

**Cumbria Fire  
& Rescue  
Service**



# Integrated Risk Management Plan

2016 - 2020



## Foreword

Welcome to the Cumbria Fire and Rescue Service (CFRS) Integrated Risk Management Plan (IRMP) 2016 - 2020.

We are currently delivering changes to our Service, against some challenges that we cannot control, including the current economic environment, the variable nature of risk and the national guidance that details the government's expectation of the Fire and Rescue Service.

Our Service will seek to minimise the impact of these changes, in order to ensure the safety and effectiveness of our staff is not affected, so they can help create safer and stronger communities.

CFRS is part of Cumbria County Council and the council, through its Council Plan, sets out the vision for Cumbria. As one of its priorities, the council has set out that it wants to enable communities to live safely and to shape services locally. Part of this is ensuring an effective Fire and Rescue Service, targeted at vulnerable people and areas of highest risk.

We have updated our risk profile relating to fire and other emergencies across the county as part of the Integrated Risk Management planning process. The process enables the Service to be clear about the levels of risk that exist, influencing our prevention, protection and response arrangements. This allows us to identify opportunities to change and match resources to risk and demand. In line with the findings of the review, we look at current response arrangements and in particular, where these can be changed to levels more appropriate to the reduced risk and activity identified within the Plan.

The updated risk profile also allows us to highlight the achievements we have seen in increasing levels of fire safety within Cumbria and subsequent reduction in fires.

This overarching IRMP is underpinned with localised Strategic Risk Reviews. The delivery of the IRMP will be through a series of annual action plans that will be subject to full consultation. This overarching IRMP 2016-2020 has been thoroughly consulted upon and we have sought and received views from the public and other organisations. We have therefore been able to use that feedback to inform this final Plan.

This document was agreed by Full Council prior to its implementation in April 2016 and we will continue to review risk throughout the life of the Plan and update as required.



**Jim Onions**  
Chief Fire Officer



**Cllr Barry Doughty**  
Cabinet Member for  
Fire, Public Services and  
Central Support Services

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## 1. Executive Summary

CFRS is part of Cumbria County Council which has a Council Plan setting out the vision for Cumbria.

We are required by the Fire and Rescue National Framework to produce an IRMP to identify and assess fire and rescue related risks that could affect our community. We have set out in this document what Integrated Risk Management Planning is and why we do it.

The service has a four year IRMP covering the period 2016 – 2020. This revised Plan and supporting Strategic Risk Reviews reflects up to date risk analysis and evaluates current service delivery outcomes. This refreshed Risk Management Plan outlines the prevention, protection and response strategies that will be used to control and mitigate risk across Cumbria. It provides a detailed understanding of our diverse communities and the risks they face. It also takes into account wider issues within Cumbria as well as national risks, and where required identifies national resilience capabilities that are available to support CFRS when dealing with major incidents that stretch normal resource.

This recent update has shown that risks and demand across Cumbria have continued to reduce.

- There has been a 37% reduction in all incidents since 2007/08, going down from over 6,500 in 2007/08 to less than 4,110 in 2014/15.
- There is now only one Lower Super Output area (LSOA) in the whole county classified as high ‘fire’ risk out of a total of 321. This has reduced from 15 in 2010/11 and a starting point of 20 in 2005/06.
- Injuries from fires in the home are at an all-time low, reducing by a huge 64% over the last 6 years.

The public sector faces increasingly demanding financial challenges and CFRS is proactively responding to this. Effective use of resources, greater flexibility and extending our partnership arrangements are helping us to better manage risk and deliver outcomes.

The council is facing significant financial challenges over the next few years. The strategic planning process is the process by which the council develops and agrees its priorities (i.e. the 3 year Council Plan), and develops and agrees its budget. Critical to this process is the engagement of all Members and effective stakeholder consultation.

## 2. Integrated Risk Management Planning

### What is Integrated Risk Management Planning?

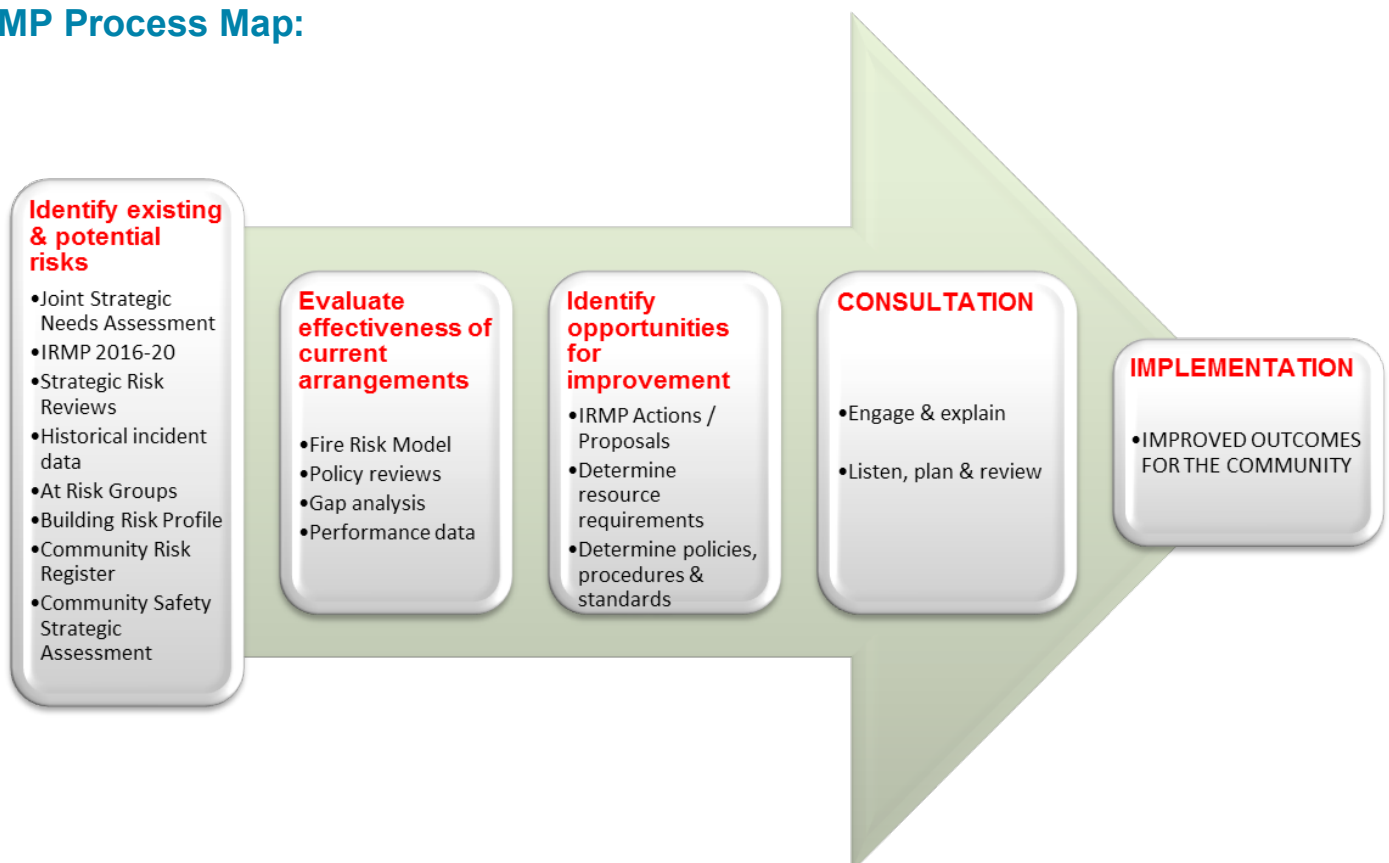
We are required by the Fire and Rescue National Framework to produce a local IRMP. IRMPs are the way in which all Fire and Rescue Services identify and manage risk. The process involves the combination of prevention, protection and emergency response activities, on a risk-assessed basis, in order to reduce risk and improve the safety of the communities we serve. Fundamentally, risk planning also aims to create a safer working environment for fire-fighters responding to emergencies.

Cumbria Fire and Rescue Service (CFRS) will:

- Identify and assesses all foreseeable fire and rescue related risks across Cumbria, in addition to including those of a cross-border, multi-authority and/or national nature.
- Demonstrate how prevention, protection and response activities will best be used to mitigate the impact of risk on our communities.
- Describe how we respond to incidents such as fires, road traffic collisions and emergencies across Cumbria and in other areas in line with our mutual aid agreements.
- Reflect up to date risk analyses and an evaluation of service delivery outcomes to demonstrate how we are reducing risk.
- Provide information on how we measure and assure our performance.

