Cumbria County Council

Cumbria
County Council

Cumbria Fire & Rescue Service

Draft IRMP Annual Action Plan 2016/17

Proposals for Change

1. Introduction

Like all public sector organisations, fire and rescue services have a duty to ensure the efficient and effective use of resources in the delivery of services. This has never been more important than now given the significant pressure on public sector funding from the government.

That means we must regularly, and carefully, assess the level of risk in the county and ensure we are matching our resources appropriately.

This document complements the assessment of that risk which is contained within the 'Integrated Risk Management Plan' (IRMP) and individual Station Risk Reviews. In this document we describe how we currently respond to incidents and we are proposing some changes to services. This should be read in conjunction with the IRMP 2016-20 which we are also currently consulting on. All of the above are available on our website at:**www.cumbria.gov.uk/fire**

We are inviting all stakeholders to comment on our IRMP and on the proposals for change which are contained within this document.

The deadline for responding to both of these consultations is **22 January 2016.**

2. Understanding, measuring and reducing risk

Understanding risk

When we think about risk we consider the likelihood and potential impact of events that could require a response from the fire and rescue service. Understanding risk allows us to make informed judgements about the level of resource we need to be able to respond appropriately and keep people safe.

Being pragmatic there is a level of risk that is generally judged to be acceptable. That is why we do not, and never have had, a fire station on every street corner or in every small village or conurbation.

If the level of risk decreases it is right to review how we allocate our resources. This is the fundamental concept of Integrated Risk Management Planning, combining prevention, protection and response strategies to meet the current level of risk.

Risks in Cumbria

Looking at the county as a whole we recognise that there a range of factors which increase the level of risk in Cumbria from a fire and rescue service perspective. They include:

- Cumbria's unique geography, including numerous mountains, lakes and rivers.
- Major transport routes, including road and rail.
- A sparsely populated county with 50% of the population living in rural areas.
- A huge influx of tourists every year, many times the size of the resident population over the course of the year.
- An ageing population, with associated increased mobility issues and incidence of degenerative illnesses.
- Major industrial sites, including Sellafield and BAE Systems.
- High levels of smoking, alcohol and substance misuse in some areas.
- A history of major weather events, including severe flooding and snowfall.

Our understanding of risk in the county is informed by all these factors.

Systematically assessing the level of risk in the county

The list above gives general or contextual risks, but to assess risk systematically, and allow us to judge whether over time the level of risk is increasing or decreasing, we have developed a Fire Risk Model. The model allows us to score the level of fire risk in an area and track it consistently year on year.

The Fire Risk Model involves analysis of the number of fires and associated casualties within each Lower Super Output Area (LSOA) over a five year rolling period, along with a consideration of the level of deprivation (using the Index of Multiple Deprivation - IMD) in that same area.

The IMD is used because there is clear evidence that increasing deprivation correlates with increased fire risk.

The model allows us to generate an overall fire 'risk score' for the whole county as well as a score for each LSOA, dependent on that score we classify it as high, medium or low risk.
In addition, we have assessed broader risks around heritage, environment, industry, flooding and

rurality. Combining these risks with actual response activity at individual station level, allows us to make informed decisions on resource provision across the county.

What the Fire Risk Model tells us

The Fire Risk Model shows that since 2010/11 the overall fire 'risk score' in the county has dropped from 12194 to 9754, a decrease of almost 24%, and the number of LSOA considered high risk has reduced from 15 to one; part of St Michael's Ward in Workington, which represents just 0.4% of the Cumbrian population.

