resources and the best outcome for patients.
- Review and introduce new capabilities to deal with incidents in high-rise buildings. For example the smoke hoods we now carry on fire engines to assist evacuation in smoke filled escape routes.
- Review our flood response capability to ensure that our resources are matched to risk and need.

Priority 3: Devon and Somerset Fire and Rescue Service is recognised as a great place to work: our staff feel valued, supported, safe, and well-trained to deliver a high performing fire and rescue service.

What we will continue to do.

- Improve staff safety through continuous improvement.
- Provide staff with access to counselling and mental health support services.
- Carry out operational exercises to ensure that our staff are familiar with the risks and are able to practice procedures.
- Develop and train specialist responders for terrorist incidents.
- Train and exercise our operational crews and commanders to deal with large scale multi-agency incidents using the Joint Emergency Services Interoperability Programme (JESIP) principles.
- Develop our specialist officers (water incident managers) trained to deal with flood incident management.
- Carry out exercises to test our business continuity plans.

What we plan to do

- Provide occupational health screening and defusing to support the wellbeing of staff who have been involved in traumatic incidents.
- Further develop our defusing service, which helps staff to mentally recover from traumatic incidents, to cover suicide-related incidents.
- Evaluate the training of operational crews, who have an identified risk in their area, in maritime firefighting techniques and procedures.
- We will enhance our 'Safe to' approach to encourage psychological safety so that we can learn from our experiences and generate a culture of constructive challenge at all levels.
- Review, update and improve policies, procedures, training, specialist advice and equipment to support operational crews in successfully resolving hazardous materials incidents.
- Create a more diverse workforce and engage communities to help us do this
- Develop a people strategy to support us

Priority 4: We are open and accountable, using our resources efficiently to deliver an effective, sustainable service that demonstrates improving public value.

What we will continue to do**.**

- Work in collaboration with partners in other public sector organisations and neighbouring services, to address multiple risks across legislative boundaries.
- We will continue to carry out operational risk inspections at the highest risk sites upto 15km cross-border] .
- Tailor our approach to enable us to identify those most in need of our support and to deliver services that meet their needs effectively.
- Work in partnership with neighbouring fire services to cope with high numbers of calls during extreme flooding events.
- Continually review our business continuity plans to ensure minimum impact on the delivery of our services should a business continuity event happen.

What we plan to do.

- Our Environmental Strategy sets out how we plan to reduce our impact on the environment. We aim to reduce our impact on theenvironment and deliver efficiency savings from improved practices.

- Invest in our estate ensuring that our buildings meet modern standards for energy efficiency and have suitable training facilities for operational crews to maintain their competence.
- Capture more data to inform our learning, enabling us to consider the impact on individuals and communities and to refine the range and depth of our services.
- Engage more with community groups, businesses and through established networks. We will carry out effective and meaningful engagement activities with our staff, partners, wider stakeholders and communities by offering a range of opportunities for them to get actively involved, have their say and work with us to help shape and improve the service we provide.
- Increase our focus on equality of access to our services, recognising the diversity of our communities.
- Share resources widely with emergency, local authority and public health partners and seek to learn from commercial partners.
- Following repeated attendance at unwanted fire alarms, we will explore options to reduce the costs to the Service.
- We will review and evaluate our approach to reducing unwanted fire alarms.

Resources available

The Service receives funding each year from a combination of local taxation business rates (NNDR) and council tax (precept) as well as receiving central government grants. This funding is used to pay for our day-to-day expenses such as our workforce, fuel, heat and light, and to provide the systems, resources and infrastructure needed to support our services.

Total funding as of 2020/21 of £74.2 million for the financial year 2020/21 from the following sources.

- Council tax £54.8 million
- Non-domestic business rates £13.0 million
- Central government grants £6.4 million

There are also financial reserves to help pay for specific projects and to reduce the amount we need to borrow.

- The total net cost of running Devon and Somerset Fire and Rescue Service for the 2020/21 financial year is £74.2 million, which equates to approximately £41 a year per person. These costs cover:Workforce £66.2 million
- Premises and fleet £7.4 million
- Other £13.5 million
- *Income (such as grants for special operations or radio*) *£12.9 million*

The Service continues to make affordable and sustainable capital investments, such as the re-development of our estate and fleet.

The Service is required to deliver a balanced budget, meaning outgoings do not exceed income. We will use the resources available in the best way to minimise the impact of risk to our communities. Further information about spend, including the medium term financial plan[14] is on our website.

[14] https://beta.dsfire.gov.uk/about-us/what-we-spend

Measuring and evaluating impact

The Service provides performance information on our website[1] and Authority committees scrutinise performance as does the fire service inspectorate (HMICFRS). We have also agreed an evaluation framework that is based on established good practice (College of Policing) and this is built into commissioning and portfolio management arrangements.

[1] https://beta.dsfire.gov.uk/About-us/our-performance

Consultation Process

The Service is seeking to understand the views of our communities, residents, businesses, staff and visitors, regarding this draft Community Risk Management Plan on behalf of the Authority.

This draft plan is now open to public consultation until Friday 14 January. At the end of the consultation period, the responses will beput into a findings report by an independent third party before being analysed by the Service in January and February 2022. The community plan will then be updated where appropriate.

The final plan will be presented to Authority members so they can make an informed decision when approving the final Community Risk Management Plan at the full meeting in early 2022.

The Community Risk Management Plan needs to be agreed and in place in April 2022.

Please read this plan and complete the questions on page XX / or link.
Need the document in another format or language? Call us on XX or email XX

Consultation questions: Community Risk Management Plan

The Service has undertaken an analysis of risk (link/ page reference). The Service has also explained what we're doing about them (link/ page reference). We'd like to know to what extent you agree or disagree with the following statements.

1. The Service has identified all of the major risks it is responsible for.
2. The activities the Service continues to and proposes to deliver are appropriate to the identified risks.

3. Please use this space if you would like to make any comments about the risks or the current and proposed activities to help explain your answer. (FREE TEXT)

We have conducted an equalities analysis (available as an appendix (link/ page reference)) to ensure that our proposals do not create disadvantage. To what extent do you agree or disagree with the following statement?

4. The activities the Service continues to and proposes to deliver do not affect me or anyone else more positively or negatively than other people.

5. Please use this space if you would like to make any comments to help explain your answer. (FREE TEXT)

6. If you have any other comments about the draft Community Risk Management Plan please tell us here. (FREE TEXT)

Precept feedback 2022/23

Devon and Somerset Fire and Rescue Authority is considering its council tax charge for 2022/23. The current charge is £90.00 a year for a Band D property.

We provide 83 local fire stations across Devon and Somerset and employ almost 2,000 staff, helping to keep the 1.8 million people who live here safe. On average, we attend about 15,700 incidents every year and provide home safety advice to over 18,000 households. Incidents we attend include flooding, road traffic collisions, fires and other emergencies.

The total net cost of running Devon and Somerset Fire and Rescue Service for the 2020/21 financial year is £74.2 million, which equates to approximately £41 a year per person.

The Service is required to deliver a balanced budget, meaning outgoings do not exceed income. We will use the resources available in the best way to minimise the impact of risk to our communities. Further information about spend, including the medium term financial plan[14] is on our website.

To what extent do you agree or disagree that Devon and Somerset Fire and Rescue Service provides value for money?

To what extent do you agree or disagree that it is reasonable for the Authority to consider increasing its council tax charge for 2022/23?

What level of increase would you consider is reasonable for the Authority to increase its element of the council tax charge by?

- No increase
- 1% (An increase of XX a year for a Band D property, increasing the total charge to £XX)
- 1.99% (An increase of £XX a year for a Band D property, increasing the total charge to £XX)

Is there anything that you would like to tell us about the precept? (FREE TEXT)

About you:

We want to ensure that we speak to a cross-section of people during this consultation and identify any themes which may have influenced the answers we have received. You do not have to answer these questions if you don't want to. They are anonymous and will not be used to identify you.

1. I am answering as a:

- Resident
- Business
- Member of staff (support / operational options)
- Organisation with a partnership agreement or stakeholder
- Council, councillor or MP
- Other (PLEASE EXPLAIN)

2. Please select the description that best describes the area where you live
- Rural
- Urban
- Coastal
- Other (PLEASE EXPLAIN)

3. Please tell us the first part of your postcode. For example if your postcode was EX3 0NW you would write EX3.

4. What type of accommodation do you live in? (please select all that apply)
- Homeowner
- Tenant
- Student accommodation
- Thatch
- Listed
- Shared accommodation
- Other (please explain)

5. Which of the following age ranges do you fall into?
- Under 16
- 17-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65-74
- 75-84
- 85+
- Prefer not to say

6. Do you identify as:
- Female
- Male
- Non-binary
- In some other way (please explain)
- Prefer not to say

7. Which of the following best describes your sexual orientation?
   - Straight or Heterosexual
   - Gay or Lesbian
   - Bisexual
   - Other sexual orientation (please explain)

According to the Equality Act (2010), a person is disabled if they:

- have a physical or mental impairment, and
- the impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities.

8. In relation to the definition of disability above, do you consider yourself to be disabled?

- Yes
- No
- Prefer not to say

Conditional question: If yes, what type of disability do you have?

- Physical disability
- Learning disability
- Loss of sight or hearing
- Other (please explain)

9. Do you have any caring responsibilities?

- Yes
- No
- Prefer not to say

10. How do you describe your national identity?

a. English
b. Welsh
c. Scottish
d. Northern Irish
e. British
f. Other (please describe)

11. What is your ethnic group?

Choose one option that best describes your ethnic group or background

White

1. English/Welsh/Scottish/Northern Irish/British
2. Irish
3. Gypsy or Irish Traveller
4. Any other White background, please describe

Mixed/Multiple ethnic groups

5. White and Black Caribbean
6. White and Black African
7. White and Asian
8. Any other Mixed/Multiple ethnic background, please describe

Asian/Asian British

9. Indian
10. Pakistani
11. Bangladeshi
12. Chinese
13. Any other Asian background, please describe

Black/ African/Caribbean/Black British

14. African
15. Caribbean
16. Any other Black/African/Caribbean background, please describe

Other ethnic group

17. Arab
18. Any other ethnic group, please describe

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Strategic Risk Analysis

(Supporting the Community Risk Management Plan 2022-2027)

The Fire and Rescue National Framework for England requires each fire and rescue service to prepare an Integrated Risk Management Plan (IRMP). We name our IRMP the Community Risk Management Plan (CRMP) and it is an overview of how we will align our services to keep people safe from fire and rescue-related risks by balancing our resources across Prevention, Protection and Emergency Response. The CRMP is framed by our statutory duties including those within The Fire and Rescue Services Act 2004,the Civil Contingencies Act 2004 and the Regulatory Reform (Fire Safety) Order 2005.