We aim to achieve our objectives through an integrated approach and recognise that prevention and protection activities are essential in mitigating the impact of adverse events on our communities. Our approach will focus on achieving the correct balance of prevention and protection activities to reduce our need for intervention; however, we will continue to respond to emergencies with the appropriate resources in a highly professional and expedient manner.

### IRMP Process Map:



## Our Objectives

In developing this IRMP, CFRS has considered its responsibilities and those of the county council, along with our core business objectives. Looking at local, regional and national risks that affect our communities and considering our statutory responsibilities to prepare and respond to certain incident types, we are in a position to develop and evolve our plan and set our direction until 2020. We have carefully considered our current objectives and remain focused on continuous improvement. As a modern forward looking Fire and Rescue Service it is important that our priorities are carefully considered to reflect our core business and the changing demands placed upon us. Our objectives are reviewed annually and are written into our Service Plan. Our Service Plan can be found at [www.cumbria.gov.uk/fire](http://www.cumbria.gov.uk/fire)

The Service has a number of key strategies:

- **Prevention** - We will prevent fires and other emergencies by targeting the most vulnerable
- **Protection** - We will protect communities from the impact of fire, road accidents and other emergencies when they arise
- **Response** - We will plan for and respond effectively to emergencies when they arise

Nationally, the Fire and Rescue Service now has more wide ranging responsibilities than previously. New challenges are emerging; for example, the continuing and ever-changing terrorist threat, climate change and the impact of an ageing population. Such changes present challenges for CFRS and all are set against decreasing public sector budgets, in an ever more demanding economic climate.

CFRS has a statutory responsibility to respond to incidents such as fires, road traffic collisions and other emergencies across Cumbria. We also respond to calls for assistance in regional and national areas in line with our mutual aid agreements.

When we refer to the word 'response' we are using it in the context of operational fire-fighters responding to emergencies, however, our response to communities is much broader than that. We respond to help with emergency pre-planning, fire prevention advice and also respond to the business sector under our legal fire protection responsibilities. A more holistic way of describing this is 'our intervention'. Collectively, our intervention arrangements are used as a suite of measures to protect communities, visitors and all those who travel within or through our county.

We remain committed to delivering an overarching intervention strategy based upon a combination of prevention, protection and response. We will monitor our 'weight of attack' to ensure that we are sending appropriate resources to efficiently and effectively deal with the particular incidents presented, in a safe and controlled manner.

To support the IRMP, a comprehensive review of risk at Station area level has been undertaken. Full details are available on our website [www.cumbria.gov.uk/fire](http://www.cumbria.gov.uk/fire)

## 3. Assessing the risk

### Cumbria – Local Context

In order to understand the risks in our communities, we need to understand the county and the people who live here. This section provides an overview of Cumbria and the people who live here. It sets out the challenges that this presents to us as a Fire and Rescue Service.

#### Geography

Cumbria is the second largest county in England and covers 677,000 hectares, including a coastline of 245km and accounts for a staggering 48% of the land mass in the North West. The county is made up of six districts: Allerdale, Barrow, Carlisle, Copeland, Eden and South Lakeland. Its largest urban areas are Barrow in the South and Carlisle in the North of the county. Along with 14 significant lakes, much of the county's terrain is mountainous and all terrain in England over 3,000 feet, including England's highest point, Scafell Pike, is located in Cumbria.

The area includes two National Parks; the Lake District and the Yorkshire Dales National Parks, as well as three Areas of Outstanding Natural Beauty; Solway Coast, North Pennines, and Arnside and Silverdale. Additionally, there are 279 Sites of Specific Scientific Interest (SSI), 8 Nature Reserves and 4 European Designated Specially Protected Areas (SPA).

Protecting the environment (both built and natural) is an essential component of fire service duty, particularly as many habitats in Cumbria lend themselves to increased risk of wildfire.

#### Heritage

Cumbria's visitor economy makes a significant contribution to the broader Cumbrian economy, providing at least 32,000 jobs and £2bn of expenditure annually. Cumbria has 7529 listed buildings, approximately 2% of the national total. It has one UNESCO World Heritage site; Hadrian's Wall. For Heritage buildings fire risk is important, but flooding is a more significant risk, with a flood occurring twice for every fire.

#### Transport

Within the county we have the M6 motorway and two trans-Pennine trunk roads, the A69 and the A66, along with other key 'A' roads (A595, A596, A590 and A591) which traverse the county East to West and North to South. There are also 3,729km of unclassified roads, many of which are narrow, winding, with steep gradients and poor accessibility. A diverse fleet of vehicles is required to operate and respond effectively given the geography of our Service area and responding to road traffic collisions is a core requirement for the Service.

The county has one minor airport at Carlisle and several smaller airfields capable of handling light aircraft. Two major international air corridors over fly Cumbria, and the mountainous geography of the county makes it a particularly attractive training ground for military low-flying operations.

The county has three ports, Silloth in the North, Workington in the West and Barrow in the South.

The West Coast Rail link bisects the county North to South with three additional rail lines radiating from Carlisle. One follows the Cumbrian coastline serving the coastal industrial and population centres whilst another runs southeast through the county towards Settle in North Yorkshire. A third runs east from Carlisle towards Hexham and Newcastle. The Furness Line runs from Barrow-in-Furness to Ulverston and Grange-over-Sands, connecting with the West Coast Main Line at Carnforth.

## Population

Cumbria's current population is just over 499,800. At any given time, visitors to the County can significantly swell these numbers. In 2014, Cumbria had 41.5 million visitors. It is the second largest county in England but the second least densely populated. Over 50% of the Cumbrian population live in rural communities which brings diverse challenges for service delivery.

Cumbria has an older population; 28% of its residents are aged over 60 compared to just 22% nationally. Older single people are more vulnerable to fire for reasons including reduced mobility and degenerative illnesses. This risk is likely to grow as a greater numbers of older people are supported to live in their own homes for longer.

The number of young people living in Cumbria is in decline.

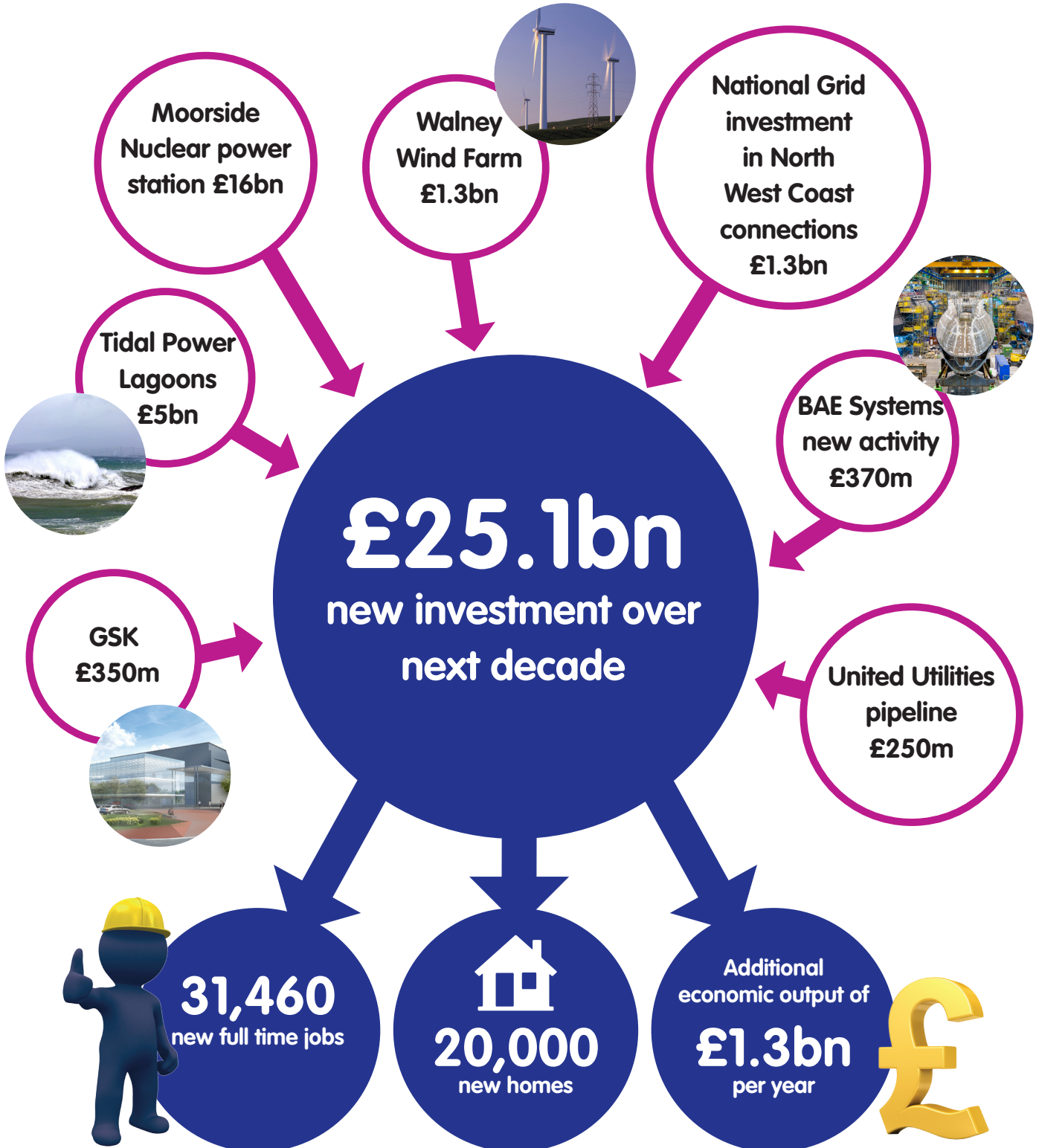
The proportion of residents from Black and Minority Ethnic (BME) groups is 3.5% compared to 19.5% nationally.