Cumbria Primary Fire Risk Profile		Incidents 2005/6 - 09/10		Incidents 2006/7 - 10/11		Incidents 2007/8 - 11/12		Incidents 2008/9 - 12/13		Incidents 2009/1 - 13/14		Incidents 2010/11 - 14/15	
		2010/11 Risk		2011/12 Risk		2012/13 Risk		2013/14 Risk		2014/15 Risk		2015/16 Risk	
Score	Risk Grade	Risk Score	No. of SOAs	Risk Score	No. of SOAs	Risk Score	No. of SOAs	Risk Score	No. of SOAs	Risk Score	No. of SOAs	Risk Score	No. of SOAs
76 and above	High	1294	15	1136	14	956	12	318	4	230	3	78	1
35 to 75	Medium	6980	139	6328	129	5526	116	5426	117	5006	108	4496	97
34 and below	Low	3920	167	4198	178	4520	193	4622	200	4818	210	5180	223
Total Risk Score		12194		11662		11002		10366		10054		9754	
Risk Score Increase/ Reduction over the period		-4.56%		-8.72%		-13.89%		-18.86%		-21.31%		-23.65%	

Why the level of risk has decreased

While the levels of deprivation in the county have not changed significantly, over the last decade our community safety strategy has targeted those people or locations that were predicted to be more likely to suffer a house fire and provided them with a Home Accident Reduction visit. There have been tens of thousands of these visits over this time. The results of the approach are clear:

- The number of fires in the county has dropped steadily from nearly 3000 a year in 2007/8 to around 1500 in 2014/15, a reduction of 53%.
- The number of incidents of any type has dropped steadily from nearly 7000 a year in 2007/8 to around 4000 in 2014/15, a reduction of 38%.
- More and more households have a working smoke alarm. In 2000/01 only 34% of people in Cumbria suffering a house fire had a working smoke alarm, in 2013/14 it was 60%.
- Since 2007/8 there has been a 70% reduction in deliberate fires.

Factoring these changes into our Fire Risk Model has driven the overall reduction in risk across the county. It is fair to say that in this sense Cumbria is safer than it has ever been.

3. Information about stations and incident numbers

It is important to understand how these county level changes are reflected in local areas on a station by station basis. A map giving the location and type of our current stations is provided below:

Considering incident numbers and types over time, on a station by station basis, illustrates that the majority of station areas have seen a considerable reduction in the number of incidents in their area:

Fire Station	Incident Activity in historical Station Area		Recent Incident Activity in historical Station Area Averaged over 2011-14 period				Fire engines / Crewing System	
	Average Number of Incidents 2003/2004	Average Number of Incidents 2008/2009	Average Number of Incidents	Average No of AFAs*	Average No of Road Traffic Collisions	Average No of Property Fires	Number of Fire engines	Crewing System
Alston	32	21	16	1.7	1.7	4	1	On Call
Appleby	63	41	35	3.7	5.7	3.7	1	On Call
Ambleside	107	95	57	28.7	4.5	4.7	1	On Call
Arnside	20	20	22	7	2	3.5	1	On Call
Aspatria	78	59	46	11.3	7.3	5.7	1	On Call
Barrow	1193	887	620	191.7	15.3	82.3	1 / 1**	Regular 2/2/4
Bootle	10	17	14	1.7	1	2.5	1	On Call
Brampton	69	63	72	20.7	7.7	5.6	1	On Call
Broughton	26	19	16	1	4.3	2.5	1	On Call
Carlisle East	1951	1399	404	102.5	21	51.5	1	Regular 2/2/4
Carlisle West			423	159.5	19	42.5	1	Regular 2/2/4
Cockermouth	128	112	89	24	8	9.3	1	On Call
Coniston	42	53	25	5.7	2	2.3	1	On Call
Egremont	112	79	53	6	3	4.5	1	On Call
Frizington	66	28	36	3.5	3.3	3.7	1	On Call
Grange	102	99	72	24.7	2	7.3	1	On Call
Kendal	524	409	301	110	18.3	25.9	2	12hr day / On Call
Keswick	147	94	78	25.7	7.3	11.7	1	On Call
K/Lonsdale	30	30	24	6.3	2.3	3	1	On Call
K/Stephen	54	36	42	3	8.3	7	1	On Call
Lazonby	31	28	13	2.7	1.5	4	1	On Call
Longtown	88	58	43	7.0	5.3	4	1	On Call
Maryport	213	198	137	31.7	7.3	17	2	On Call
Millom	87	80	56	49.3	10.3	13	1	On Call
Milnthorpe	61	79	54	10.3	10.3	9.2	1	On Call
Patterdale	17	10	14	4.7	3	3	1	On Call
Penrith	360	273	240	71.3	24.3	31.4	2	8hr day / On Call
Sedbergh	76	35	35	10	9.3	5	1	On Call
Seascale	44	35	37	4	3.3	5	1	On Call
Shap	66	58	36	6.7	11.3	2	1	On Call
Silloth	94	28	22	2	1.7	6.6	1	On Call
Staveley	22	13	14	3	1.3	2.3	1	On Call
Ulverston	187	168	132	56	9	19	2	Regular / On Call
Walney	169	101	52	6.3	2.0	5.3	1	On Call
Whitehaven	685	472	352	103.3	11.7	46	2	Regular / On Call
Wigton	127	99	65	15.3	10	7	1	On Call
Windermere	131	131	92	43	4.3	10.7	1	On Call
Workington	1015	539	427	90.7	13.3	47.3	2	Regular / On Call
Total	**8227**	**5966**	**4266**	**1255.7**	**283.2**	**521**	**44/45****	

