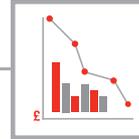
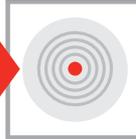


# Essex County Fire & Rescue Service

Our Values: Respect, Accountability, Openness and Involvement



2020



Leading the way to a safer Essex

Integrated Risk Management Plan  
Consultation Document

2015–2020







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# Contents

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1. Foreword .....	4
2. Introduction.....	5
3. Prevention & Protection.....	12
4. Response .....	20
5. Next Steps.....	27
6. Consultation.....	32

# 01 Foreword

**In an emergency, you expect your fire service to respond quickly to help you. We will do that but we also do a lot more to keep people and businesses safe, and to prevent emergencies happening in the first place.**

We believe that waiting until a crisis occurs and requires an emergency response is the most expensive way of dealing with problems and may only have a limited benefit.

We have been very successful in reducing the risks to our communities from fire and other emergencies. We are proud of our ongoing work to prevent emergencies as well as our co-operation with other organisations in Essex and beyond.

Thanks to the hard work of our staff, volunteers and partners, the number of emergencies we attend has dropped by over half in the last ten years to around 13,500 a year. This is against a background of a population that is growing, aging and becoming more diverse, and at a time when all fire and rescue services have to find ways of further cutting their costs in the light of the reductions in Government funding.

We believe that the best way to keep people safe from fires and other emergencies is to prevent them occurring in the first place. To develop and improve our services

to help reduce risks, we must try to be more flexible and innovative. Many challenges face us, so we need to consider the way we operate and deliver our services to support you in staying safe.

Our aim is to *lead the way to a safer Essex*. This is *your* Fire and Rescue Service and we believe we should explain what we do, work with you where we can and understand what is important to you. This year we are consulting all our stakeholders twice. First, we will consult on our standards and principles. Later we will consult on the range of ways we can provide our services.

The results of this first consultation will help us develop the options we consult on later in the year. These options could include reviewing our capacity to prevent and protect against risks, and reviewing the number and location of fire engines and fire stations which may involve moving, merging, closing or co-locating with other blue-light services to support our proposed response standards.

The feedback from this consultation will help us develop the Service to meet the challenges we face. That's why we would ask you to engage with us as part of this public consultation.

**Acting Chief Fire Officer Adam Eckley  
& Chair of the Fire Authority Tony Hedley**

# 02 Introduction

## Integrated risk management planning

Under the [Fire and Rescue Services Act 2004](#) the provision of fire and rescue services in England is a local government responsibility. In writing an integrated risk management plan (IRMP) each Fire Authority must pay due regard to the [National Framework](#) guidance issued by central government.

The guidance requires that our IRMP:

- Identifies and assesses all foreseeable fire and rescue related risks that could affect our communities including those of a cross-border, multi-authority and national nature.
- Shows how we will best use prevention, protection and response activities to reduce the impact of risk on communities through authorities working individually or collectively in a cost-effective way.
- Sets out our strategies and [risk-based inspection programme](#) for enforcing the [Regulatory Reform \(Fire Safety\) Order 2005](#).
- Be easily accessible and publicly available.
- Consult effectively throughout its development and at all review stages with the community, our workforce and representative bodies, and partners.
- Cover at least three years and be reviewed and revised as often as it is necessary to ensure that the Fire Authority can achieve the framework's requirements.
- Reflect up-to-date risk analysis and the evaluation of our service delivery outcomes.

The IRMP shows how we identify, assess and manage risk in Essex, along with the [county-wide Strategic Assessment of Risk \(SAOR\)](#). The IRMP covers the period up to 2020/21, but we review the SAOR every year to ensure the IRMP remains current regarding the risks in Essex.

Note – Throughout this document we have set up hyperlinks to other documents and external sources of information to provide more detailed information to aid understanding. Essex Fire Authority is not responsible for the content held on external sites linked to this document.

## Essex Fire Authority

Essex County Fire and Rescue Service is one of the largest fire and rescue services in the country, handling a wide variety of risks. The Service is governed by Essex Fire Authority – 25 elected members appointed by Essex (20), Southend (3) and Thurrock (2). The Fire Authority oversees our work on the public's behalf.

The Members of the Fire Authority make important decisions about our services including:

- Approving our plans, policies and strategies
- Agreeing the staff, equipment and other resources we need to provide an efficient and effective service.
- Setting our annual budget and council tax charge.
- Audit and performance review.

## Essex County Fire & Rescue Service

The Service is a local government service provider. We have a duty to prevent and respond to a wide range of emergencies. This involves working with businesses, schools and communities to inform and educate people to be safer at home, at work or on the roads. If an emergency occurs, the Service has a fleet of fire engines and other specialist equipment to deal with it.

Last year, the Service made about 54,000 targeted interventions with the public to help them be safer in their homes and 26,000 to help them be safer on the roads. (An intervention is an activity to tackle risk – it could be a prevention or protection activity to reduce the risk, or a response activity if required) We also engaged with 117,000 school pupils through the education programme. The Service also attended about 13,500 emergencies, though around 40% were false alarms. In the last decade (2003/04 to 2013/14) there has been a large reduction in the number of fire-related incidents and therefore deaths and injuries across the England, as shown in the table below.