# The Challenges

## Economic Development

The Cumbrian economy is already strong. Our outstanding natural environment and assets sets us apart from other areas – as does our world class nuclear expertise as the Centre of Nuclear Excellence, celebrating 60 years of knowledge, skills, science and innovation. Further economic investment brings increased need for pre-planning and risk management.





## Employment

Employment in Cumbria is mainly based in the manufacturing and tourism sectors. Nuclear and other energy including wind-farms and shipbuilding industries are prevalent in Copeland and Barrow-in-Furness, whilst there is a strong pharmaceutical industry in south Cumbria. The Lake District National Park and other areas of Cumbria, as popular tourist destinations provide employment opportunities.

Levels of unemployment in Cumbria are below the national average, yet there are sharp contrasts across the county with high levels of unemployment in the urban areas of Barrow and Copeland. Youth unemployment in Cumbria is an issue with rates above national levels in Allerdale, Barrow and Copeland.

Wages and salaries in Cumbria are relatively low with earnings in some areas significantly lower than national and regional averages. The median household income in Cumbria is £25,332, compared to £28,696 for the rest of the UK.

## Deprivation

There are high levels of poverty and deprivation spread across the county and in particular in the urban areas of Barrow and West Cumbria. Some areas in Cumbria fall within the 10% most deprived areas in the country. Although the prevalence of poverty and deprivation is greater in Cumbria's urban areas there are pockets of significant deprivation in some of the most rural communities. Deprivation is a risk factor for fires and increasing deprivation may lead to more incidents.

Children from the poorest families are 38 times more likely to die from exposure to smoke, fire or flames than children whose parents work in higher managerial or professional occupations. Reducing the number of children who die or who are injured through accidents is therefore a key means of improving health and reducing inequalities. Previous research shows that the North West has some of the highest rates of child deaths from accidents of any region in England.

## Crime

Cumbria is a relatively safe place to live with low levels of crime which, overall, have fallen in recent years. Nevertheless, arson is still a risk and addressing deliberate fire setting remains a key challenge.

## Life Expectancy

The average life expectancy in Cumbria is 79.9 years, marginally lower than the rest of England at 80.2 years. There is significant variation in life expectancy across the county with almost a 20 year gap between the best and the worst areas. Crime and disorder is more prevalent in areas where life expectancy is low. These areas also tend to be deprived and characterised by low household income, high levels of unemployment and benefit claimants, and child poverty.

Only a third of deaths now occur before the age of 75. The three big killers in Cumbria are cancer, circulatory conditions such as heart disease and stroke, and respiratory diseases such as pneumonia and chronic obstructive pulmonary disease (COPD). Working with partners on the wider health agenda is a priority area for CFRS.

## Ageing Population

With an ageing population, dementia is likely to be a significant issue across Cumbria as well as increasing levels of long term illness and sensory impairment. Additionally, those with existing physical and learning disabilities are living longer, increasing the need for more complex packages of support. There are currently estimated to be about 7,000 people living with dementia in Cumbria. This is expected to increase by 80% to over 13,000 by 2030. The increase will be highest in those districts with the greatest proportion of older people such as South Lakeland, presenting significant service delivery challenges for CFRS.

In Cumbria, by 2030 there is projected to be:

- 5,835 more people with dementia
- 21,149 more people over the age of 65 unable to manage at least one self-care task
- 25,901 more people over the age of 65 unable to manage at least one domestic task
- 28,638 more people over the age of 65 with a moderate to severe hearing impairment
- 6,620 more people over the age of 65 with diabetes
- 132 more people over the age of 65 with moderate or severe learning disabilities
- 4,550 more people over 65 with depression
- 26,612 more people over 65 with a limiting long term illness

## Public Health

In 2014 Cumbria was recognised as one of eleven distressed health economies across England. The challenges in our health and care system are entrenched and far reaching. Building on the 'Better Care Together' and 'Together for a Healthier Future' programmes and supported by the Vanguard process and the Success Regime, Cumbria is beginning to address those challenges.

Local authorities are now responsible for co-ordinating local efforts to protect and improve the public's health and reduce health inequalities. Responsibilities for a range of public health functions have transferred from the NHS to local authorities, including:

- Tobacco control and smoking cessation services
- Alcohol and drug misuse services
- Interventions to tackle obesity such as community lifestyle and weight management services
- Accidental injury prevention

As part of the County Council we already work with a number of services that have an important bearing on the health and wellbeing of local people such as housing and education. Combining these services with our new public health responsibilities will help us to improve the social and economic factors that influence health and well-being.

Poor health is prevalent in Cumbria's most deprived wards. Obesity in childhood is a significant issue with 20.8% of 10/11 year olds being classed as obese, the higher the level of deprivation the higher the prevalence of child obesity. Using data available from the Cumbria Intelligence observatory and health partners, CFRS will seek opportunities to add value to the broader health interventions.

## Smoking

Nationally, in 2014-15, there were 258 fire-related fatalities in England, down 6% from 274 in 2013-14, and the lowest annual figure recorded to date. Of these, 163 were accidental dwelling fires fatalities, a decrease of 10% compared to the previous year, and also the lowest to date.

The main cause of accidental dwelling fires continues to be the careless handling of fire or hot substances (e.g. careless disposal of cigarettes).

## Substance Misuse and Alcohol

In Cumbria with the exception of Eden and South Lakeland, substance misuse, especially alcohol, is a significant issue. The problem is most pronounced in Barrow-in-Furness which has some of the highest rates of alcohol related harm in England and levels of serious drug misuse significantly above county and national averages.

Alcohol and drug misuse are significant contributors to the incidence of accidental dwelling fires and fire casualties. A recent study into fatal fires conducted by the Arson Control Forum showed that alcohol impairment contributed to the cause of 25% of all fatal fires.

## Families

Too many children in Cumbria live in deprivation, 1 in 4 babies in Cumbria are born into deprivation and 1 in 5 children will grow up in deprivation.

There are also significant issues relating to the health of children and young people in some areas of the county. Rates of teenage pregnancy in Carlisle are significantly above the national average while Allerdale has the fourth highest rate in England of under 18s admitted into hospital for alcohol specific conditions.

National research shows single parent families are associated with more fires. One in five dependent children in Cumbria live in lone parent households. There are approx. 12,500 'lone parent households with dependent children' in the county.

## Domestic Abuse

There are approximately 500 reported incidents of domestic violence every month in Cumbria. Households experiencing domestic violence have an increased fire risk and CFRS works with partners through Community Safety Partnerships and by attending Multi Agency High Risk Conferences to mitigate this risk and to provide an effective response. Changes to welfare reform, benefits and household income could add further financial pressures in the home, leading to an increase in domestic violence.