The CRMP planning process enables each service to assess foreseeable fire and rescue related risks in their area and to decide how to use resources in the most effective way to save lives, improve public safety and reduce emergency incidents. The planning is a continuous process with three main stages.

Stage 1 – identifying and assessing risk

To understand what risk looks like in Devon and Somerset we have reviewed data from partners at a local level as used national data sets, we have considered incidents attended in the past and forecasted future trends. We also asked people across Devon and Somerset about risk in their area, who they think is most at risk and what, if anything, they feel anxious about. This has helped us to better understand priorities and perceptions of risk and, where relevant, we will highlight this feedback throughout the CRMP.

Stage 2 - **managing and reducing risk**

We have assessed our current arrangements for managing each risk. We have also considered how we can work together with our communities and partners to continue to reduce the fire and rescue related risks over the next five years to keep everyone as safe as possible. We organise our work under three interrelated activities.

Prevention: preventing fires and other emergencies from happening in the first place.
Protection: The Service has a statutory duty to ensure that a range of buildings, other than private homes, comply with fire safety regulations.
Response: responding to and dealing with fires and other emergencies promptly, safely and effectively.

Stage 3 - **measuring performance and evaluating our impact**

We will monitor the impact of our activities so that we understand the most effective and efficient ways to manage the risks in our area. We will regularly report our performance so that our staff and those who live or visit our area can see how we are doing.

Performance measures help us understand how individual and collective efforts contribute to achieving our objectives, and how we might need to alter our activities.

Identification of risks

What are the risks? The table below gives a summary of the risks we have identified. On the following pages we explain these risks and how we are managing them.

Core operational activities and statutory duties	
Risk category	**Identified risks**
Fires	Dwelling fires High rise buildings Large commercial/industrial and agricultural fires Hospitals and residential care homes Hotels and guest houses Heritage property fires Fires on board vessels Secondary fires False alarms
Transport	Road traffic collisions
Hazardous materials	Hazardous materials sites and incidents (including responding to collapsed structures, bomb/terrorist attacks)
National risks	Major emergencies Resilience and business continuity
Other operational activities	
Risk category	**Identified risks**
Specialist rescues	Rescues from height and confined space Rescues from water Animal rescues
Environment and climate change	Severe weather events including flooding response and water rescue
Health and wellbeing	Medical response and health-related incidents

Identified risks and how we plan to reduce them

Risk category: fires

Risk identified: dwelling fires

Why is it a risk?

Most fire-related deaths and injuries occur when there is a fire in a home, so we need to make sure that we are working effectively to reduce the number of fires and limit their severity when they do happen.

Incident statistics

During the five-year period from April 2015 to March 2020[1], there were 1,108 fire-related deaths[2] in dwellings in England, including 31 within our service. This equates to 3.6 deaths per million residents within our service area compared to the average within England of 4.0 deaths per million residents.

There were 11,617 serious injuries[3] in dwelling fires in England, including 402 within our service area. While there has been a very slight downward trend in dwelling fire injuries nationally, there has been a slight upward trend in injuries in our service area. This equates to 46.2 serious injuries per million residents within our service area compared to the average within England of 41.8 serious injuries per million residents.

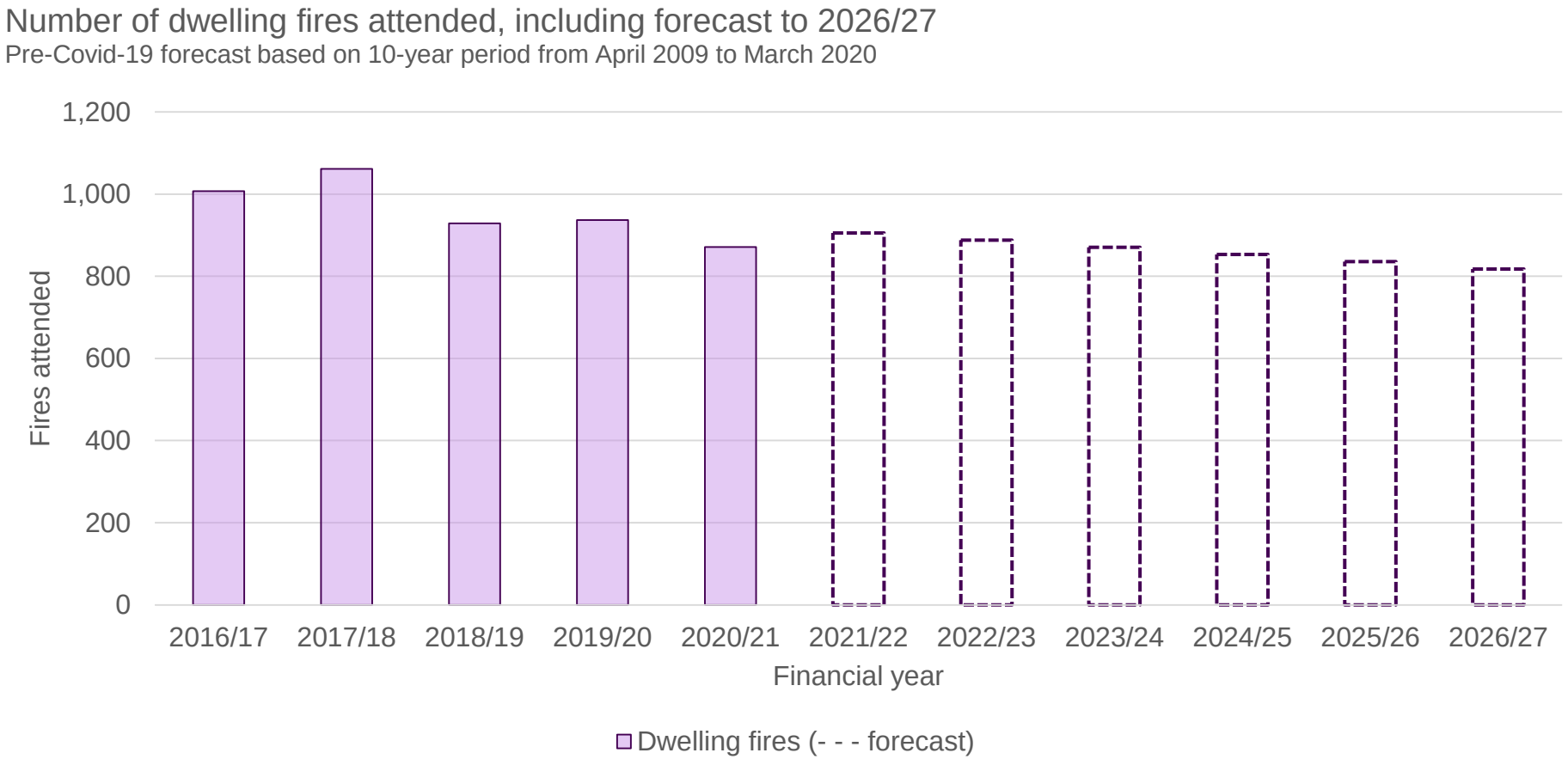
Over the same period, there were 150,645 in England, including 4,893 in our service area. There has been a downward trend both nationally and within our service area, with our forecast[4] indicating that this is set to continue.

[1] Based on pre-covid era from April 2015 to March 2020

[2] A fire death is reported when the cause of death is suspected or confirmed to be a direct result of the fire. Figures may be subject to change if a Coroner rules that a death that was suspected to be fire-related was caused by something other than fire.

[3] A serious injury includes any non-fatal victim that attended hospital in an ambulance because of the incident, the injury may not be as a direct result of the fire.

[4] Based on data submitted to the Home Office Incident Recording System April 2010 to March 2021 (pre-COVID). Note that there is a 95% confidence interval associated with the forecast.



Who or what is at risk?

Evidence from national and local[5] studies suggests that, while the overall risk of fire in the home is low, some people are at greater risk from fire than others. Common lifestyle, health and behavioural risk factors identified as being influential include:

[5] https://beta.dsfire.gov.uk/sites/default/files/2021-08/Themes%20in%20accidental%20fire%20deaths%202013-2017.pdf

- Living alone (over half of the people that die in dwelling fires in our area live alone)
- Challenges such as limiting long-term illness, mental health difficulties or mobility issues
- Misuse of alcohol or drugs (both prescription and illicit)
- Smoking
- Poor housekeeping, such as hoarding
- Not having a working smoke alarm (people that do not have a working smoke alarm are around eight times more likely to die in a dwelling fire[6])

We know that the factors above are often more prevalent in certain groups, for example:

- Older people are more likely to experience health and mobility issues
- People living in rented properties
- People living in areas with high levels of deprivation, including those with high levels of unemployment, crime and poor educational attainment

[6] https://www.gov.uk/government/statistics/detailed-analysis-of-fires-attended-by-fire-and-rescue-services-england-april-2020-to-march-2021/detailed-analysis-of-fires-attended-by-fire-and-rescue-services-england-april-2020-to-march-2021

Risk identified: high rise buildings

Why is it a risk?

Seventy-two people died after a fire engulfed Grenfell Tower, a west London residential high rise building. More than 200 firefighters and 40 fire engines responded to the fire. 151 homes were destroyed in the building and the surrounding area.

The fire has impacted nationally on fire services' prevention, protection and emergency response arrangements, and will continue to do so as lessons are learnt, and recommendations from both the public inquiry and Independent Review of Building Regulations are implemented.

The immediate aftermath of the fire saw a multi-agency response to both reassure residents and assess the fire safety of these buildings, based on national government guidance.

High rise buildings present a higher risk due to their construction and lengthy escape routes. This makes it harder to evacuate the building and can increase the complexity of the firefighting.

Incident statistics

National data on high-rise[7] fires is not readily available, however, during the five-year period from April 2015 to March 2020, there has been a slight downward trend in the number of fires within purpose-built flats over four storeys high[1], this has also been reflected in our service and our forecast suggests that this is likely to continue.