2003/04 – 2013/14	England	Essex Fire Authority
Fires	64% 	65% 
Non-fatal fire casualties	55% 	53% 
Deaths	39% 	9 in 2013/14. No change from 2003/04

(source: Fire Statistics Monitor, April 2013 - March 2014)

We can put down these changes to the combined effect of such things as:

- Better building and furniture regulations.
- The introduction of integrated risk management planning across UK fire and rescue services.
- A stronger focus on targeted prevention and protection activities.
- Smoke alarms being installed in most homes; 88% of Essex homes have them.
- Fire safety campaigns such as the Government's 'Fire Kills' initiative.
- Lifestyle changes including the use of oven chips and a reduction of smoking indoors.
- Better understanding of risks in the community and more partnerships between organisations in fire prevention and protection activities.

Other non-fire incidents have also fallen because of such things as improved vehicle design and safety systems. These have helped reduce the number of road traffic collision deaths and injuries.

The Fire Authority considers risks in its SAOR document. While some risks can be dealt with solely by the Service, many require us to work with other agencies. As with all fire and rescue services Essex has a duty to cooperate with other emergency services, local authorities and Local Resilience Forums under the [Civil Contingencies Act 2004](#). The Chief Fire Officer of Essex County Fire and Rescue Service currently chairs the Essex Local Resilience Forum. The forum brings responders together to prepare for possible emergencies. Through this forum, plans for managing local emergencies are tested and effectiveness reported.

## National and regional risks

To support national and regional resilience, the Government says fire and rescue authorities should consider national and regional risks when preparing their plans. The link below summarises the Government’s current national risk assessment published by the Cabinet Office. The full assessment can be seen in the [National Risk Register](#).

A more local assessment of these and other regional risks is published by the Essex Local Resilience Forum in its Community Risk Register.

We maintain a range of specialist capabilities to deal with many of these risks, such as our Urban Search and Rescue (USAR) team based in Lexden, which can be deployed to major regional or national emergencies as well as being available for local incidents.

## Local risks

In addition to considering national risks we have developed our own assessment, the [Strategic Assessment of Risk](#), to continue identifying potential and changing risks within the county that could require our intervention.

The SAOR underpins and informs the IRMP process by identifying risks and their proposed reduction, and helps improve our understanding of the capabilities and services needed to help manage these risks.

Table: Essex Risk Register

		Essex risks				
Likelihood	5			Demographic change; more vulnerable people		
	4			Climate change summer	Terrorism incident	
	3			Climate change winter. Major transport incidents		
	2			Operational environmental impact. New technology	Major industrial accident	
	1				Human/animal health issues	Incident at crowded place
			1	2	3	4
		Impact				

## Current resourcing and activity

When people think of the fire service they tend to have the popular image of a uniformed firefighter responding to an incident. Response is our highest cost activity. We have 18 fire stations with permanent crews – 12 are shift-based (day and night), and 6 are crewed during the day, reverting to on-call status at night and weekends – and 33 fire stations crewed by on-call or retained firefighters, who respond to a pager when an incident occurs. In addition to these 51 fire stations we operate an emergency control room that deals with calls for help and mobilises resources to attend incidents.

In 2015, the Fire Authority will budget for 1,543 staff including 733 whole-time firefighters, 514 on-call firefighters, 34 control operators and 262 support staff. Around three quarters (76 per cent) of our personnel are employed mainly to provide our response service. Another 112 employees do prevention and protection work.

The Community Safety team at our headquarters at Kelvedon Park has 12 full-time staff, 86 part-time staff and over 60 volunteers who plan and provide activities centred on fire safety and road traffic collision prevention.

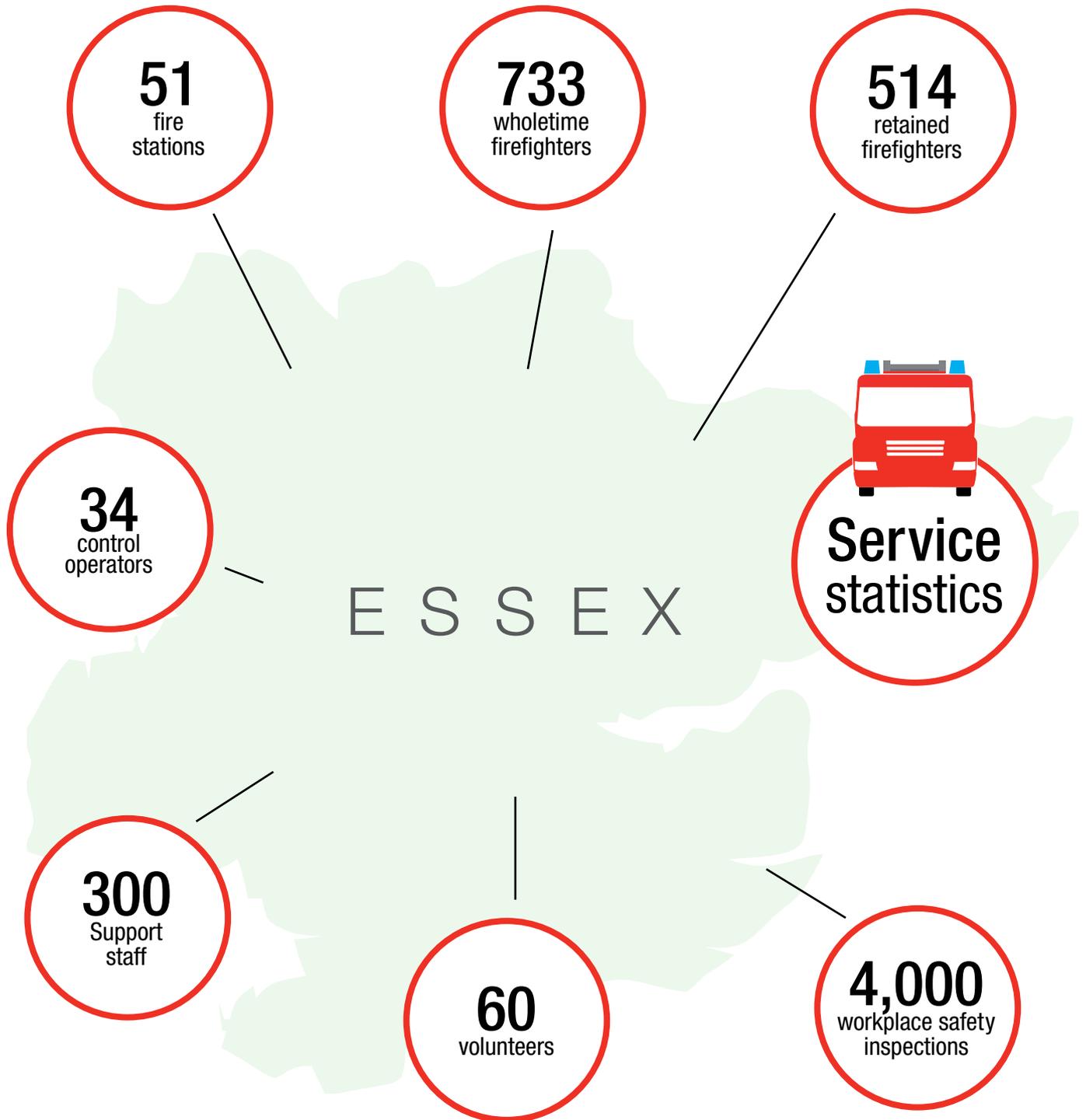
They have provided 47 FireBreak courses (a youth-inclusion programme for 13-17 year olds, which aims to educate young people who are excluded or at risk of exclusion from school) and organised over 83 events at the [Essex Fire Museum](#), talking with about 3,650 members of the public in the process. They have attended almost 60 road safety events with the fire bikes to promote rider safety, resulting in over 5,000 interactions with bikers. This includes providing 5 Better Biking Courses and 5 Advanced Machine Skills Courses for 104 bikers.