*AFA = Automatic Fire Alarm   ** = Including Furness Peninsula Resilience Fire engine

4. Reviewing the service we provide

Why we are carrying out a review

Given the overall reductions in risk, and incident numbers, we are reviewing how we allocate resources across the county to ensure we are providing the appropriate level of emergency cover.

By emergency cover we mean:

- The number of fire engines, other specialist vehicles and equipment, available to respond to fires and other emergencies;
- Where fire stations are located; and
- How quickly fire engines can respond to an emergency call, including how they are crewed.

The purpose of the review is to:

- Ensure we balance resources to risk and ensure, as far as possible, that this balance is similar across the whole county;
- Ensure we can provide a response to a diverse range of incidents (e.g. flooding/water related incidents, Road Traffic Collisions etc.);
- Determine whether there is a model of emergency cover that could reduce costs, recognising the severe financial pressure on the county council's budget as a result of ongoing government cuts.

What we have done

As well as looking at county wide issues and trends we have developed individual station risk profiles (available via website) which consider:

- Resources
- On-call Appliance Availability (where relevant)
- Activity
- Fire Risk Profile
- Next nearest supporting appliances
- Other contextual information
- Location specific risks including: heritage risk, environment risk, site specific risks: flooding risks, rurality, resilience risk.

5. Proposals for change

What we are proposing

As a result of this review we are proposing two changes which we wish to consult on, they are:

1. Closure of five on-call fire stations including the reshaping of emergency cover in Barrow.
2. Removing one on-call fire engine from Maryport fire station.

The proposals seek to:

* Achieve financial saving to support meeting Cumbria County Council's funding gap
* Match appropriate resources according to reduced risk and falling demand
* Target and support the maintenance of skills of firefighters, particularly in light of reduced incident numbers
* Provide improved value for money from remaining fire stations
* Help to address the challenges in recruitment and retention of on-call firefighters

Each of these proposals is discussed in more detail below. Instructions on how to have your say can be found on page 10.

Proposal 1a – On-call fire station closures

We believe that the following on-call fire stations could be closed without significantly increasing risk; the reasons for each closure proposal are given alongside.

Station	Reason for proposing closure
Arnside	The risk in the Arnside area is low and historically there are less than two incidents per month in the 'station area'. Neighbouring fire stations are close by at Silverdale (Lancashire FRS) and Milnthorpe. If Arnside fire station is closed there will still be five fire engines within an eight mile radius of the village.
Frizington	The risk in the Frizington area is low and historically there are only around 3 incidents per month in the 'station area'. Neighbouring fire stations are close by at Whitehaven and Egremont. If Frizington fire station is closed there will still be five fire engines within an eight mile radius of the village.
Lazonby	There are ongoing challenges in recruiting sufficient on-call fire fighters in the Lazonby area to provide a consistent service. The fire engine is only available around 10% of the time during the day, and overall is available just under **50%** of the time. The number of incidents in the station area is consistently low, with an average of around one incident per month in the 'station area'. Cover is already provided from elswhere regularly.
Staveley	The risk in the Staveley area is low and on average there is only around one incident per month in the 'station area'. Neighbouring fire stations are close by at Kendal and Windermere. If Staveley fire station is closed there will still be four fire engines within an eight mile radius of the village.