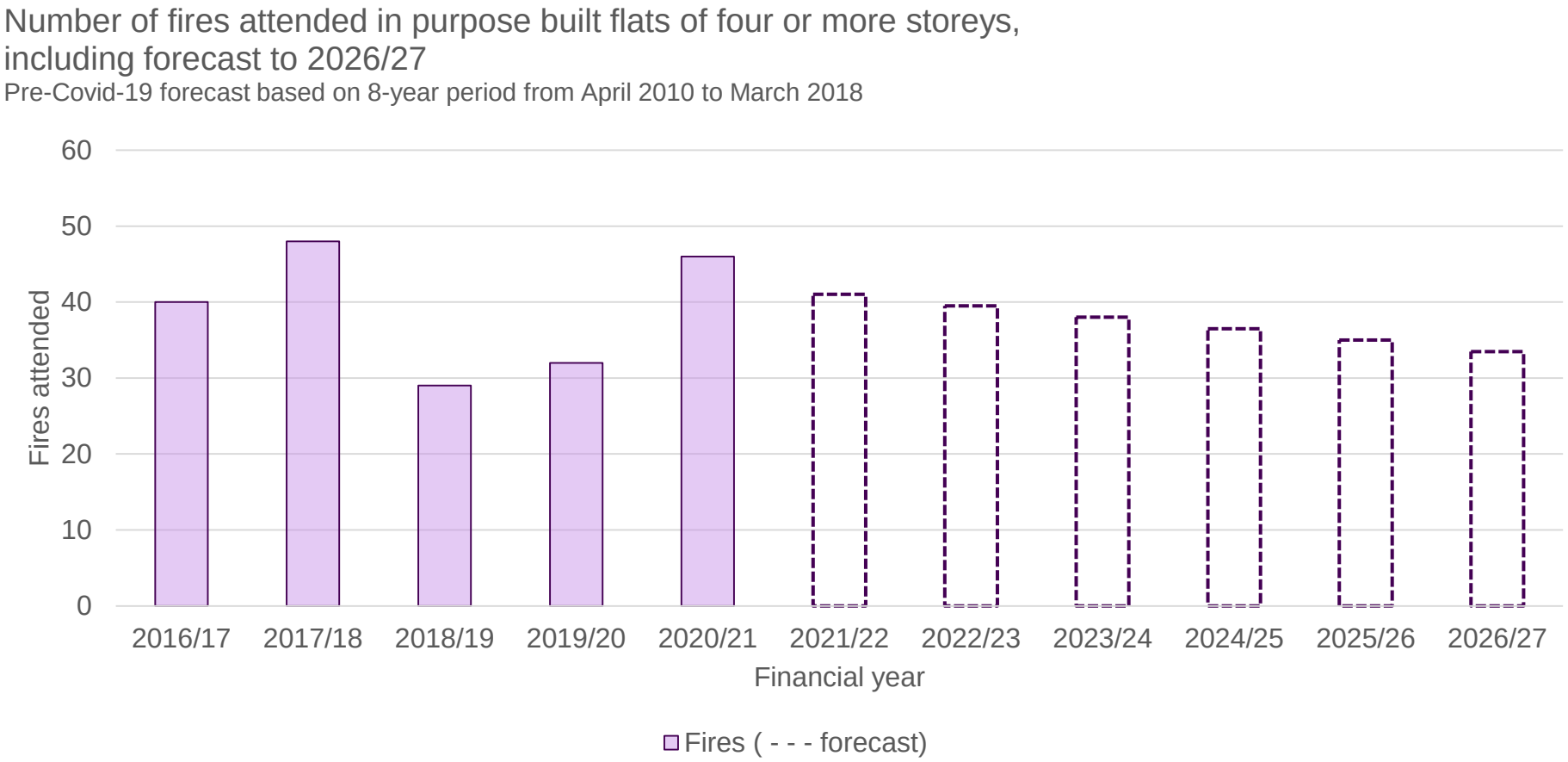
It is notable that in our service area, there was a distinct drop in these fires during 2018/19 and 2019/20, we think that it is likely that this is related to heightened awareness following the Grenfell Tower fire and the targeted intervention work that we undertook. As numbers appear to have increased to previous levels during 2020/21, our forecasting has excluded 2018/19 and 2019/20 as they appear to be exceptions.

Over the past five years, there have been 328 casualties[1] in purpose-built flats over four storeys in England, including 34 within our service area. Of the casualties within our service area, one was a fatality and 14 required treatments at a hospital.

[7] A high-rise building is defined as a building of more than 18 metres.

[1] Based on IRS dwelling types: Purpose Built High Rise (10+) Flats/Maisonettes, Purpose Built Medium Rise (4-9) Flats/Maisonettes

[1] Includes fatalities and injuries of any severity level



Who or what is at risk?

There are approximately 160 high rise buildings across our service area with the majority located in the urban areas of Plymouth, Exeter and Torbay along with the larger towns in the two counties.

Risk identified: large commercial, industrial and agricultural fires

Why is it a risk?

Business insolvency is at record levels across the UK. In 2019, 5,625 businesses closed in our service area (9.2 per cent of all enterprises). The impact of Covid-19 means that there is potential for arson and commercial fraud to increase[8]. The Association of British Insurers estimates that 29 per cent of all commercial fire claims in the UK can be considered as 'deliberate'.

Diversification in agriculture with more solar farms, battery storage and conversion of farm outbuildings into accommodation or light industrial units changes the risk of fire in rural locations.

Incident statistics

These incidents often require a significant amount of operational resource over a long period of time, on average lasting around five hours and requiring six fire engines.

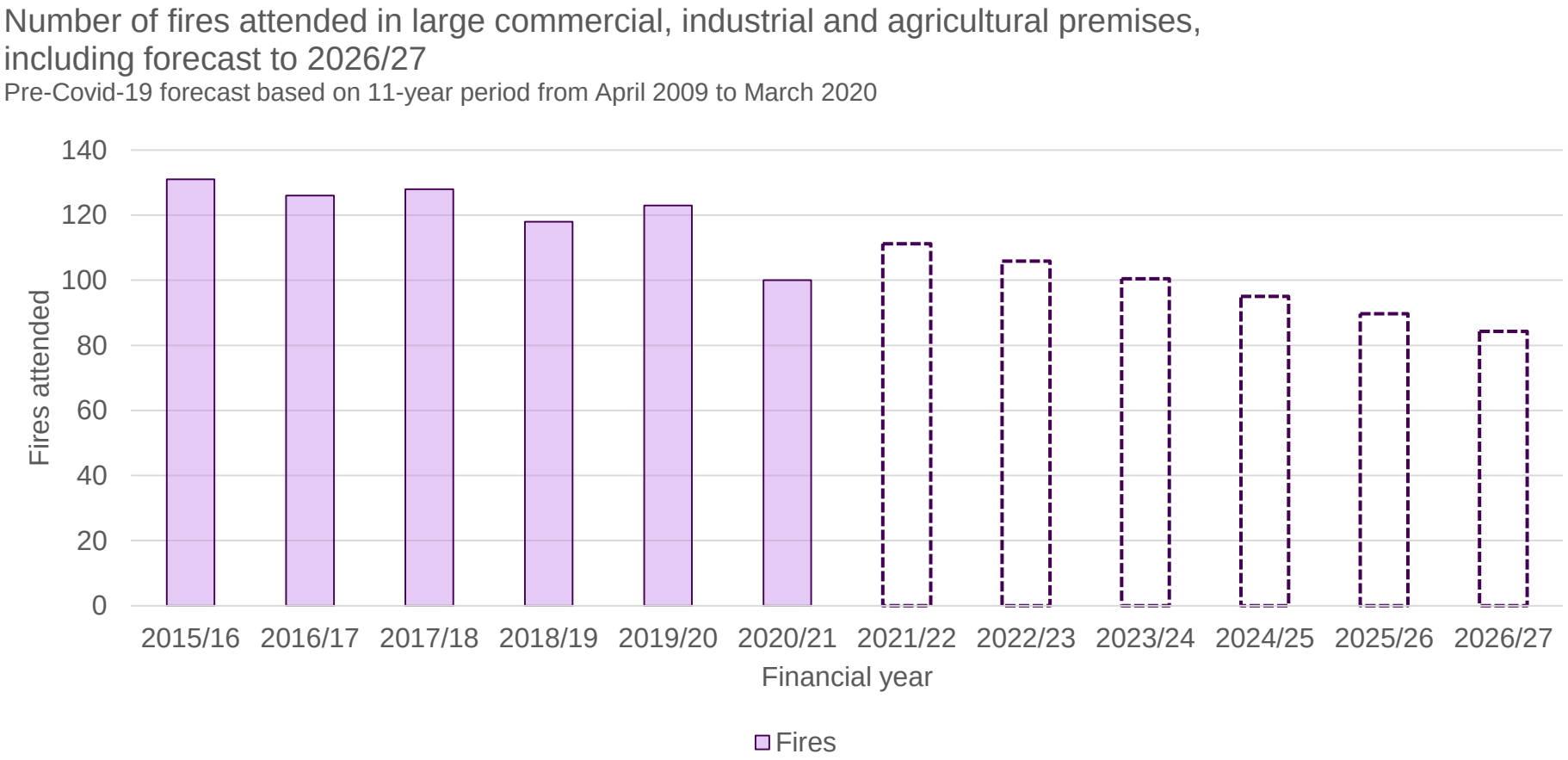
During the five-year period from April 2015 to March 2020, there have been 13,153 fires within premises of this type[9] within England, including 618 within our service area. Both nationally and within our service area, around 14% of these incidents are recorded as being started deliberately.

During the same period, one death and 11 serious injuries were reported within our service area. National statistics on deaths at these premises is not readily available.

Our forecast indicates that incident levels are likely to continue in a downward trend over the coming years.

[8] Office for national statistics business demography data

[9] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1021262/fire-statistics-data-tables-fire0304-300921.xlsx based on Industrial and Agricultural categories (definition within publication)



Who or what is at risk?

Incidents at large premises can cause disruption to local services. For example, road or rail closures, or having to relocate waste processing to an alternative facility. Smoke from these incidents can impact local residents, crew safety and the environment and can sometimes lead to temporary evacuation of residential areas.

Depending on the scale of damage to the building and business there is a potential impact on the local economy and services including loss of employment.

Risk identified: hospital and residential care home fires

Why is it a risk?