We used our Community Wheels Vehicles and Ford Driving Simulator to give road safety education at over 150 events, engaging with over 14,000 people, most of whom are high-risk road-user groups such as young drivers. The fire car, which targets young male 'cruiser car' drivers, attended 65 events and engaged with over 6,500 people.

Our volunteers have contributed significantly, providing more than 6,000 hours of community

safety activity in the last year. Our team of inspecting officers ensures that fire-safety advice is given at all the relevant buildings and workplaces. The team completes about 3,800 inspections a year.





# The Essex Fire & Museum

Est 2007  
at Grays



2020



Leading the way to a safer Essex



# 03 Prevention & Protection

We believe that money is better spent preventing an emergency than responding to one. Preventing emergencies removes the other potential costs that accompany them such as rehousing, hospital care and loss of business. More important it also reduces injuries and deaths. Our new approach to building resilience and supporting communities will look at people most in need of our prevention and protection services and see how we can work with the community and other service providers to reach them.

The most vulnerable members of our community often have chaotic lives and complex needs. This means many public sector organisations are trying to support them, and they are all potential partners we can work with.

The number of times firefighters are involved in fighting fires is falling every year. In fact, time spent at emergencies is about 5% of a firefighter's working time. Of course, we will always need to ensure that a firefighting response to emergencies is maintained and ready for action.

A Fire Service that engages with its community and works with partners to help build better communities will:

- Be aware of the needs of the community.
- Be aware of the vulnerable people in the community and the support they need.
- Be involved in many aspects of community life so that it identifies early opportunities to support at-risk individuals or locations to prevent an emergency.
- Look for opportunities to support community groups and other organisations that work in communities to reduce the demand on the public services; especially emergency services.
- Build relationships with community leaders to improve services in their communities.
- Recognise the strength of the Service's 'brand' and use it to improve the health, safety and welfare of the community.

The Service and our communities have made a lot of progress recently in reducing demand by educating the public in fire-safe behaviour in the home, at work and in avoiding collisions on the roads.

We believe that educating school children helps them behave in a fire-safe way as adults too. Over 117,000 children in school years three, seven and eight attended lessons led by our specialist fire-safety officers in classrooms across Essex over the last year. This work currently reaches around 81% of these age groups. We would like to be able to work with more schools to educate the whole of the next generation.

Our proposal

**We propose to deliver safety messages to every school child in Essex.**

The next step is about getting much better at understanding our communities and how they can help themselves, then working with them to help reduce the demand on not just emergency, but other public services too.

Previously our work has focused on developing a fire-safe community. But new risks have emerged such as hoarding, human trafficking and flooding. These and opportunities for greater engagement with partner agencies have led us into new activities that support community development, health and well-being and community resilience.

Our work is now about the building of links to and within communities and then looking at opportunities for these communities to co-operate with us. Private-sector companies could also play a big part, given the right opportunity. They employ many local people, provide transport and

deliver local services. Many of these companies want to help their community and there is great scope for them to do so. By developing projects where we join our resources with all these other active community assets, we can prevent many more emergencies and help communities cope with them when they happen.

Our primary role in *leading the way to a safer Essex* is to help build communities where people feel safer at home, at work, at leisure and while travelling. We want to help make communities stronger and better able to face the many challenges ahead of us.

Our prevention services provide information and activities that focus on human behaviour, informing people how to be safe and helping them understand how to prevent emergencies. By understanding better what is going on in our communities, we can design our support in a way that best uses our resources and works well with our partners.