## Fire 'casualty' risk

A review of fire deaths and national research indicates the following groups are at greater risk:

- People who smoke
- People living in deprivation
- Single parent families
- Single person households
- Those living in socially rented accommodation
- People with a disability or suffering from illness
- People who are unemployed and have never worked

Further social factors including family stress and critical life events e.g. hospitalisation, chronic disease or a change of residence increases risk.

For Cumbria the challenge of preventative work is to address increased risk. This includes mitigation and supporting projects that tackle the root cause of inequality.

## Community Risk Register

The Civil Contingencies Act 2004 requires Local Resilience Forums (LRFs) to undertake risk assessments and maintain a Community Risk Register. The LRF is a forum formed in a Police area of the United Kingdom by key emergency responders and specific supporting agencies. Its aim is to plan and prepare for localised incidents and catastrophic emergencies. As a Fire and Rescue Service, we are actively involved in the work of the Cumbria Resilience Forum (CRF) and help to identify potential risks and produce emergency plans to either prevent or mitigate the impact of any incident on our local communities.

## National Risks

The risks the UK faces are continually changing. The government monitors the most significant emergencies that the UK and its citizens could face over the next 5 years through the National Risk Assessment (NRA). The NRA is intended to capture the range of emergencies that might have a major impact on all, or significant parts of the UK. These are events which could result in significant harm to human welfare; casualties, damage to property, essential services and disruption to everyday life. The risks cover 3 broad categories: natural events, major accidents and malicious attacks. As a Fire and Rescue Service we must ensure we are prepared and able to respond when required.

To support National Resilience (NR) capabilities CFRS will continue to train and develop our firefighters to the highest possible standard so that they can respond to local, regional and national Emergencies.

## Mass Decontamination

The Service has mass decontamination capability as part of a national response. Firefighters regularly train with the equipment in a number of different scenarios, ensuring they are up to date with new procedures and equipment in preparedness for any incident that may require a large number of people to be decontaminated.

## Weather

The changes in weather associated with climate change continue to pose operational challenges to CFRS. Operational firefighters have been involved in responding to significant flooding and snow fall events in recent years. The Service has vehicles, equipment and appropriately trained staff to deal with these events.

As part of national resilience planning CFRS is able to draw support from regional and national partners to provide appropriate resources to deal with some of the unprecedented major weather related events seen in recent years

Our Strategic Risk Review enables us to identify and understand the different types of water related emergencies, and allows us to prioritise on risks associated with outdoor water courses i.e. lakes, reservoirs, ponds, canals and rivers. It also identifies the risks related to flooding, and enables us to outline how we will contribute, with partners, to reduce the effects of this threat and respond efficiently and effectively when required. CFRS has produced an overarching Water Safety Strategy 2014-17 along with a Delivery Plan to manage and prepare for water related risks.

## High Volume Pumps (HVP)

Provided by the Government as part of a National Resilience strategy, CFRS has one HVP, this specialist vehicle carries a large quantity of hose and submersible pumps, these pumps have the capability to pump 7,000 litres of water a minute, which is enough to support three fire appliances working to capacity. Its primary use is to supply water in support of firefighting operations, but is also used in flood relief.

## Urban Search and Rescue (USAR)

Although CFRS has no USAR capability we continue to work closely with the Fire and Rescue Services in Lancashire and Merseyside to ensure our staff are aware of what capabilities these teams can provide.

## Enhanced Logistics Support (ELS)

Large scale national incidents may necessitate the mobilisation of large numbers of NR assets along with supporting personnel and resources, often required over a prolonged period of time.

In order to assist with command and control at major incidents, a national capability has been developed by the Fire and Resilience Directorate of Communities and Local Government to support the logistics, marshalling and welfare issues relating to these NR assets. This is in the form of the ELS capability. The ELS capability is strategically located at nine selected host Fire Services to support this role. This capability is now available in CFRS. The new vehicle has the latest satellite and mobile phone technology.

## National Inter Agency Liaison

The need for an inter-agency role within the Fire and Rescue Service has, over the years, increased. More complex scenarios and increasing demands on resources have required the Fire and Rescue Service to respond innovatively to ensure that an effective and appropriate response, proportionate to the risk, is delivered at the point of need.

## Collaborative Opportunities

There are many potential benefits to the communities of Cumbria and its visitors, for CFRS sharing resources, buildings, vehicles, specialisms and data, and in undertaking joint emergency service operations with other partner agencies. Greater resilience of services could also be achieved providing more focused support to communities whilst also supporting the Governments' vision of public sector reform.

Joint Working would reduce blue light emergency responses by improving community health, safety and well-being through joint, upstream preventative working as a result of data sharing, identification of vulnerability, multi-agency problem solving and interventions in locations of repeat public service demand by addressing vulnerabilities with hard to reach communities and individuals.

The concept of co-responding allows many Fire and Rescue Services across the country to respond to medical emergencies in partnership with the Ambulance Service. Co-responding builds on the lifesaving skills that fire-fighters currently hold and allows help to potentially reach a casualty quicker than if both organisations worked in isolation. CFRS will continue to explore all collaborative opportunities in order to deliver a high class, efficient and effective service to the communities we serve.



# The Challenges

## The Fire Risk Model

To allow CFRS to focus resources in an efficient and effective way in order to reduce risk or to lessen its consequences, a new Fire Risk Model was developed as part of our 2010/11 IRMP.

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 IMD is made up of seven domain indices. These are:

- Income
- Employment
- Health Deprivation and Disability
- Education, Skills and Training
- Barriers to housing and services
- Crime
- Living Environment

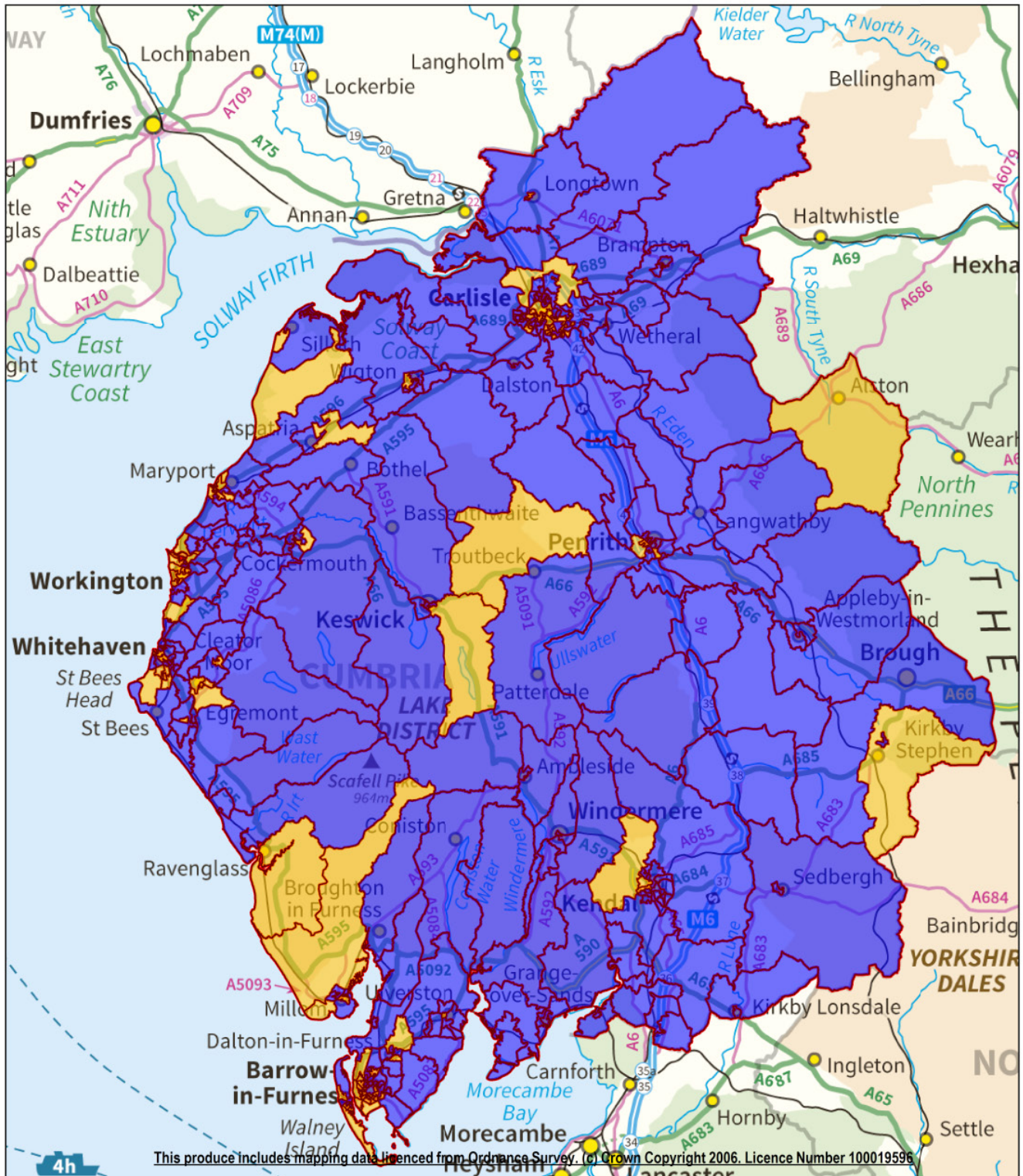
The model allows us to generate an overall ‘risk score’ for the whole county as well as a score for each LSOA, dependent on that score we classify it as high, medium or low risk.