Premises that have the potential for significant loss of life in the event of fire will be at the forefront of our risk-based approach to planning and delivering our services.

Hospitals, health care acute services[10] and residential care homes accommodate many people with greater levels of vulnerability due to health and wellbeing issues. This means that while the likelihood of a significant fire is low the potential severity is high, with the possibility of multiple deaths and injuries.

Our response to fires in such buildings can challenging due to hazardous materials, processes and often complex layouts and/or extended travel distances between entry and exit point.

There are around 75 hospital and medical care facilities within our service area and 730 registered residential care homes.

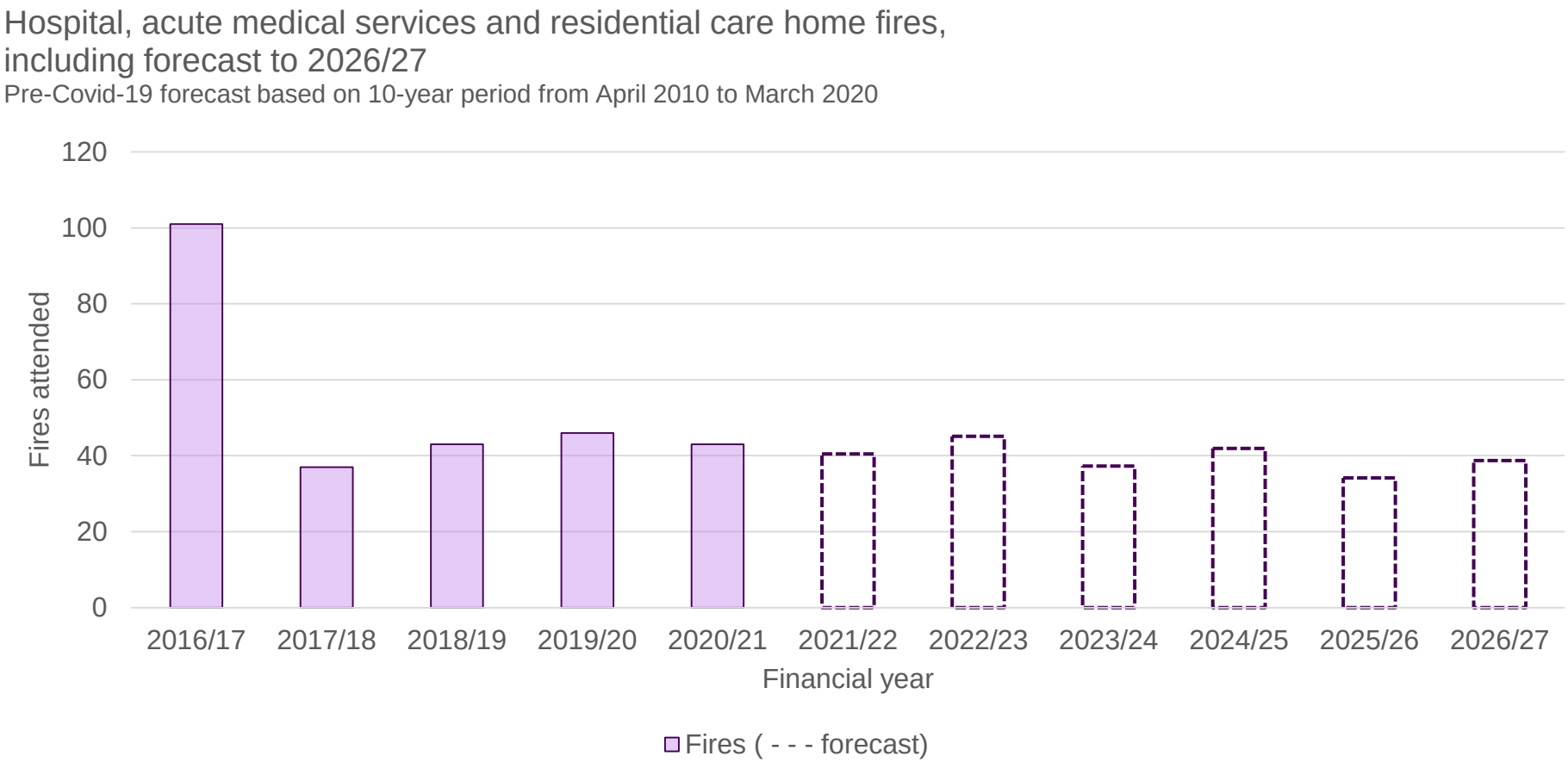
Incident statistics

National statistics are not readily available for this breakdown of incidents however we can compare hospital and medical related incidents levels. During the five-year period from April 2015 to March 2020, there have been 3,260 fires in hospitals and medical care facilities[11] in England, including 92 within our service area. Of the incidents in our area, there was one death and four serious injuries.

Our forecast indicates that incidents levels are likely to remain relatively steady over the coming years.

[10] www.cqc.org.uk/guidance-providers/regulations-enforcement/service-types#acute-services

[11] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1021262/fire-statistics-data-tables-fire0304-300921.xlsx based on Hospital and Medical Care category (definition within publication)



Who or what is at risk?

Hospitals, health care acute services and residential care homes accommodate many people with greater levels of vulnerability due to health and wellbeing issues. These issues may make it more complex to evacuate a building if there is a fire and could mean that they are less able to cope with smoke inhalation and consequences of fire.

If there is a significant incident in one of these settings it may have an impact on the wider community as services need to be relocated or vulnerable people need to be moved to new care facilities.

Risk identified: hotel and guest house fires

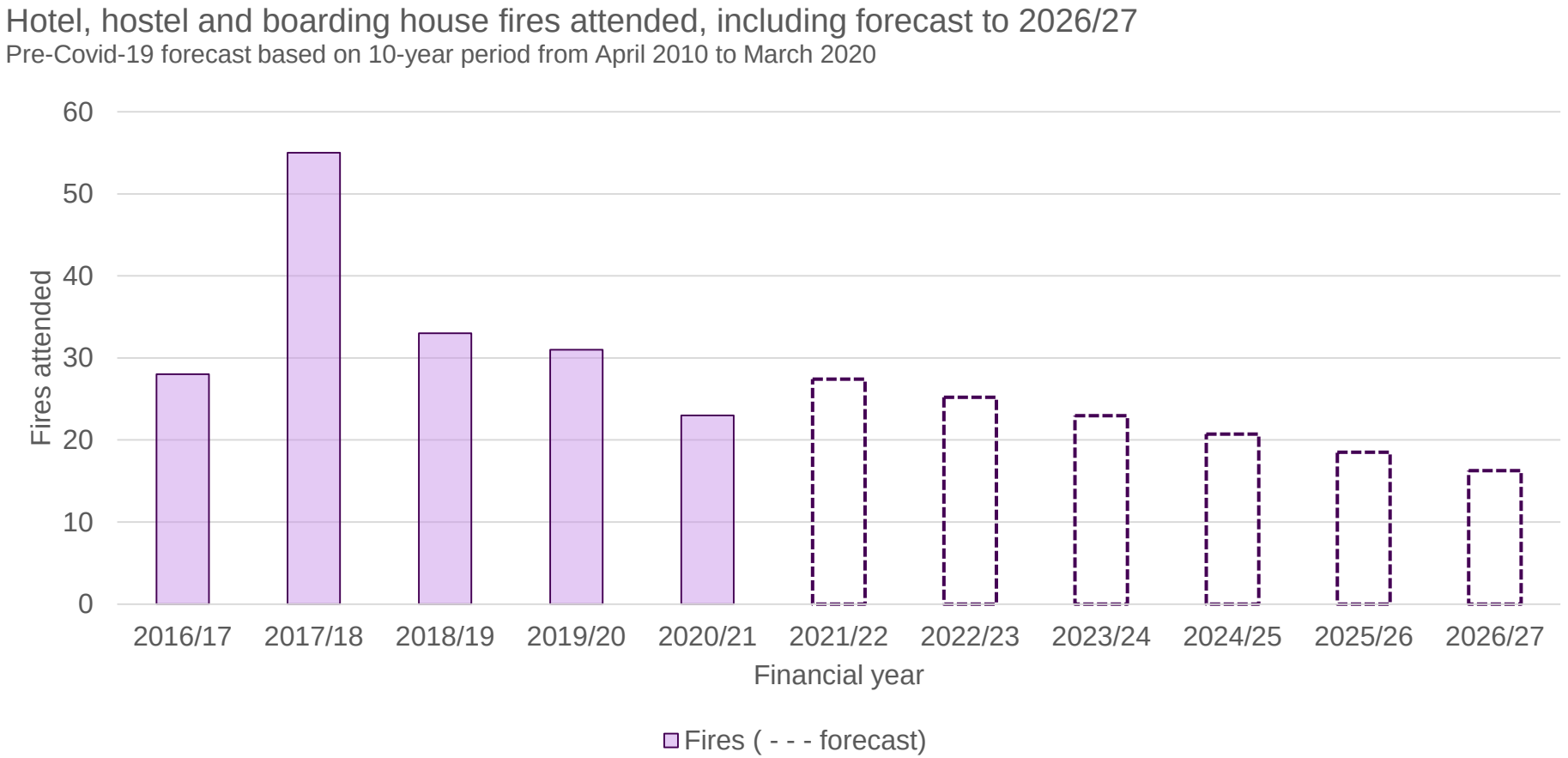
Why is it a risk?

Similar to hospitals and residential care homes, hotels and guest houses have the potential for significant loss of life in the event of fire. Hotels and guesthouses have guests sleeping in unfamiliar surroundings, in the event of a fire they may be less aware of the layout of the building than they would if they were at home.

Incident statistics

Over the past five years, there have been 3,151 fires in hotels and boarding houses[12] within England, including 193 within our service area. Of the incidents within our area, one death (note this was sheltered housing – not self-contained) and 15 serious injuries were reported. National statistics on deaths at these premises is not readily available.

[12] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1021262/fire-statistics-data-tables-fire0304-300921.xlsx based on Hotel, boarding houses, hostels etc. category (definition within publication)



Who or what is at risk?

Guests and staff could potentially be at risk should a fire occur. There may also be an economic impact on the local community should there be a significant fire, with potential loss of employment.

Risk identified: heritage buildings

Why is it a risk?