### Identification of vulnerable groups

We believe that waiting until a crisis occurs and requires an emergency response is the most expensive way of dealing with problems and may only have a limited benefit. We are considering how to identify these problems and how to prevent individuals reaching a state of crisis.

Our approach to building a safer, stronger community will be to look at when, with whom and where we provide our prevention and protection services. We believe that the best time to respond to a community need is before it becomes a crisis (an emergency). An emergency response is expensive and can often only be provided by one public service. The greater the emergency demands on a public service, the less preventative resources it can provide. We have developed an intelligence-led model for providing our safer and resilient community work.

We will work to identify who is at risk before they have an emergency, work to understand the priorities of our other community partners, and work together with service providers and the community to prevent emergencies. We will concentrate on target audiences that include the most vulnerable in the community.



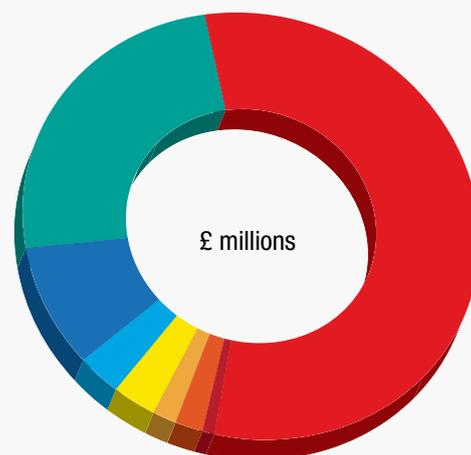
## Case Study 1

### Understanding our communities

We have completed a detailed study of the assets available in the St Luke's ward in the Southend area. We now understand who is working (public, community and voluntary sectors) in the ward, what they are spending, and what their targets and objectives are. We also know which residents need support, are vulnerable or would like to get more involved.

The chart below shows the 'spend' in the ward:

Approaching £60m spent per year in St Luke's ward



31.2	DWP*	1.6	Police
13.6	Southend CGC	1.0	Adult Social Care
5.0	Education	1.0	South Essex Homes
1.8	Children's Services	0.5	Fire

\*Department for Work and Pensions

We are now sharing all our findings with the local firefighters. We will be introducing them to the other organisations working in their area. We will also be facilitating discussions about how we can deliver prevention activity together, more efficiently, more accurately and with the community we are working in.

We believe that the best services are delivered closest to the community, and if possible by the community; after all, who knows their needs better? The information and relationships built during this work will help us find ways for the community to become more resilient, need services less, and be more self-reliant.

In many other local areas, we want to engage with the high proportion of households who are at greatest risk from fire. We have used the last five years' worth of data to help us identify which households are most likely to suffer a fire. We then arranged a visits programme to make sure we visited every home to offer a free home-safety check and, if needed, free installation of smoke alarms. We have fitted over 128,000 smoke alarms since 2008, and we estimate that 88% of households have a working smoke alarm. (English housing Survey 2013-14) This means there are still about 93,000 households where we need to visit and fit a smoke alarm.

 **Our proposal**

**We propose to ensure there is a working smoke alarm in 100% of households.**

### Working with partners

Working with partner agencies has created new opportunities that allow for better sharing of information; this helps us identify risks better. These relationships also offer opportunities to see where there is an overlap and identify the benefits of co-operation. This means prevention activities are better targeted at those most likely to be at risk of a fire or other events that will require an emergency response. Sharing resources, including property and people, also provides opportunities to save money and deliver more accurately targeted and suitable prevention.

For example, Essex Police and Essex County Council both provide intervention and educational activities that are similar to those we offer. They all aim to help build safer and stronger communities. So it makes sense that future joint working with these organisations will form an increasing part of our work.

**60**  
FireBreak  
courses  
in 2014

 **Case Study 2**

### Sharing resources

Essex Fire and Rescue Service already shares buildings with Essex Police (fire/police stations and offices where our road-traffic reduction officers work together). We also have a programme that offers training to any organisation that includes a need to visit people in their home. This means they can consider the safety needs of the home's occupants as well.

Our partners often identify homes that would benefit from a Home Fire Safety Visit. Often this has resulted in us installing smoke detectors and offering the occupier advice on issues like electrical safety, night-time routines and planning escape routes.





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RESPECT  
EMPOWER  
FIREBREAK  
INSPIRE FIT  
EMPOWER

Community needs are many and complex. Everyone in a community uses the services provided by local or central government. We think that working with partners will help us to reach the households currently without a smoke alarm more quickly.

One of our current successful partnerships is delivered through the FireBreak scheme we have developed and run throughout Essex. This highly successful youth-inclusion programme for 13-17 year olds aims to educate young people who are excluded or at risk of exclusion from school, because research shows that they have the highest potential for anti-social behaviour.

The FireBreak initiative is designed primarily to address this behaviour. It has now

developed to tackle crime, domestic abuse, joblessness, substance abuse, and personal relationships.

Referrals come in to the Service from Youth Offending Teams, NACRO, the Police and Crime Commissioner, Department for Work and Pensions (DWP), Social Services, local authorities, colleges and schools, amongst many others.

Last year we ran over 60 FireBreak courses. The result of this happy partnership is that we spend at least a week of quality time with potential fire victims talking about fire and life safety, using the classroom and the Drill Yard.