Each of these stations have a full station risk profile. If you want more information about any, or all, stations go online to **www.cumbria.gov.uk/fire**

Proposal 1b – Reshaping emergency cover in Barrow

This proposal would include relocating the Walney On-call fire engine to Barrow fire station, thereby providing two fire engines for Barrow and the Furness peninsula. As a result, Walney Fire Station would close. On the occasions that Jubilee Bridge lifts, CFRS would ensure appropriate operational resources are available on the island. The bridge is controlled by Cumbria County Council so there would always be advance notification of any lifts. There are also ongoing challenges in recruiting sufficient on-call fire fighters on the island to provide a consistent service. The Walney fire engine is only available around **50%** of the time during the day, and overall is available around **70%** (2014). Given the larger population within five minutes of Barrow fire station we do not anticipate any problem recruiting sufficient on-call staff.

Proposals 1a and 1b would have the following financial impact:

*   Closure of the five fire stations would result in revenue savings of £375,000 per annum.
*   Estimated capital receipts for all five fire stations are £365,000.
*   Estimated property revenue (rates, heating, lighting etc) savings for all five stations are £63,000.

Together this will contribute significantly towards the £55 million of savings that Cumbria County Council still needs to find as a result of government cuts.

These closures may also mean the redundancy of on-call firefighters at the affected stations.

Proposal 2 – Removing one 'on-call' fire engine from Maryport fire station

Maryport is the only on-call fire station in Cumbria that has two fire engines, all the other only have one. Risk and operational activity in the area has significantly reduced and now Maryport only averages around 10 incidents per month. The proposal is to remove one fire engine meaning that the town would still be covered by the remaining fire engine making it the same as all other on call areas.

Also within an eight mile radius of Maryport town centre are four fire engines, located at Workington (two fire engines), Cockermouth and Aspatria. The average response time for alternative fire engines arriving in to Maryport's 'station' ground to support the remaining fire crew would be around 10 minutes.

Importantly, the availability of the second fire engine is such that during the day in 2014 it was only available for around **23%** of the time, and overall its availability (day and night) was around **30%** that year. Meaning it was not available for use for at least 70% of the time.

 The removal of the second on-call fire engine would result in revenue savings of £30,000 per annum.

6. How to have your say

We welcome your feedback on this document and the proposals we have made. We have also produced a number of supporting documents which are available on our website.

How to respond

There are a number of ways you can have your say:

Online
You can respond to this consultation online at **www.cumbria.gov.uk/fire**

Drop-in events: We will be holding a series of public meetings and drop-in events in relation to this review. These are an opportunity to talk to officers and find out more about the proposals. As dates, times and venues are confirmed they will be published on the council's website and promoted via local media.

In writing:
FREEPOST NWW 6059A
IRMP Action Plan Consultation
Communications Team
Lonsdale Building
The Courts Carlisle CA3 8NA

E-mail: irmp@cumbria.gov.uk

Closing date for comments 22 January 2016

What happens next?

All feedback will be reviewed and a summary report produced for consideration by the council's Cabinet on the 4 February 2016. Cabinet will determine which proposals proceed to Full Council on 18 February where a final decision will be made.

All responses from individuals will be anonymised. Where a response is received on behalf of an organisation, it will be attributed to the organisation and not the individual respondent.

Translation Services

If you require this document in another format (eg CD, audio cassette, Braille or large type) or in another language, please telephone **01768 812612**.

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