Losing any historic building or landscape to fire, storm or flood would be a significant loss to local, and in some cases national or even international heritage and can have a range of impacts.

- Many of the buildings, structures and landscapes have unique features or contain irreplaceable works of art of local and national significance.
- There are approximately 8,000 thatched properties in our service area (6,000 are listed)[13]. In most cases, the damage to a thatched property after a fire is significant and has a major impact on the occupant.
- There are an average of 12 property fires involving thatch a year, this may not seem significant but they require a minimum of eight fire engines per incident and require an average of over 3,700 firefighter hours[14] per year.

Who or what is at risk?

Considerable impact on the local economy - many of these buildings are a significant reason for visitors to come to the local area and provide employment for residents.

These incidents present a significant challenge to our resources drawing them away from more urban areas of higher risk into the rural areas where most thatch properties are located.

[13] The thatch estimate is based on English Heritage figures and that about 75% of thatched premises nationally are believed to be listed.

[14] Five-year average 2015-19 (pre-COVID)

Risk identified: secondary fires

Why is it a risk?

We use the term secondary fires to describe the majority of outdoor, grassland and refuse fires. These types of incidents can have an impact on the environment and local economy and can reduce the availability of fire engines to respond to incidents with a higher risk to life.

Incident statistics

During the five-year period from April 2015 to March 2020, there were 445,066 secondary fires in England, including 7,911 in our service area. There has been a downward trend in these incidents, both nationally and within our service area and our forecast suggests that this is likely to continue.

Who or what is at risk?

While there is no direct life-risk associated with this category of incident[15] they can tie up resources, preventing them from attending other incidents that may have a greater level of risk.

Large grass fires can have a significant impact on the environment damaging natural habitats, endangering wildlife and affecting air quality in residential areas.

[15] If an injury is reported a the fire will be reported as a primary incident.

Risk Identified: fires on board vessels

Why is it a risk?

With 659 miles of coastline Devon and Somerset has many harbours and estuaries as well as being home to the largest naval dockyard in Western Europe at Devonport.

Although the Service does not have an offshore firefighting responsibility, we have a duty to respond to fires in vessels alongside and within county boundaries. The Service attend an average of 12 fires on vessels each year.

Incidents involving vessels in the marine and inland waterway environment are not commonplace for fire and rescue staff; they can be complex to deal with, range from incidents involving small vessels to large sea-going vessels, and can include military vessels.

A fire on a vessel is a hazard because of the way vessels are constructed; getting in and getting out is difficult, and fire can spread easily through conduction via metal bulkheads and air handling machinery.

Risk identified: false alarms

Why is it a risk?

An unwanted or false alarm is ‘a fire alarm (signal) resulting from a cause other than a fire’.

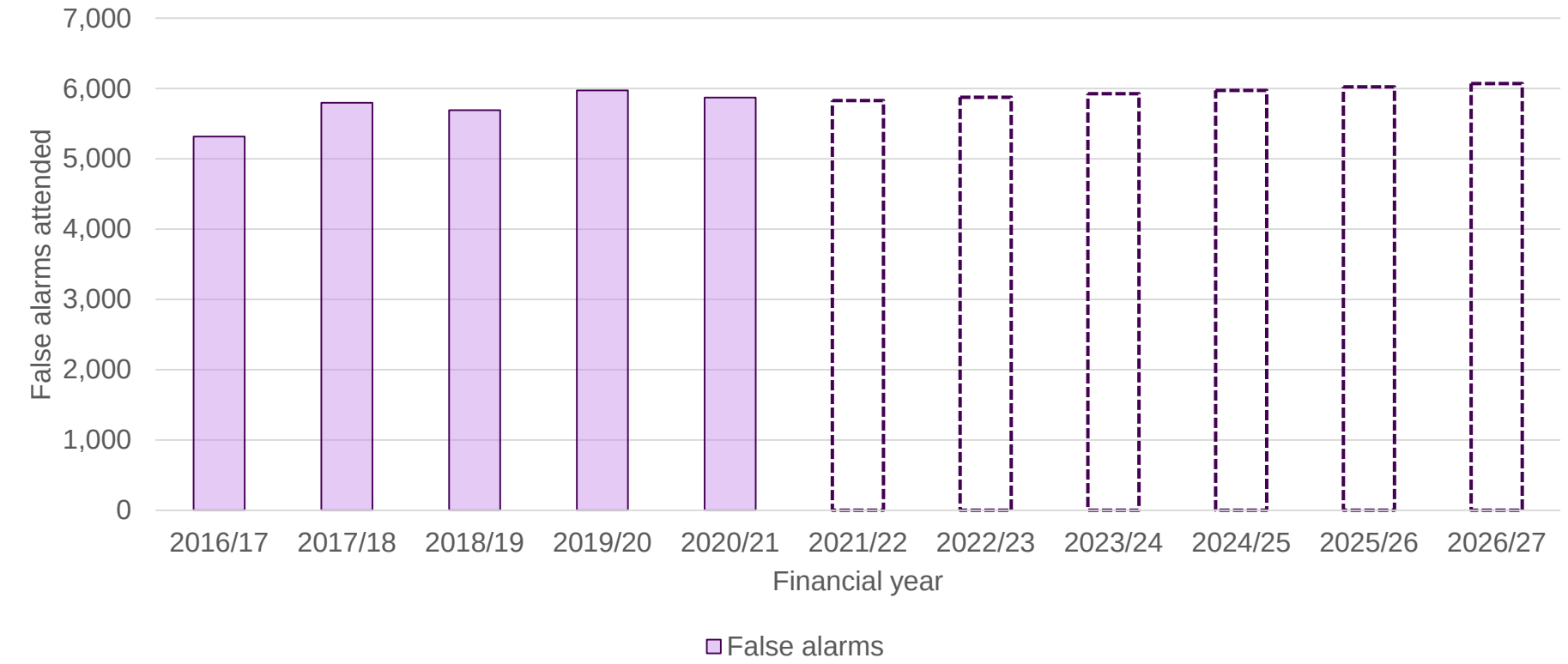
The impact of false alarms is significant.

- Unwanted alarms divert the fire service away from attending real emergencies.
- Responding to unwanted alarms creates unnecessary risk to fire crews and members of the public when fire engines are driven under ‘blue light’ conditions
- Occupants of buildings that have frequent unwanted alarms get used to them and may delay their response, or worse not respond at all, to a real emergency
- Unwanted alarms disrupt other prevention activities (like home safety visits and arson reduction activity) and firefighter training.
- These calls have a financial impact for our Service, as we must send vehicles and firefighters when they may not be needed.
- Repeated false alarms can have a significant impact on a business’s productivity due to continual interruptions.

Incident statistics

During the five-year period from April 2015 to March 2020, there were 1,127,279 fire false alarms in England, including 27,758 within our service area. There has been an upward trend in the number of false alarms attended over this period, both nationally and within our service area. Our forecasts suggest that there will be a slight upward trend in the number of fire-false alarm incidents that we attend over the coming years.

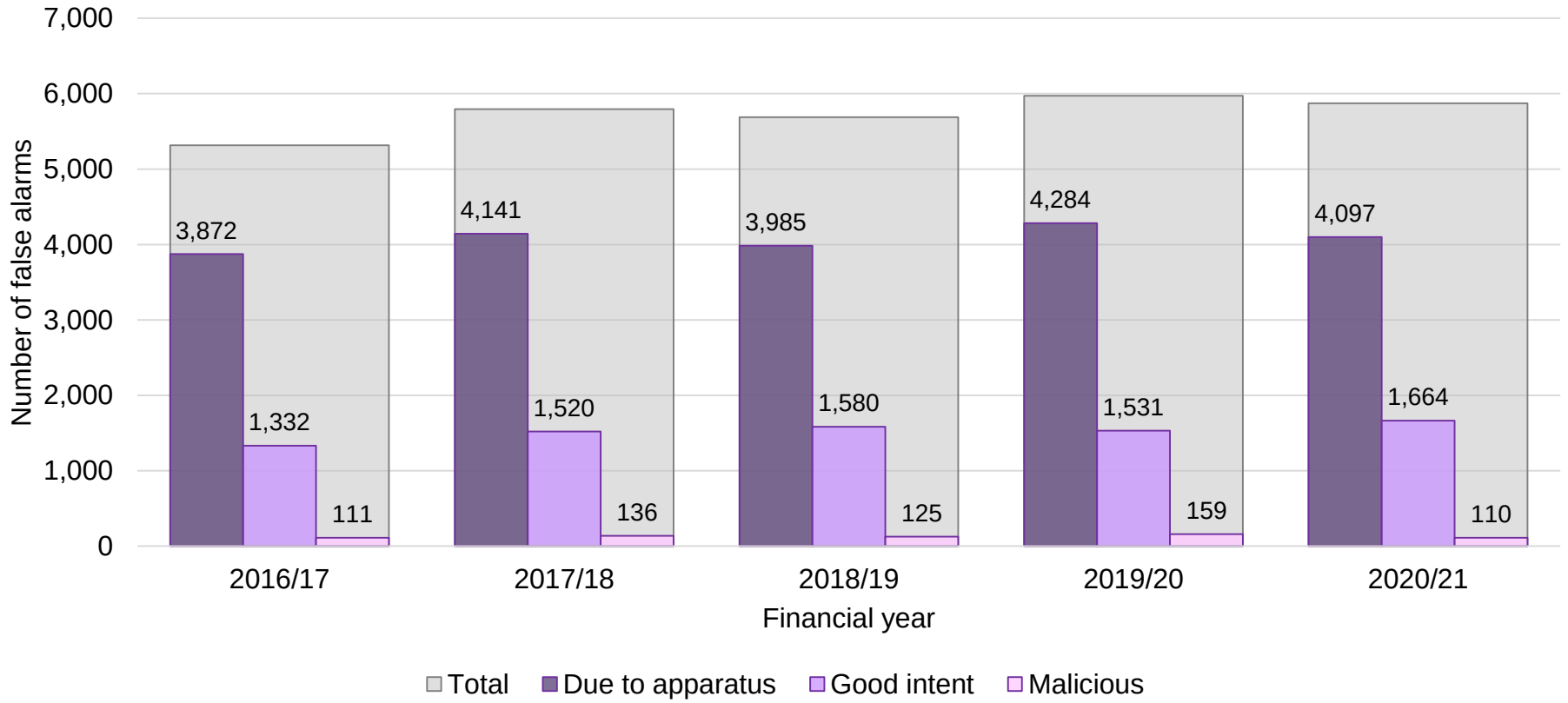
The 2019/20 financial year saw false alarms account for 38% of the incidents that we attended. The greatest proportion of false alarms are AFAs actuations, accounting for around 70% of false alarm incidents that our service attends.