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EMPOWER

## Case study 3 'John's Story'

**This case study follows the outcomes of the Department for Working and Pensions (DWP) FireBreak courses. The aim was to support people in regaining employment and ensure they behaved in a fire-safe way at home and at work. As a group, unemployed people are known to be at greater risk from fire than those in work. Successful outcomes will reduce the welfare-benefit costs and emergency response costs.**

John (not his real name) is 30 years old and had been unemployed for many years. He had been living on the street before being housed by local council in Jaywick, Clacton. He was one of the more difficult students to engage with because of his attitude to authority and his lifestyle and experience. He was, however, open to the challenge of self-improvement even though personal barriers at some points of the course got the better of him.

Initially John took part in the FireBreak course to:

- **Regain employment.**
- **Improve self esteem.**
- **Improve confidence.**
- **Overcome personal life barriers.**
- **Improve communication skills.**
- **Become more disciplined.**

Since completing FireBreak, John has achieved his ambition of becoming a landscape gardener. During the course, John had said he wanted to be self-employed, but didn't feel he had the right qualities. He has said that the course had given him "more knowledge on fire safety and a better understanding of discipline needed to gain employment".

Follow-up sessions – part of the course – allowed John to learn more about managing his money and behaviour, as well as about drugs and substance misuse, and prepare for employment.

Since completing all four courses funded by the DWP, 18 individuals have gained work or training or ceased claiming welfare. This is an average saving of **£250,000 a year** to the tax payer, on welfare benefits alone. The economic benefit includes the fact that these people are now contributing to society by paying tax and national insurance.

It is clear from what John has achieved, that interventions such as FireBreak should continue and help us support others to turn their lives around. An end-of-course assessment of the DWP courses showed that 96% of participants felt we'd achieved the goals we set at the start.



We already work with the education service to help get children back to school and working towards achieving qualifications. We already work with those with drug and alcohol dependency issues, youth justice and anti-social behaviour to turn their lives around for the better and help build better communities.



## Our proposal

**We propose to work with partner agencies in meeting other social needs of the vulnerable members of our communities.**

### Protecting communities at work

Our protection services provide information and activities that focus on buildings and property, to work with businesses and occupiers to make their buildings safe for people to use and exit, and to contain any fire that occurs.

We work to keep people safe while at work and also to ensure that owners of public and commercial buildings comply with the [Regulatory Reform \(Fire Safety\) Order 2005](#). These Regulations require owners of buildings to make sure the right measures are in place to reduce the likelihood of a fire and, if a fire occurs, to prevent it spreading and ensure people can escape safely.

To do this we have put in place a [risk-based inspection programme](#), which makes the best use of our resources. The majority of this work focuses on those premises providing sleeping accommodation or higher risk activities, such as bars or clubs, where a fire is more likely.

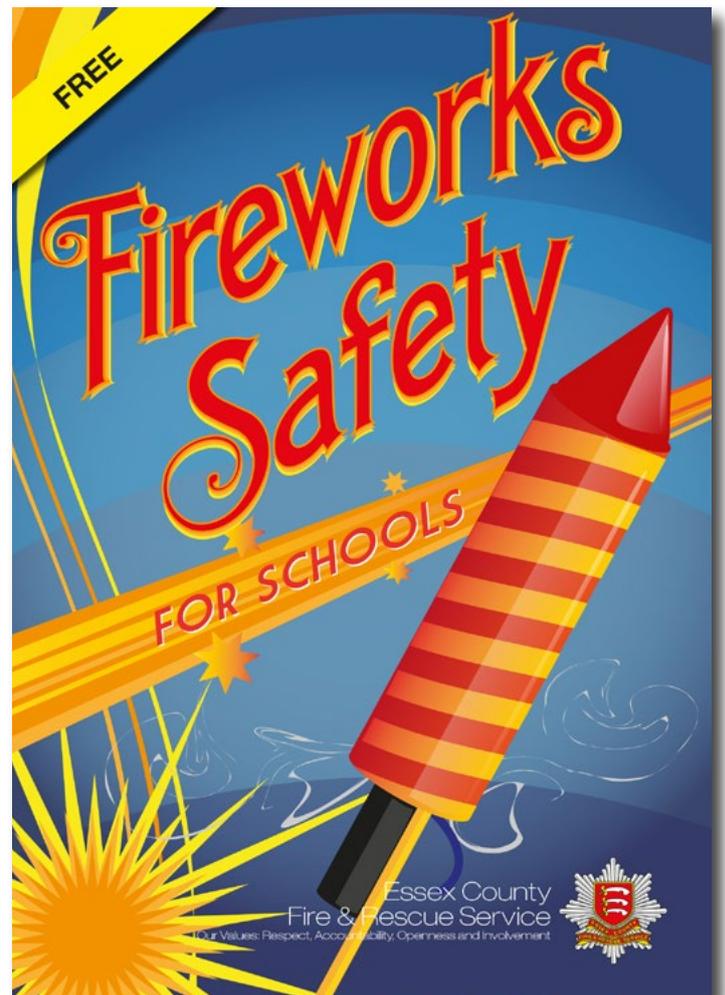
We have established good working relationships with external partners. This has led to improvements in the exchange of information, particularly with [Essex Trading Standards](#), regarding premises licensed to store and sell fireworks. We have also worked with Essex Police to inspect buildings where people may be sleeping illegally and in danger from fire.

We have introduced and reviewed our [Automatic Fire Alarm Policy](#). By not attending automatic fire alarms from commercial buildings, we have noticed

a steady decline of call-outs to false alarms. This continues to save money and improve our ability to respond to real fires.

We will continue to support – and where possible to help fund – the installation of water-sprinkler systems. These save lives, protect firefighters and help to ensure businesses can survive a fire. We recommend that Automatic Water Suppression Systems be considered by building owners, planners and designers.