The Fire Risk Model shows that since 2008/09 the overall fire ‘risk score’ in the county has dropped from 12776 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 2008/09 = 12776		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%	

## Fire Risk Map 2010 - 2015

The map below provides a graphical representation of the fire risk across Cumbria.



### CFRS Fire Risk Map Score 2010-2015

By Lower Super Output Area

	High	(1)
	Medium	(97)
	Low	(223)

Using this data, professional judgement and the recently updated Station Risk Reviews, the Service will take an evidence and risk based approach to reshape prevention and emergency response arrangements across Cumbria.

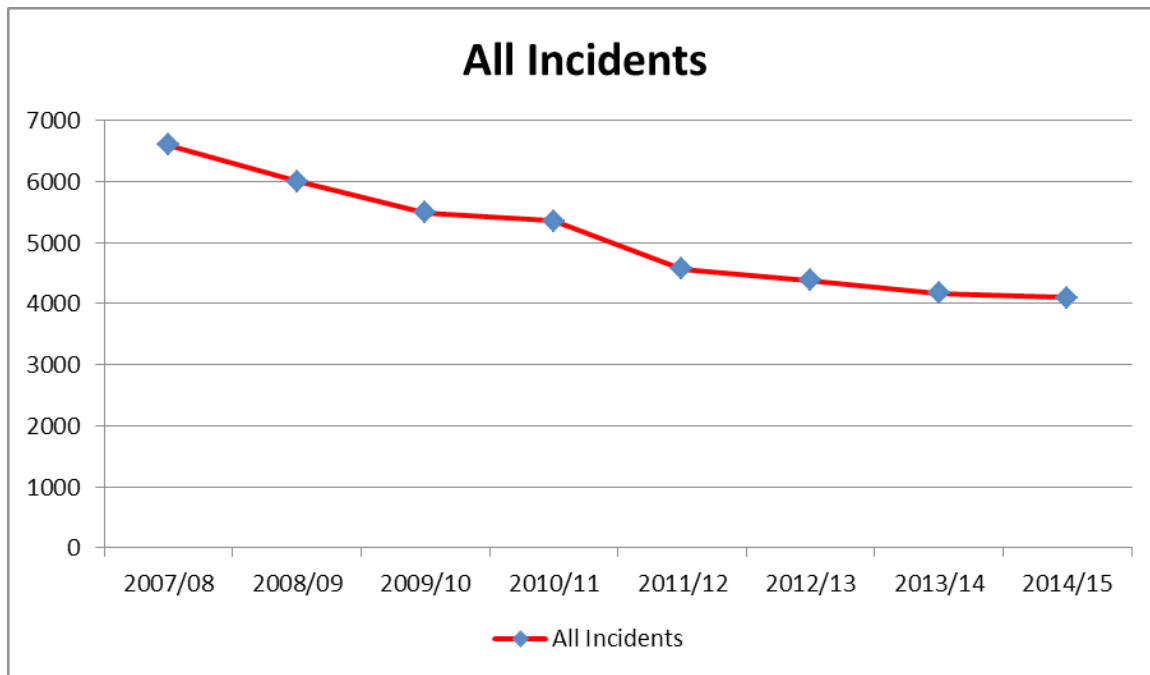


## 4. Our Performance

### Performance Review

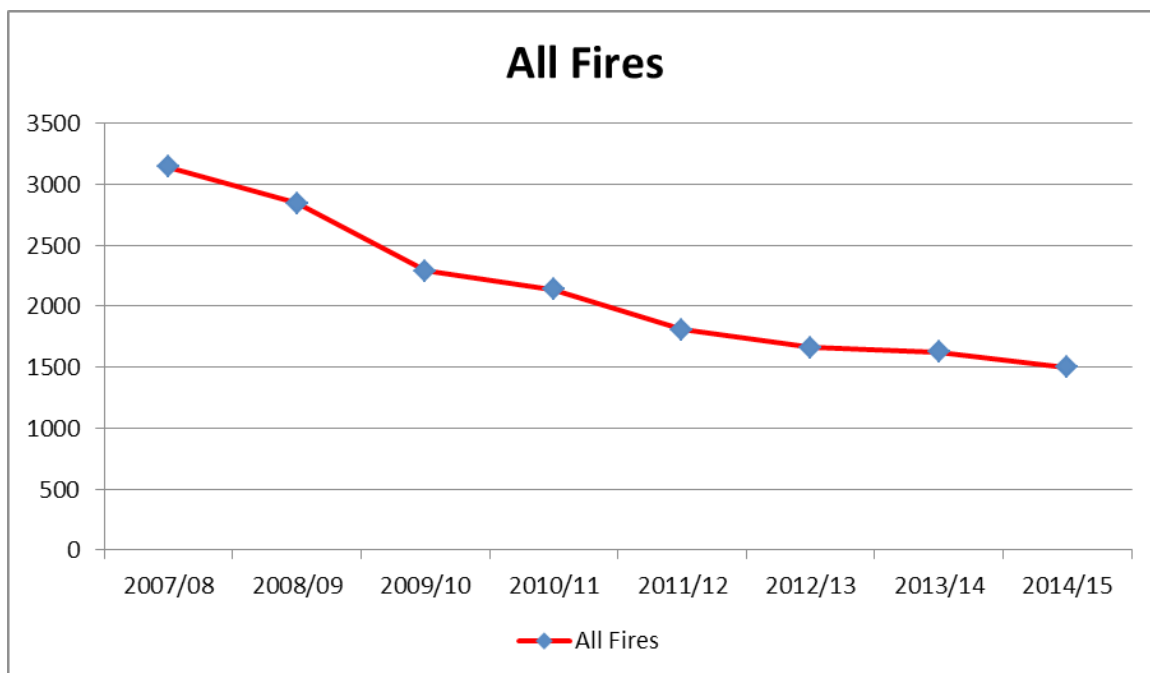
#### All Incidents – 38% REDUCTION

We are extremely proud of the preventative and protection work we have done to reduce the total number of incidents we are called out to year on year. Incidents across the county are now at an all-time low.