There are three high-level categories of fire false alarms:

Due to apparatus calls are where a fire alarm or fire-fighting equipment operate (including accidental initiation by persons) in error we refer to these as (AFAs).
Good intent calls are made in good faith in the belief that the FRS really would be attending a fire.
Malicious false alarms are made with the intention of getting the FRS to attend a non-existent incident.

Number of fire-false alarms attended, by category



Who or what is affected?
While these incidents do not carry a significant risk in themselves, the knock on impact of our resources being committed to responding calls that turn out to be false alarms means that they may not be available to respond to another, more serious incident. This can mean that we have to send a resource from further away, extending the time that it takes us to arrive at the incident.

Occupants of buildings where there are repeat false alarms become comlacent, and may be at risk if there were to be a real fire.

Risk category: transport

Risk identified: road traffic collisions (RTC)

Why is it a risk?

Our service area has a network of over 13,160 miles of roads (5% of the UK road network). Most of these (90.4%) are smaller, rural roads and country lanes with only 1.7% are major roads.

In our engagement survey, people told us that road traffic collisions are a real cause of concern and anxiety in their communities, and it remains a key priority for us.

In the five years from January 2015 to December 2019 there were 17,013 crashes[16] in the Devon and Somerset area. In 3,189 of these crashes at least one person died or was seriously injured (KSI).

During the five-year period from April 2015 to March 2020, fire services in England attended 153,077 RTCs, however there has been a downward trend over this period.

Incident statistics

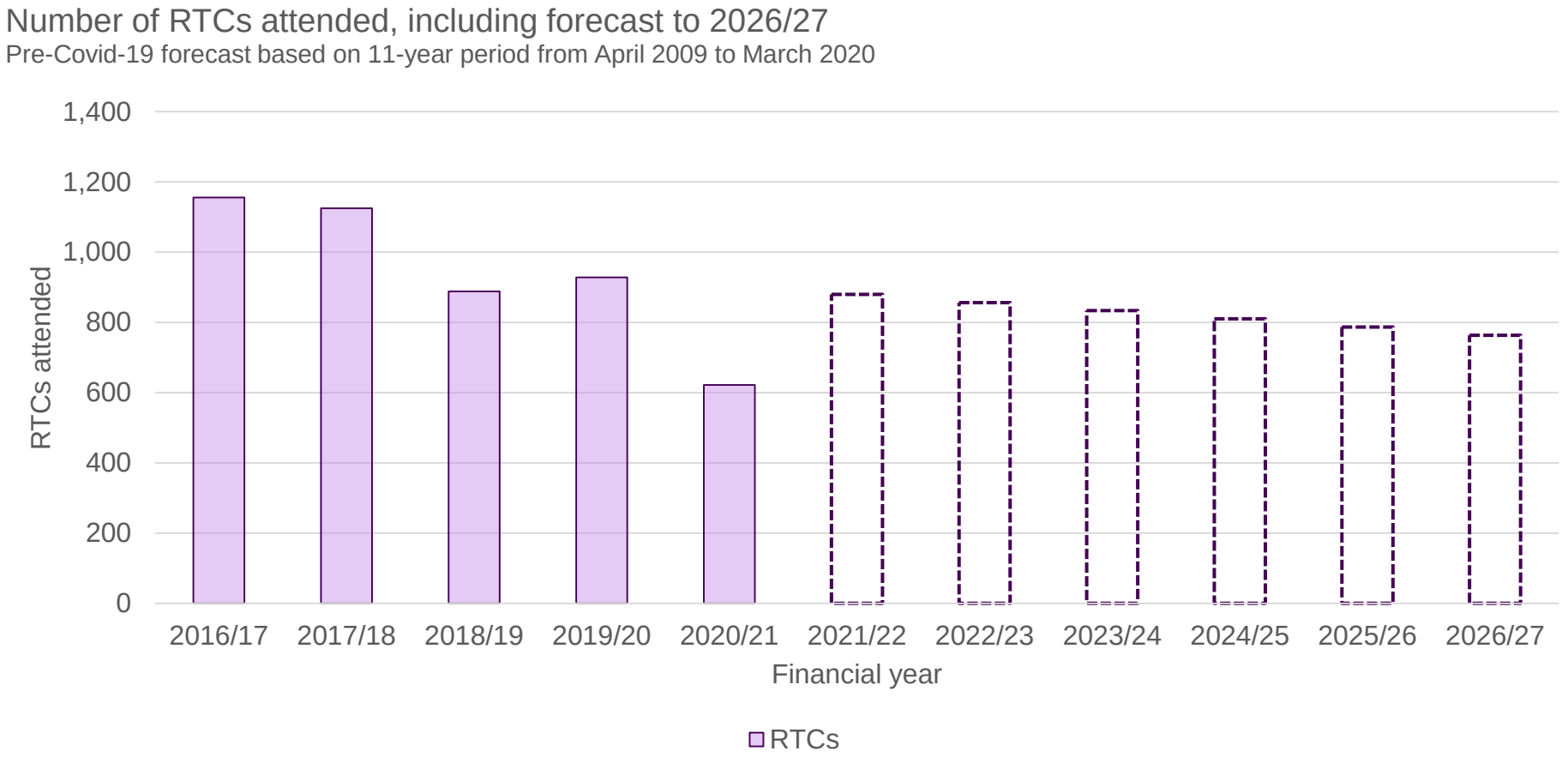
In our service, we attend RTCs where a person is physically or medically trapped or where the vehicle needs to be made safe. An average of 8,000 firefighter hours per year are spent at these incidents.

During the five-year period from April 2015 to March 2020, we have attended 5,555 RTCs. As with the national data, our service has seen a downward trend over this period and our forecasts suggest that this is likely to continue over the coming years.

These incidents resulted in 2,835 people being killed or seriously injured[17].

[16] From Police STATS 19 data

[17] Based on our understanding at the time of the incident.



Who or what is at risk?

Nineteen per cent of people killed on the roads are aged between 16 and 25. Almost a quarter of those seriously injured are also in this age group[18].

Men between the ages of 16 and 30 are the highest risk group.

[18] Police STATS 19 dataset

Risk category: specialist rescues

Risk Identified: rescues from water

Why is it a risk?

Specialist rescues are not statutory responsibilities for fire and rescue services, but there is an expectation and a need for our communities and partner agencies to be supported at these incidents. We also have legislative and regulative requirements that apply when attending statutory duty incidents involving flooding, confined space and working at height.

Water safety

Drowning is one of the UK's leading causes of accidental death. Each year more than 300 people drown after tripping, falling or just by underestimating the risks associated with being near water. Many more people are left with life changing injuries in water related incidents.

The Department for Environment, Food and Rural Affairs (Defra) is the lead government department for major flooding in England. However, responding agencies report to a range of government departments, requiring co-ordination in the event of flooding over a wide area.

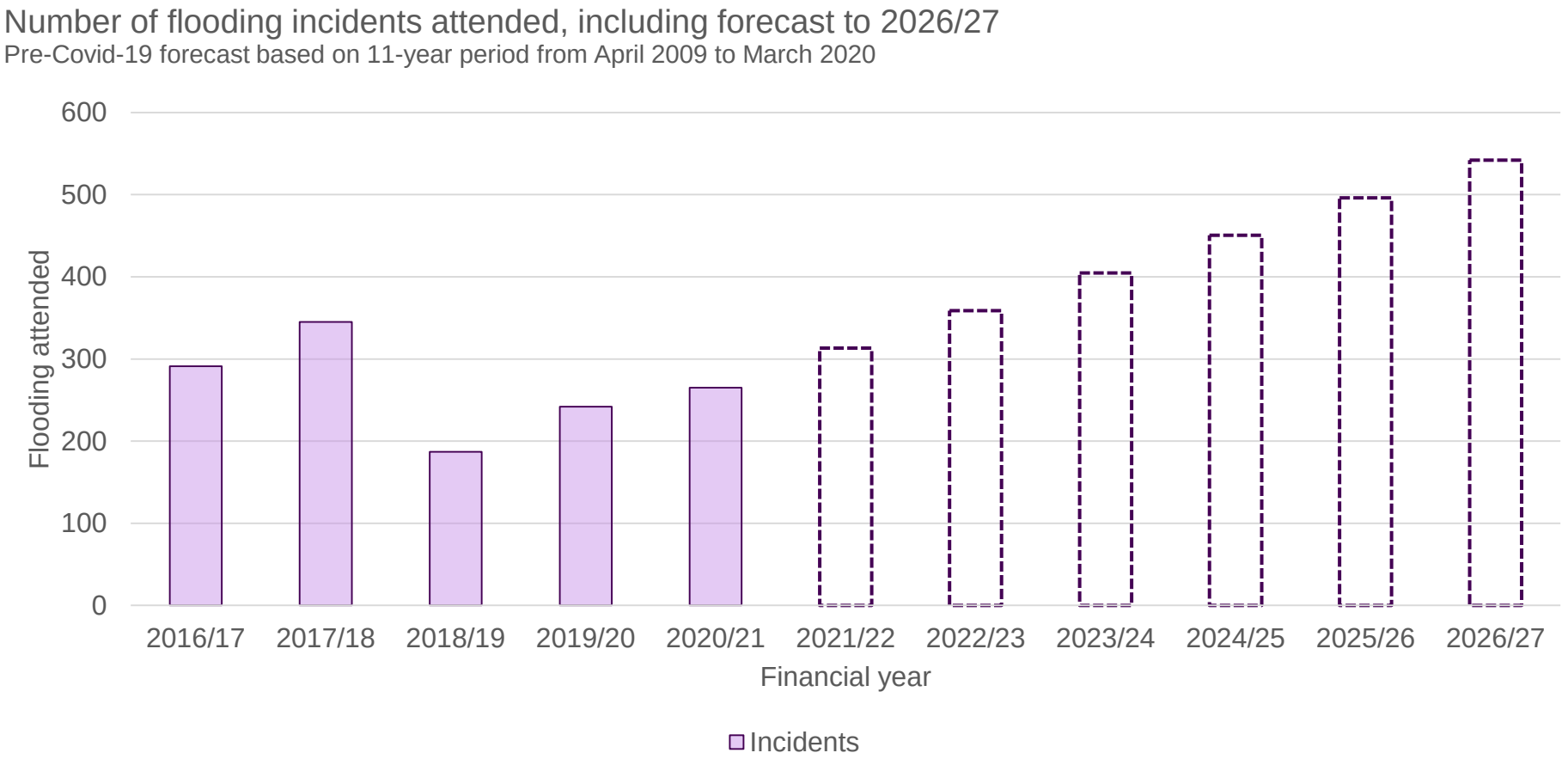
Incident statistics

Tragically, on average, around 400 people drown around the UK every year and a further 200 take their own lives on our waters.