We believe we can help build better communities by supporting businesses by being their ‘critical friend’. We do this by giving advice and guidance on how they can comply with the Fire Safety Order 2005, at the best cost to their business to ensure the risk of fire is reduced to its lowest suitable level. We also advise how they can best deal with a fire should it occur.





## Case Study 4

### Domestic sprinklers

The Fire Authority agree to allocate £250,000 to 'match fund' the installation of sprinklers in high-risk, multi-storey buildings where occupants are at significant risk from fire. In these buildings occupants' behaviour can have tragic consequences for their neighbours. The turnover of residents in flats is often high, so educating them and hoping they behave properly is not enough to deal with fire risks. Installing sprinkler systems means the worst that can happen is that the occupants get wet. The installation is discreet and sprinklers are rarely activated without there being a fire.

"South Essex Homes have been successful in obtaining funding from Essex Fire & Rescue Services after our bid to attract funding for the installation of fire sprinklers in to a low rise residential block of 52 apartments which in recent years has been the target of a number of fires.

"Working closely with the Essex Fire & Rescue Service we held a pre contract meeting with the Contract Administrator, Health & Safety Officer and the specialist fire sprinkler contractor for the project at our offices to agree how we could best inform residents of the proposed fire sprinkler installations and how we could communicate with the residents with regard to any concerns that they may have.

"Essex Fire & Rescue Service delivered a number of educational videos which consisted of various case studies showing the damage and the quick spread of fire in buildings without the installation of fire sprinklers. One case study showed the advantages of having fire sprinklers installed and how they operate.

"This project is the first sprinkler system we have undertaken as a social landlord and our partnership with Essex Fire & Rescue Service has proven to be very successful and we are currently planning to take this opportunity to promote the fire sprinkler installation and the residents feedback in our in-house residents magazine. I would like to take the opportunity to thank Essex Fire & Rescue Service for their support in the development of promoting fire safety awareness to our community, partners, and stakeholders."



### Our proposal

We propose to support the installation of systems such as sprinklers for the protection of buildings and occupants.



### Our proposal

We propose to work with drivers and riders to reduce the number so people killed or injured on our roads.

## Protecting communities while travelling

Many more people die and get injured on Essex roads than in Essex building fires. Around 500 households had a member of their family killed or seriously injured (KSI) in a road traffic collision (RTC) last year.

We currently work with schools, colleges, workplaces and vulnerable groups; we also attend events and engage with road users where they gather socially. We have a team of dedicated professionals who work with these groups; we also have volunteers that support our prevention activities.



### Case Study 5

#### Essex FireBike

FireBike is how Essex County Fire & Rescue Service promotes motorcycle safety throughout Essex and reduces the number of riders killed or seriously injured on the county's roads. In Essex, motorcyclists remain by far the most likely to be killed or seriously injured in road traffic collisions. We estimate that motorcycles make up less than one per cent of the vehicles on Essex roads, yet in 2014 they featured in almost 27% of all KSI collisions where someone was killed or seriously injured.

Motorcyclists face particular risks on the roads and have very little protection in a collision. Therefore, even if death is avoided the injuries can be very serious. The thinking behind FireBike is that if we can reduce motorcycle accidents, fewer Essex residents will be killed or seriously injured, wider social costs will be reduced, our own resources will be saved and we will reduce stress and emotional trauma among our firefighters.

FireBike puts us in a unique position to engage effectively with motorcyclists. We are held in very high esteem by the public generally and are not a law-enforcement body on road traffic. So we can use our reputation to work closely with motorcyclists on safety and related matters.

Our FireBikes serve as an attraction and point of interest, and create the opportunity to open a genuine dialogue with motorcyclists. The aim is to promote safer riding; encourage the use of personal protective equipment; and promote the benefits of advanced rider training. In 2014, the FireBikes attended 54 events and achieved 5,172 interactions with riders.

Encouraging riders to improve their skills is an important aspect of FireBike and we provide Better Biking courses and Advanced Machine Skills courses to the public as part of it. In 2014 we held 11 FireBike Better Biking courses with 65 participants in all. We also held five Advanced Machine Skills courses with 56 participants. Feedback from participants on both courses was 100% positive.

Between 2009 – when FireBike began – and 2013, road traffic collisions involving motorcycles and other powered two-wheelers where death or serious injury occurred fell by 35%.

Here is what our participants said about their engagement with us:

“First of all let me put in writing what your course meant to me. After you took the time to teach me, an old dog some new tricks IT SAVED MY LIFE. Towards the end of the ride a car was overtaking another car and was totally on my side of the road. So now my life insurance policies are still covered in dust and I'm still here to annoy everyone at work and in my home I'd like to say that if your numbers are down for this Sunday's course then I would gladly make them up for you. I don't believe I could ever say no to that sort of help.”

“I would just like to say thank you again for today's FireBike day. I learnt so much during the day and I know it will make me a better, safer rider. I have bombarded my poor husband with lots of statistics and facts that he probably feels as though he has done the training too! I have taken the liberty of recommending the day to some of my biking friends one of whom is a born again biker. There's always something to learn and I certainly learnt lots today. I hope to do the other day of training soon, as I know this is where I really lack confidence. Thanks again for giving up your day off for our benefit.”



### Question 1

We propose to deliver safety messages to every school child in Essex; to ensure there is a working smoke alarm in 100% of households; to work with partner agencies in meeting other social needs of the vulnerable members of our communities; to support the installation of systems such a sprinklers for the protection of buildings and occupants; and to work with drivers and riders to reduce the number of people killed or injured on our roads. Do you have any comments about these proposals? Are any of them more important than others?