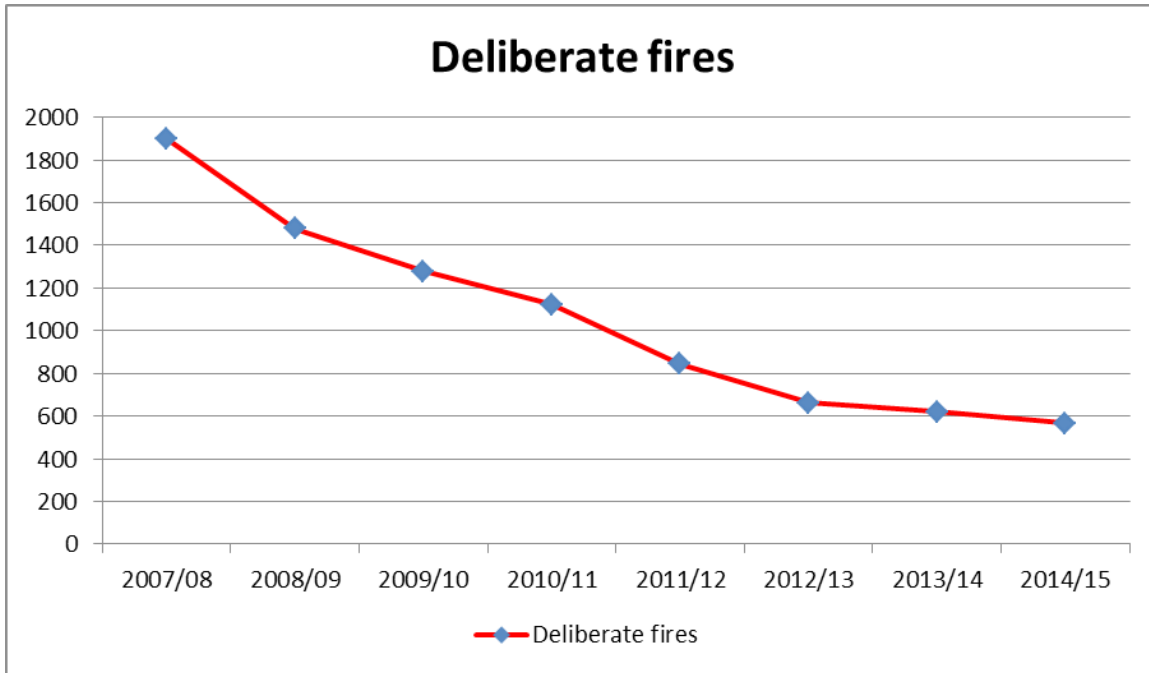
#### All Fires – 52% REDUCTION

Successful prevention activities have enabled us to reduce the number of fires significantly, resulting in fewer risks to our communities and firefighters.



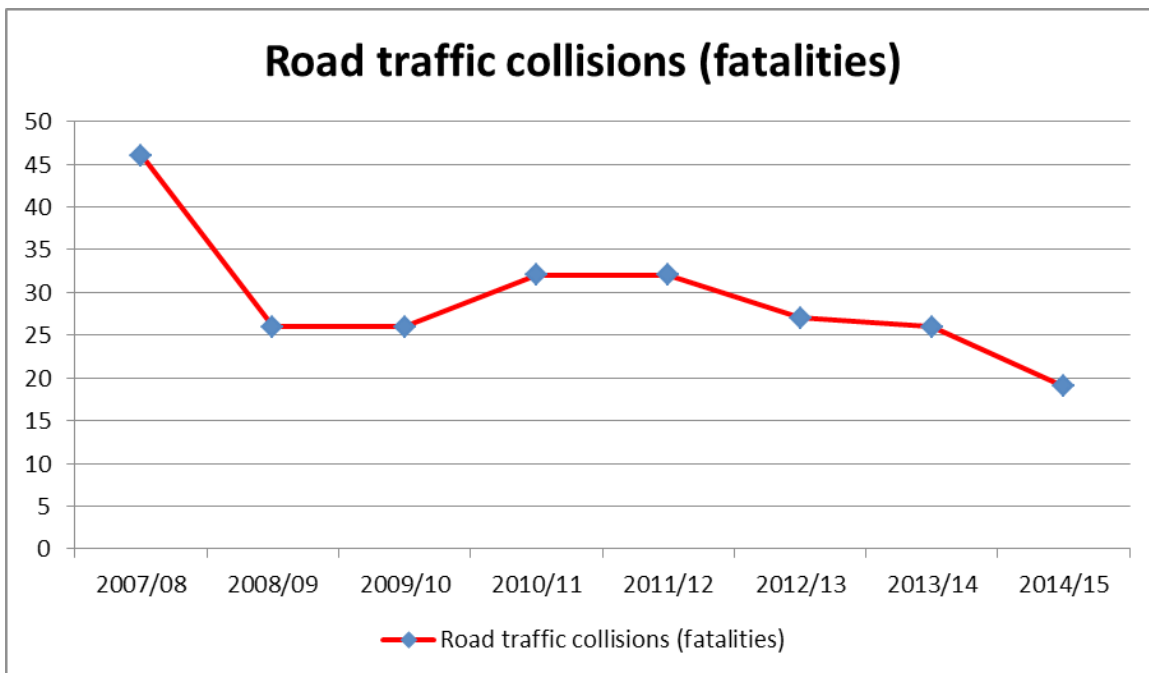
### Deliberate fires – 70% REDUCTION

Our fire-fighters are engaged with partners such as the Neighbourhood Management Teams, local Community Safety Partnerships and Police colleagues. Targeted campaigns to address specific types of arson, such as deliberate vehicle fires, have seen a significant reduction in the number of incidents of this type.



### Road traffic collisions (fatalities) – 59% REDUCTION

The number of people who have died in road traffic collisions has reduced. We continue to work in partnership and deliver road awareness training to reduce the number of road traffic collisions and associated injuries and deaths.



## Our Resources

The Service provides emergency cover for Cumbria on a 24 hour, 365 day a year basis. Over the next few years CFRS will continue to evaluate its resources and provide a flexible level of response to differing types of incident, thereby matching operational response to risk. We will seek to provide innovative solutions to staffing arrangements, supported by robust risk, environmental and equality assessments, to ensure we have an efficient, effective and safe model for responding to the wide range of emergencies we face. This is against a backdrop of a reducing demand for our services due to the decreasing risk.

## Our Budget

Cumbria County Council is the Fire Authority and therefore the Fire and Rescue Service benefits from a back office support provided by broader council teams. In line with this, the Fire & Rescue Service budget is primarily aligned to supplies and services and staffing. In 2015/16 our annual net revenue budget is in the region of £17 million with additional capital budget to procure our fleet vehicles and improve other infrastructure.

## Our Fire Stations

The Service operates 38 fire stations, 30 of which are crewed solely by on-call fire-fighters, 3 crewed solely by regular fire-fighters and 5 that are operated by a combination of regular/on-call fire-fighters. Due to the vast geographical area covered by CFRS a fundamental consideration is how we serve our most rural locations. Some of our Stations attend very few calls each year but due to the proximity of the next nearest available station, they are vital in protecting our remote communities. Contrasting, we also have a number of fire stations that are geographically close together, some responding to very few calls. Our 2015 Strategic Risk Reviews consider this in more detail and will continue to influence our future action plans. During the life of this latest Risk Plan, CFRS will continue to evaluate emergency cover to ensure we have the most appropriate resources to meet the risks identified.

## Regular Firefighters

There are currently 8 stations that operate either wholly or in part with staff working the regular duty system (full time firefighters). Serving these fire stations are 194.75 Full Time Equivalent (FTE) regular firefighters, including officers (as at 31/03/2015).

The majority of our regular shift based firefighters work a standard 42 hours per week on various rota systems. The traditional model of crewing full time fire stations has been in place for some 30 years and is based on a '2 days, 2 nights, 4 off' duty system. Across the country, this historical model includes excess resources built in to cover sickness absence and annual leave. Nationally, the continuation of this way of working in a modern Fire and Rescue Service is being questioned.

In recent years CFRS has been progressive with regards to crewing regular Fire Stations and has implemented a number of new crewing models based on either 8 hour or 12 hour day shifts, thereby providing improved efficiency and value for money. In addition, our use of flexible crewing arrangements supported by staff on flexible or annualised hours contracts has enabled us to reduce our overall fire-fighter numbers yet still maintain the same level of service to our communities.

We will continue to review the duty systems our operational fire-fighters work and, where possible, seek to provide the best value for money.

## On-Call Firefighters

On-call firefighters are a vital part of CFRS. Nationwide, approximately 18,000 on-Call firefighters provide efficient, cost effective and reliable Fire and Rescue cover to around 60% of the UK, and across Cumbria they provide cover at 35 of our 38 Fire Stations. In Cumbria there are currently 398 On-Call firefighters (as at 31/03/2015). They attend the full range of incidents including fires, floods, road traffic collisions and chemical spills.

Apart from an average of 3 hours per week for training, On-call firefighters only attend the fire station when they have received an emergency callout. For much of the time, an On-call Fire Station is not occupied by staff. Each On-call firefighter carries a pocket alerter, which is activated when they are needed and they subsequently report to the Fire Station and mobilise the necessary fire engine or other rescue vehicle.

Call rates vary from Fire Station to Fire Station, with some On-call Stations across the UK responding to over 800 calls a year and some in Cumbria responding to as few as 15.

Currently On-call firefighters are required to attend the station in response to an incident within 5 minutes. Due to the challenges in recruitment and retention of On-call firefighters nationally, and in particular in small rural towns and villages, extending the time limit that a fire-fighter is allowed to attend the Fire Station in the event of an emergency may increase the times in which the Fire Engine is available to respond and therefore provide an overall improved response to local communities. The Service aims to review On-call response arrangements as part of the Risk Management process.