During the five-year period from April 2015 to March 2020, our service attended 1,353 flooding incidents of which 162 were rescues from water, 96 of these were from vehicles. Our forecast suggests that we may see an upward trend in these incidents over the coming years.

Based on national figures from the WAID database, during the 2020 calendar year there were 176 accidental drownings in England of which 10 were in our service area.[1] Sixty-eight people accidentally drowned on the coast and 90 (just over half of the drownings) took place in lakes/rivers/ponds/streams/canals/harbours.

[1] 2020 Annual Fatal Incident Report, Annual reports and data - National Water Safety Forum



Who or what is at risk?

National statistics show that more people drowned from falling into water whilst walking or running than from swimming. Nearly 80% of accidental drowning victims were male and 50% of accidental drowning victims aged 25-34 in 2020 had reported presence of alcohol and/or drugs.

Rescues from height and confined spaces

Why is this a risk?

Every time we receive an emergency call for assistance, we want to make sure we can respond promptly, safely and effectively. To help us do this, we prepare, plan and train for all kinds of emergencies including maintaining a capability for working at height and confined space to ensure the safety of our staff as well as attending these types of rescues.

Incident statistics

There are an average of 50 rescues from height per year across our service area and approximately 80 animal rescues from height or depth.

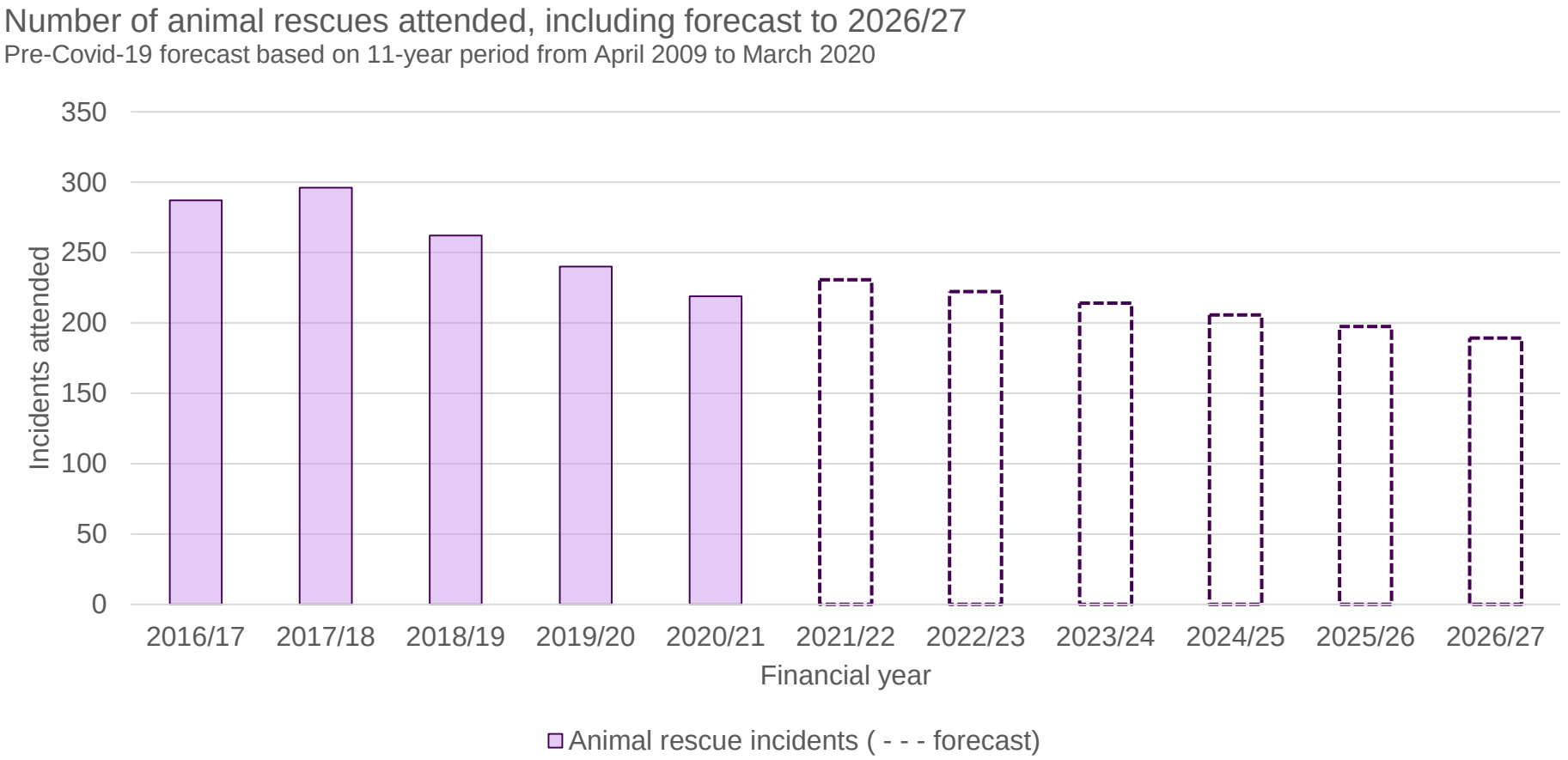
Animal rescues

Why is this a risk?

Our service area is largely rural, and we are often called upon to help rescue animals including wildlife, pets and livestock. While we do not have a duty to respond to these incidents, we do attend if there is likely to be a risk to a member of the public if they attempt to rescue the animal themselves or if an animal is trapped in a location that is particularly challenging to access.

Incident statistics

During the five-year period from April 2015 to March 2020, there were 23,451 animal rescue incidents in England, including 1,325 within our service area. While there has been a slight upward trend nationally during this period, our service has seen a very slight downward trend.



Who or what is at risk?

These incidents generally pose a low risk to human life and can draw resources away from attending more serious incidents, requiring resources to be sent from farther away and potentially extending the time it takes us to arrive.

Risk category: hazardous materials

Risk Identified: hazardous materials sites and incidents

Why is it a risk?

The potential risks of hazardous chemicals and other dangerous substances, which can cause serious injuries to people and damage to the environment include:

- explosive substances
- gases
- flammable liquids and solids
- oxidising substances
- poisonous substances
- radioactive substances
- corrosive substances.

There are a small number of industries whose products or activities could have a serious impact on people's health and safety or a damaging effect on the environment in the event of an accident.

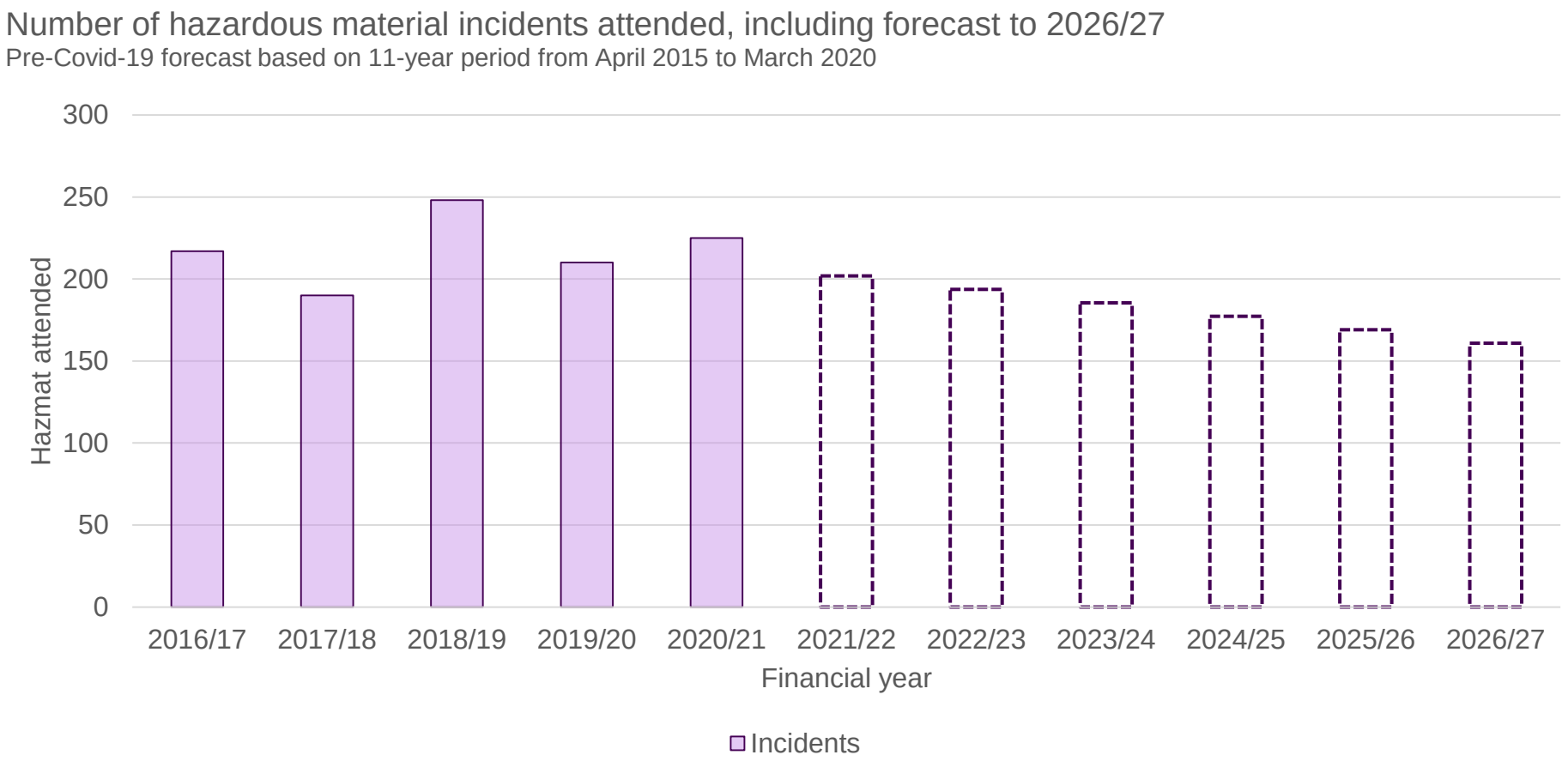
- Those industries that could be extremely hazardous are also subject to specific safety regulations. Thirteen sites across our service area are covered by the Control of Major Accident Hazards (COMAH) regulations.
- There are also three licensed nuclear sites – Devonport Dockyard and two at Hinkley Point.