# 04 Response

## Capability

We operate an emergency service available to the public 24 hours a day on 365 days of the year. It is provided by various crewing models and shift patterns, which fall into two main categories – ‘full-time’ and ‘on-call’ personnel. On-call personnel report to their local fire station to crew the fire engine when an incident occurs and their pagers operate. They respond from their primary workplace, homes or place of leisure. Full-time staff carry out other work activities for us when on duty, e.g. training or community safety activities, which they are then called away from when an incident occurs.

The Fire Service in the UK and Essex has responded to emergency calls in traditional fire engines, which can carry a crew of 4 or 5 firefighters along with appropriate firefighting and rescue equipment. Our 74 general-purpose fire engines are located at 51 fire stations across the county and we send these to all types of incidents. Other fire engines are more specialised, carrying equipment for varying types of incident; an example is the animal rescue unit.



### Case Study 6

#### New technology

Other fire and rescue services have introduced new technology that uses a high-pressure hose to punch a hole in brick walls and other materials to tackle fires on the other side.

Firefighters can identify the location of the fire inside a building using a thermal image camera. A powerful water jet loaded with an abrasive cutting substance creates a thumb-nail sized hole. Water is then injected through the hole as a high-pressure mist, to absorb heat and gases from the fire. The water can rapidly reduce the heat in a fire area in a very short time. The system is safer for firefighters, who can tackle the fire from outside rather than entering the building at this stage, and it helps reduce fire spread.



### Question 2

Do you agree or disagree with us investing in new technology to support our response to fires and other emergencies?

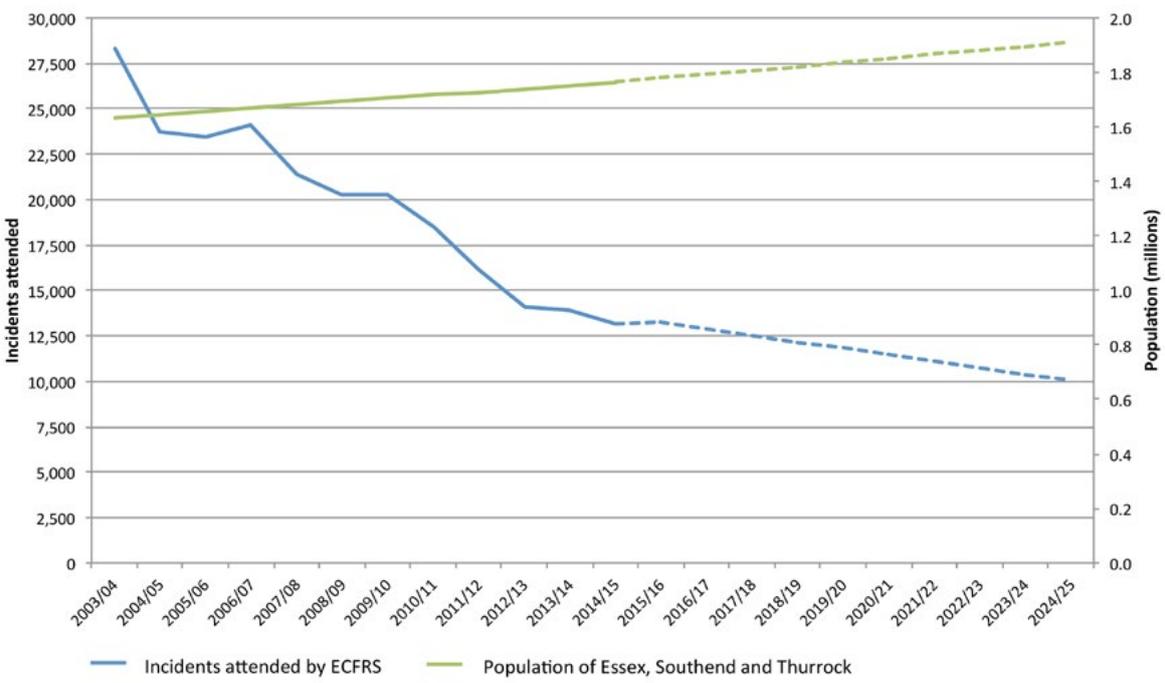


### Trends in incidents attended

The number of incidents we attend has fallen significantly over the past 10 years from around 28,000 in 2003/04 to below 13,500 in 2014/15. This reduction is not expected to continue at the same rate, but even a modest reduction could mean we attend as few as 10,000 calls by 2025 (see below).