## Operational Managers

Our operational managers are contracted on a number of different duty systems that provide flexibility and improve our operational service delivery.

As part of our focus on improved efficiencies our operational managers' duty systems have been reviewed and where applicable refreshed, or new systems implemented to ensure that our resources are available and deployed when needed. The Service will continue to review managerial structures to ensure that they are fit for purpose. Recent changes have seen a flattening of the structure without a reduction in operational efficiency.

## Our Volunteers

In Cumbria statistics indicate that one in three people volunteer compared to one in four nationally. CFRS has a volunteer scheme that enhances our capacity for preventative community safety activity and currently the Service has around 70 volunteers from a diverse range of backgrounds.

The Volunteer programme and volunteers have a positive impact on many of the Service / Council priorities for example by assisting with Home Safety Visits and raising awareness within all areas of Cumbria. The volunteers have also recently taken on responsibility for the inspection of certain types of equipment distributed by the Council to local residents. The Team are used to deliver CFRS messages to vulnerable groups including fire safety, HeartStart (basic emergency life skills), community assistance such as 'Emergency Activation Centres' during floods / adverse weather, Road Awareness Training and safety interventions with young people.

## Our Fleet

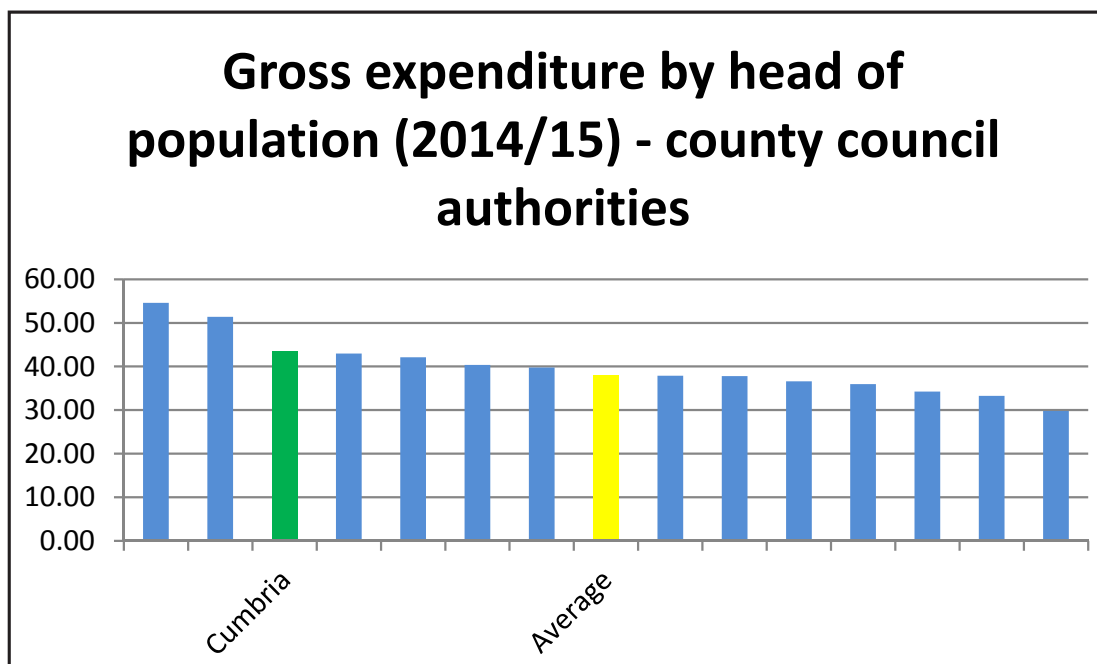
Currently there are 45 Fire Engines and eight 4 wheel drive wildfire response vehicles. These are crewed by On-call and regular firefighters. There are a number of specialist vehicles across the county including Aerial Ladder Platform (ALP) vehicles, an Environmental Protection Unit (EPU), and an Incident Response Unit (IRU).

CFRS has also expanded our wildfire capability by developing a unique pod facility which will see two of Cumbria County Council’s enhanced four wheel drive gritters, based on a Unimog chassis, adapted for use as wildfire units within the summer months, reverting quickly to their snow clearing function for winter.

We will continue to develop our fleet of support vehicles to meet the geographical and adverse weather conditions of the county. Four wheel drive utility vehicles are provided at regular stations, which are multifunctional. They are utilised to transport crews and equipment to the scene of incidents as well as being used by responding managers where a four wheel drive capability is required. The vehicles can also be used to support partner agencies, for example, to transport carers on home visits during snow and flooding.

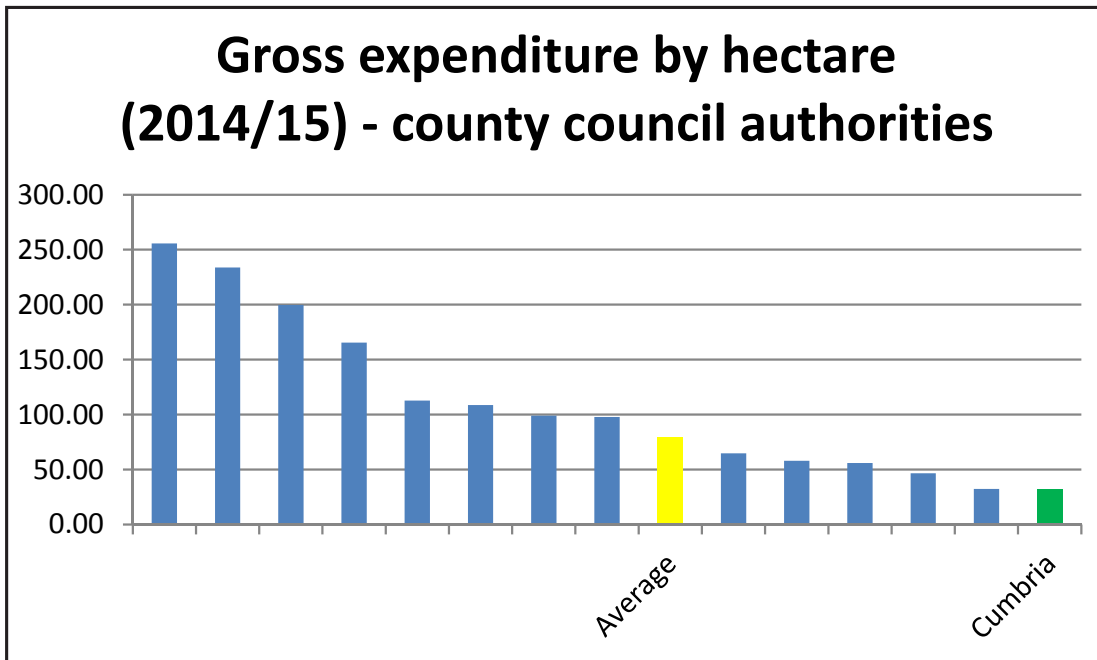
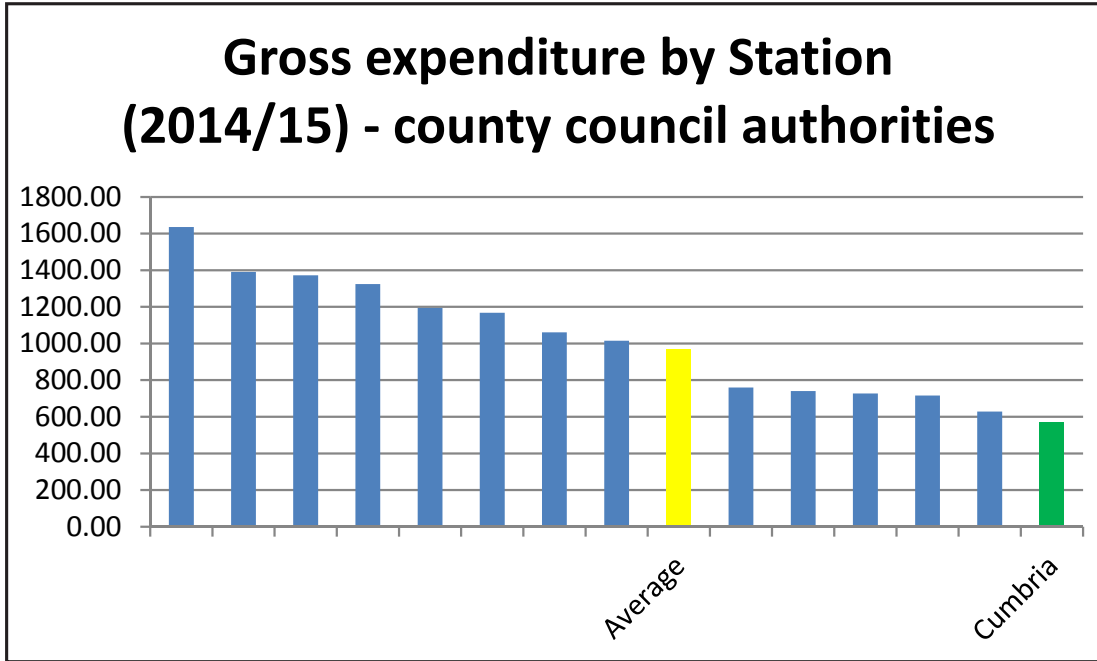
## Value for Money

Value for money is typically measured as total spend over a unit e.g. population. Fire and Rescue Services aim to have a low cost per head of population. In Cumbria the geography and the population dispersal has an adverse impact on this measure, giving the impression that value for money is not being achieved.