Incident statistics

During the five-year period from April 2015 to March 2020, we attended 1,138 hazardous material incidents, of these 556 were from spills or leaks. Our forecast suggests that we are likely to see a reduction in these incidents over the coming years.

While the number of hazardous material incidents is relatively low, we have to deal with incidents that have an element of hazardous materials and environmental protection risk on a regular basis. For example, fuel spills from road traffic collisions and materials containing asbestos at many domestic and commercial fires.

The Service attends an average of 60 suspected carbon monoxide poisoning incidents each year.



Who is at risk?

There is emerging evidence that repeated exposure to hazardous materials may have a long-term health impact on firefighters, including an increased risk of developing some forms of cancer.

Pollution from industrial and transport incidents involving such substances may require people to be evacuated from their homes and may lead to adverse effects on water courses and air quality.

Contamination could spread to agricultural land and wildlife populations. Tackling these incidents requires specialist equipment and training and often takes a considerable time to bring under control.

Risk category: environment and climate change

Risk identified: extreme weather events, flooding and wildfires

Why is it a risk

Why it's a risk and who or what it affects

We need to consider the likelihood of severe weather events when designing the our overall operational capacity and resilience.

With increasing global temperatures, the UK is experiencing an increase in the frequency and severity of extreme weather events. Among the most serious events are storms and gales, extreme temperatures, heavy snow, drought and flooding. These can have a severe local impact on both the natural environment with the loss of valuable habitats, and on local communities with disruption, damage to property and potential for injury and loss of life.

A continuing pattern of warmer, drier summers, warmer, wet winters and more periods of intense rainfall and storms is predicted. With significant areas of wide, low-lying river valleys across both counties, the risk of flooding (including flash flooding) is likely to increase.

In fact, over the last decade the Service has seen an increase in the number of incidents linked directly to extreme weather events. This has had a significant impact on overall incident numbers year-on-year, with the operational activity focused within short timeframes and not spread out across the year.

During the winter of 2013/14 almost 45 square miles of the Somerset levels was under water, cutting off a number of communities.

Who or what it affects?

- people living and working close to areas at risk of flooding
- people travelling during severe weather events
- businesses in areas at risk of flooding
- areas susceptible to wildfire including heathland, moorland and woodland

Risk category: national risks

Risk identified: Major emergencies, resilience and business continuity

Why it's a risk and who or what it affects

The Civil Contingencies Act (2004) requires emergency services, local authorities, the environment agency and health providers to work together to make sure they know how to respond in a major incident. This includes joint risk assessment, planning, training and exercising. The act also requires consultation with utilities, transport services and voluntary sector responders.

The definition of a major incident is "an event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more emergency responder agency".

Large scale incidents have a significant impact on the health and wellbeing of our communities. For public sector and emergency service providers this impact can often be two-fold, as the demand for our services can increase as a result of the crisis or disaster, but at the same time, we can also be hit with the same pressures as other organisations on the ability to maintain services over sometimes extended periods. Such as during Covid-19.

This requires us to have well tested contingency plans in place with our Local Resilience Forum (LRF) partners for the local impact of national and major emergencies which are identified in the community risk registers for each LRF and include:

- natural and environmental hazards (such as severe weather events like wide scale flooding)
- cybercrime and fraud
- human and animal disease
- terrorism including marauding terrorist attacks
- social disruption
- major accidents and system or infrastructure failures.

National Resilience

The National Resilience Capabilities Programme was introduced in 2003 to strengthen the country's ability to handle emergencies and crises. The Programme enhances the capability and capacity of the fire and rescue service to respond to a range of incidents as well as a providing a national coordination facility, and includes equipment and capability to support:

• mass decontamination

• urban search and rescue - able to respond to any major unstable or collapsed structure

• firefighting and flood relief with High Volume Pumps (HVPs)

• enhanced logistical support.

Risk category: health

Risk identified: medical response and health related incidents

Why is it a risk?

As part of the wider emergency service community, we understand the pressures that our police and ambulance services face with limited resources and high levels of demand. To support our colleagues in the police and ambulance service and to help keep our communities safe we have 20 co-responder stations that have the capability to respond to medical emergencies. We also support the police and ambulance service to gain entry to properties where it is considered that there may be a medical issue or risk to life.

The number of people aged 90+ are expected to double in size by 2043[19]. The risks associated with ageing will increase the demand for medical response.

Incident statistics

During the 2019/20 financial year we attended over 150 suicide related incidents.

During the same period, we have attended 14,483 medical incidents. Between April 2017 and March 2020, we have attended 1,991 gaining entry incidents

Who is affected?

We know from our analysis that many of the people that we engage with through our community safety activities are also affected by health-related issues.

[19] ONS mid-year population estimates

Mental health problems are common across all sectors of society. It is estimated that in any one year approximately one in four British adults experiences at least one diagnosable mental health disorder. The increase in mental health issues puts additional pressure on health services and results in increasing numbers of suicides.

Health related incidents and particularly those linked with suicide can have a significant impact on the crews attending.

Glossary

Appliance – The general term used to describe all firefighting vehicles, including the standard fire engine or pumping appliance

AFA – Automatic Fire Alarm. An emergency call automatically generated by remote monitoring equipment in non-domestic premises.

Arson - The criminal act of deliberately setting fire to property.

Capital reserves – A sum of money set aside to help fund investment in our assets (vehicles and buildings). We save previous years' underspends, so we don't need to borrow more money in the short-term.

Community risk - The risk of unwanted events that might occur in the community, which Devon and Somerset Fire and Rescue Service aims to reduce. Includes fires, road traffic accidents and other incidents that the Service might respond to.

Co-responders - on-call firefighters who receive enhanced training and respond to medical emergencies in their communities in support of the ambulance service.

ERS – Emergency Response Standard, A risk based target for response times and number of personnel to attend all relevant emergency incidents in Devon and Somerset.

Gaining entry - an initiative where firefighters assist the ambulance service to get into properties where they suspect there is an unconscious or unresponsive casualty inside.

Hazmat – Hazardous materials like chemicals, fuel spillages, substances that can cause harm to persons and or environment.

HMICFRS – Her Majesty's Inspectorate of Constabularies and Fire and Rescue Services. The body that independently assesses the effectiveness and efficiency of the police and fire service.

Incident - An event requiring fire service assistance.

ICT – Information and Communications Technology. A term used to cover any item of equipment that is used to send or receive information electronically.

Local Resilience Forum – are multi-agency partnerships made up of representatives from local public services, including the emergency services, local authorities, the NHS, the Environment Agency and others. These agencies are known as Category 1

Responders, as defined by the Civil Contingencies Act. They work to identify potential risks and produce emergency plans to either prevent or mitigate the impact of any incident on their local communities.

National resilience – The National Resilience Programme was introduced in 2003 to strengthen the country's ability to handle emergencies and crises. The national resilience assets are owned by the fire and rescue services which host them. Servicing of the vehicles and procurement of equipment for them is managed centrally.

The programme delivers:

- mass decontamination
- urban search and rescue
- high volume pumping capacity
- operational logistics and support
- long term capability management.

On-call firefighters - Firefighters recruited to be available on-call close to their local fire station for a certain minimum number of hours per week, plus regular training. They carry a pager to call them to the fire station when an incident happens in their area. Many have other full time employment or a lifestyle that enables them to commit a certain number of hours per week to be on-call. They are paid by the hour for each hour they commit to be available; we call this 'pay for availability'.

Operational Risk - The risk of unwanted events that might occur to the Service while carrying out its operations. Includes firefighter occupational accidents or illness.

Prevention – Activity associated with fire safety in the home and community.

Primary Fire - Fires in buildings, vehicles and outdoor structures.

Protection – Sometimes referred to as 'Business Safety'. This activity is linked to the advice and guidance for regulated premises and enforcement of the Regulatory Reform Order 2005.

Psychological safety - An environment where staff feel included, safe to learn, safe to contribute and safe to challenge.

Resilience – The ability to respond to major or larger incidents whilst maintaining the core service provision. This is made possible through effective emergency planning and flexible resource arrangements.

Revenue spending – Our day-to-day expenses such as salaries, heat, fuel and uniforms.

Risk analysis – The process of examining in detail the risks that could affect the communities in Devon and Somerset.

RTC – Road Traffic Collision. An incident involving vehicles on the highway.

Safeguarding - Protecting an individual's right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent and stop both the risks and experience of abuse or neglect, while at the same time making sure that the adult's wellbeing is promoted including, where appropriate, having regard to their views, wishes, feelings and beliefs in deciding on any action.

Secondary fire - The majority of outdoor fires, including grassland and refuse fires.

SSC – Special Service Call. Non-fire related incidents requiring the attendance of an appliance or officer. Examples include flooding, animal rescues, lift releases and hazardous materials.

Wholetime – Permanent contract operational personnel.

Data sources:

CRMP

Office for national Statistics :

- mid-year population estimates
- household projections for England

Indices of multiple deprivation
NOMIS labour market statistics
Department for Transport data table RAS50012
DSFRS Incident data

Data Sources Strategic Document

National Fire Statistics
Themes in accidental fire deaths 2013-2017 (dsfire.gov.uk)
Detailed analysis of fires attended by fire and rescue services, England, April 2020 to March 2021 - GOV.UK (www.gov.uk)
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1021262/fire-statistics-data-tables-fire0304-300921.xlsx

Office for national Statistics:

- Business demography data
- mid-year population estimates

Annual reports and data | National Water Safety Forum
Environment Agency Flood Zone 2
English Heritage Listed building data