Rural Fire and Rescue Services face significant challenges in maintaining smaller and more remote stations. Due to the geography and road infrastructure, there are areas of the county where risk determines a need for some form of fire cover, even though the firefighters in those small rural villages only respond to a few incidents in a year. In 2014/15, the Service only attended 4,110 emergencies across the whole of Cumbria.

Some of the other measures of value for money that are available include cost per hectare or cost per fire station. Having clearly articulated challenges facing rural Fire Services in the last paragraph, the following charts demonstrate outstanding value for money when compared to other County Council Fire Authorities (CFAs):



## 5. Developing Strategy

In order to deliver our key priorities and ensure we achieve tangible outcomes for our communities we continue to develop our key strategies around prevention, protection and response.

### Prevention

The Service's Prevention work is delivered on a risk assessed basis to ensure the community safety activities carried out across the County are focused and assist in supporting the strategic prevention objectives of:

- Reducing the number of people killed or injured in dwelling fires in Cumbria.
- This will be achieved through a challenging programme of delivering Home Accident Reduction Interventions across Cumbria, targeted at those individuals most at risk of fire.
- Reducing the number of people killed or seriously injured in road traffic collisions on Cumbria's Roads, with particular emphasis on young people's safety. This will be achieved by working through the Safer Roads for Cumbria Partnership and by delivering Road Awareness sessions that are tailored to meet the needs of the groups receiving them.
- To work with partners to tackle the root causes of inequality in Cumbria and to promote social, health and economic wellbeing. This includes work achieved through the Community Safety Partnerships.
- To support the national agenda to reduce anti-social behaviour and to tackle the growth of violent extremism. This will be achieved through the delivery of the County Council's obligations under the Government's Prevent Strategy.
- To support youth work related to Every Child Matters particularly the "Staying Safe" and "Making a Positive" contribution themes. This will be achieved through our Young Firefighter Programme and Fire Cadets Scheme.
- To support people to live independently and safely in their homes. This will be achieved through our partnerships and data sharing arrangements with Adult Social Care and other third sector organisations involved in supporting older people.



## Protection

The Service is currently reviewing its Protection Strategy. This purpose of the review will be to ensure that strategy is closely aligned with the recently refreshed IRMP. Key objectives for the Service in terms of our fire protection and enforcement activity are:

- Meeting the requirements of the Regulatory Reform (Fire Safety) Order 2005
- Arrangements for working with the business community across Cumbria for delivering risk based Protection activity
- Developing the resilience and business continuity, crisis and disaster management arrangements for businesses across Cumbria
- Arrangements for safeguarding the culture, heritage and environmental assets in Cumbria
- Reduce the commercial, economic and social impact of fires in non-residential premises

### Statutory Duties

The Fire Authority has a statutory duty to enforce the Regulatory Reform (Fire Safety) Order 2005 (FSO), which came into force on the 1st October 2006.

Since the introduction of the legislation in October 2006 CFRS has completed compliance audits of known high and medium risk premises in the county.

CFRS has a management strategy and risk based programme for enforcing the provisions of the FSO in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat. The Fire Safety structure has both Fire Inspectors and Officers who conduct inspections of low, medium and high risk premises throughout the county, in addition to conducting post fire audits where appropriate.

We will continue to carry out enforcement action as determined by the level of risk presented and will undertake our statutory responsibilities and consultations in partnership with other enforcing bodies (i.e. Environmental Health, Building Control and Police) to ensure a joined up approach and consistency in the application and enforcement of the FSO.

### Unwanted Fire Signals (False Alarms)

The current policy for dealing with unwanted fire signals (UwFS) within CFRS is based upon the 'Call Challenge' procedure from within North West Fire Control (NWFC).

In 2014/15, we attended 1,284 emergency calls to fire alarm activations, 98% of these were false alarms. This represents over 31% of all the incidents we attended, diverting vital emergency resources from attending real emergencies and each blue light vehicle movement increases the risk to pedestrians, road users and firefighters. It also affects the valuable time that crews are available to complete important Community Safety work within Cumbria.

Where possible, the Service aims to reduce the response to UwFS that occur generally as a result of Automatic Fire Alarm (AFA) activations. Over the duration of this Risk Management Plan we will seek to further reinforce our 'Call Challenge' policy which could mean that we cease to attend calls to some premises where alarms have actuated if they are not backed up by a '999' call confirming a fire. The onus will be on businesses to ensure their systems are properly maintained and functioning properly which would significantly reduce the number of Automatic Fire Alarm (AFA) activations.



## Response

The Service will monitor operational response to incidents to ensure we are sending appropriate resources to efficiently and effectively deal with the risks presented in a safe and controlled manner.

Our emergency response standard is the maximum length of time we think it is acceptable to take to attend an incident; our target is to meet the standard for at least 80% of occasions.

The Service has set a single response standard across the county of 10 minutes to all 'primary' property fires, and a second standard of 15 minutes for all other incidents, aiming to achieve this level of performance on 80% of occasions. We continue to focus prevention and protection arrangements around known higher risk communities.

Our response standards recognise that irrespective of the level of risk in a particular area, once a fire takes hold the risk to the resident is the same. Our response standards provide clarity and consistency to allow members of the public, representative bodies and the county council to better hold the service to account.

Incident type	Emergency response standard	Countywide performance level
'Primary' Property Fire	First fire appliance in 10 minutes	80% of occasions.
All other incidents (including Road Traffic Collisions)	First fire appliance in 15 minutes	80% of occasions.

The above standards are measured from the time a fire appliance is dispatched to the time it arrives at the incident. CFRS resources are dispatched from a regional control room covering four fire and rescue authorities across the North West of England, and within the North West Fire Control Room additional performance standards around call handling times are set.

Our new response standards do not change the time it actually takes for an appliance to arrive. Setting this standard simply allows us to judge performance in a consistent way; fire appliances will always be dispatched as quickly as possible.

A significant proportion of time is taken up by Fire Engines attending incidents that are classed as low risk. This might be:

- Rubbish fires
- Grass fires
- Wheelie bin fires
- Bonfires
- Skip fires

In order to free up valuable resources for Fire appliances to attend high risk incidents, the Service will explore the concept of Targeted Response Vehicles. These are purpose-built, bespoke vehicles that can be crewed by two/three firefighters that can respond rapidly to incidents. In addition, the Service will review the current disposition of specialist resources across the county according to risk.

## 6. Consultation and Delivery Plan

This IRMP 2016-2020 forms parts of our overall risk management strategy for the county. The fire and rescue national framework sets out the government's expectation that in formulating local risk management plans the Fire and Rescue Authority should "...fully consult the local communities."

In October 2015, we commenced a public consultation on the Plan as a draft document and asked for comments and views. All comments received were considered and assisted us in the development and final production of our new 2016-20 IRMP.

The consultation was undertaken in accordance with County Council guidance and HMG Code of Practice on consultation and the outcomes were reported to the Councils Cabinet Members. The final document was approved by Full Council in February 2016.

To obtain further information about integrated risk management planning or Cumbria Fire and Rescue Service, please see our website [www.cumbria.gov.uk/fire](http://www.cumbria.gov.uk/fire) or call us on **01768 812612**.

Alternatively, you can write to us at:

Chief Fire Officer  
Cumbria Fire and Rescue Service Headquarters  
Carleton Avenue  
Penrith  
Cumbria  
CA10 2FA

### 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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