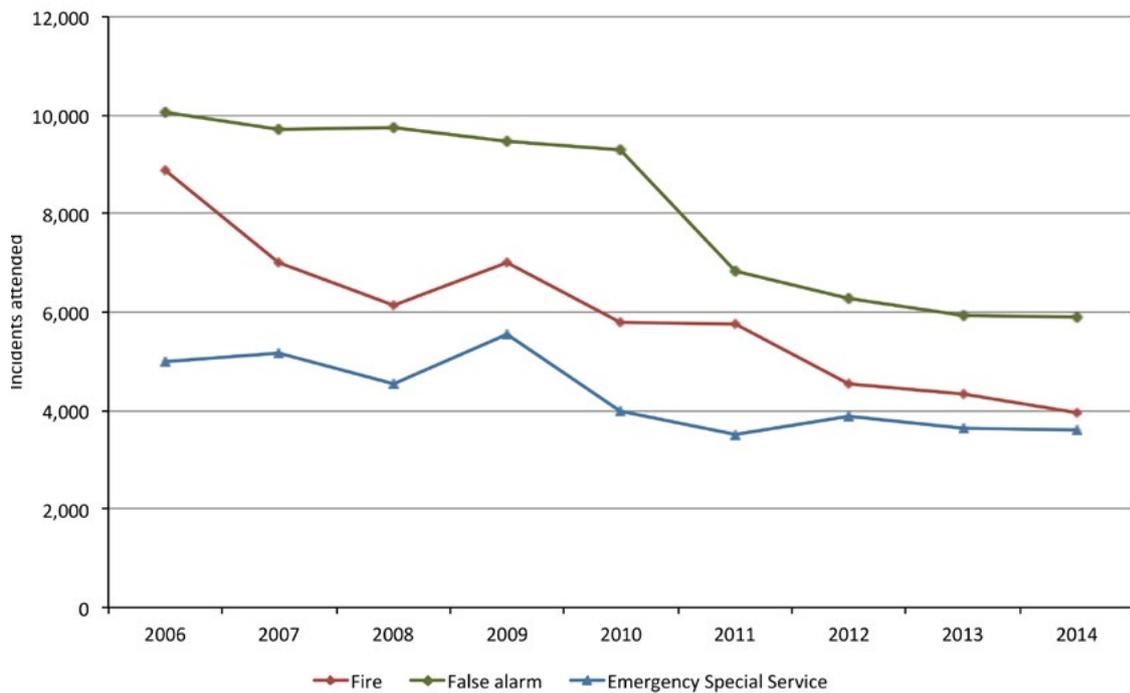
Factors such as increases in traffic and population are not expected to drive an increase in incidents attended. Historically, an increase in population and traffic does not mean an increase in emergency incidents. The population of Essex grew by six per cent from 2003/04 to 2012/13 and the number of incidents we attended fell by 50 per cent.

### The long-term trend in incidents attended by ECFRS



We split the incidents we attend into three categories: fires, false alarms and emergency special services. Emergency special services include incidents such as road traffic collisions, flooding and rescues. We have seen reductions in all three categories as shown below.

### Reductions in fires, emergency special services and false alarm incidents

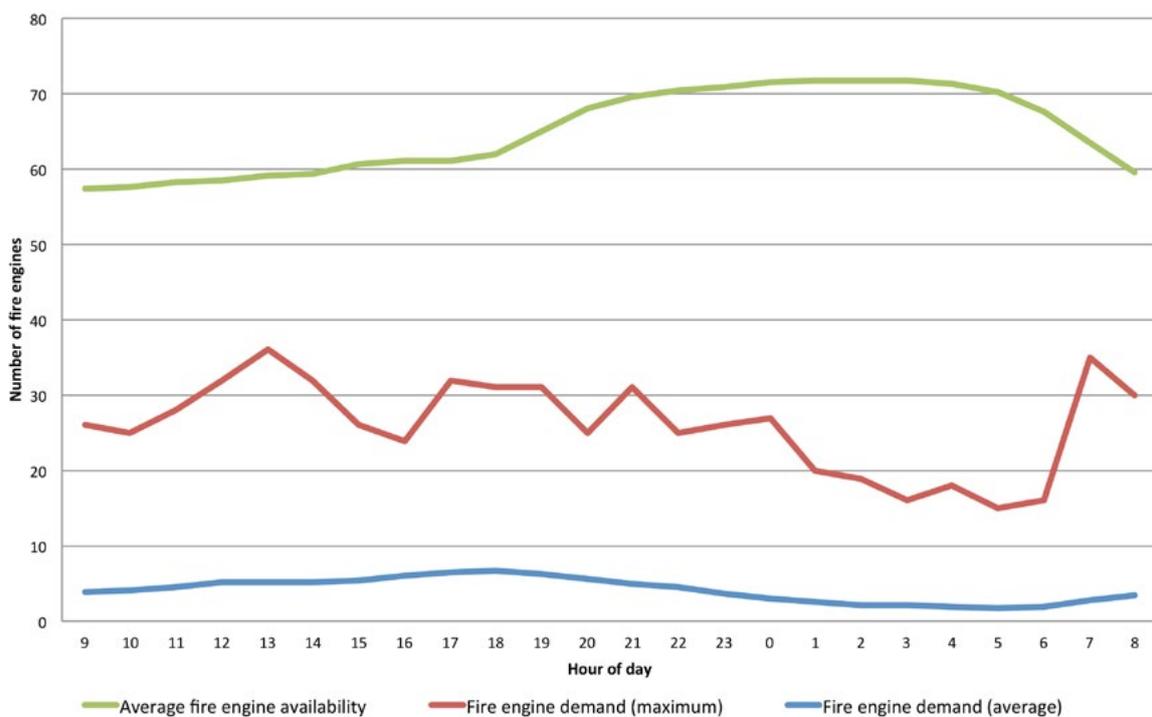


The population of Essex grew by six per cent from 2003/04 to 2012/13 and the number of incidents we attended fell by 50 per cent.

## Fire engines used compared to availability

Our different crewing systems mean our resources are not available at the same strength throughout the day – some fire engines crewed by on-call personnel are not available during daytime hours. Similarly, the demand for our resources is variable throughout the day, with highest demand in daytime hours. The chart below puts these trends together and shows demand is lowest when we have the highest level of resources available. It also highlights the gap between our average resource availability of between 58 and 72 fire engines and the maximum demand we have ever seen in the past five years when 35 fire engines were at incidents at the same time.

## Demand compared to availability April 2009 to December 2014



This means we need to think carefully about how we provide our response resources. We need to bear in mind the reduction in demand there has been and consider the gap between the number of fire engines out on call at any one time and the total number of fire engines we have.

### Response time standards

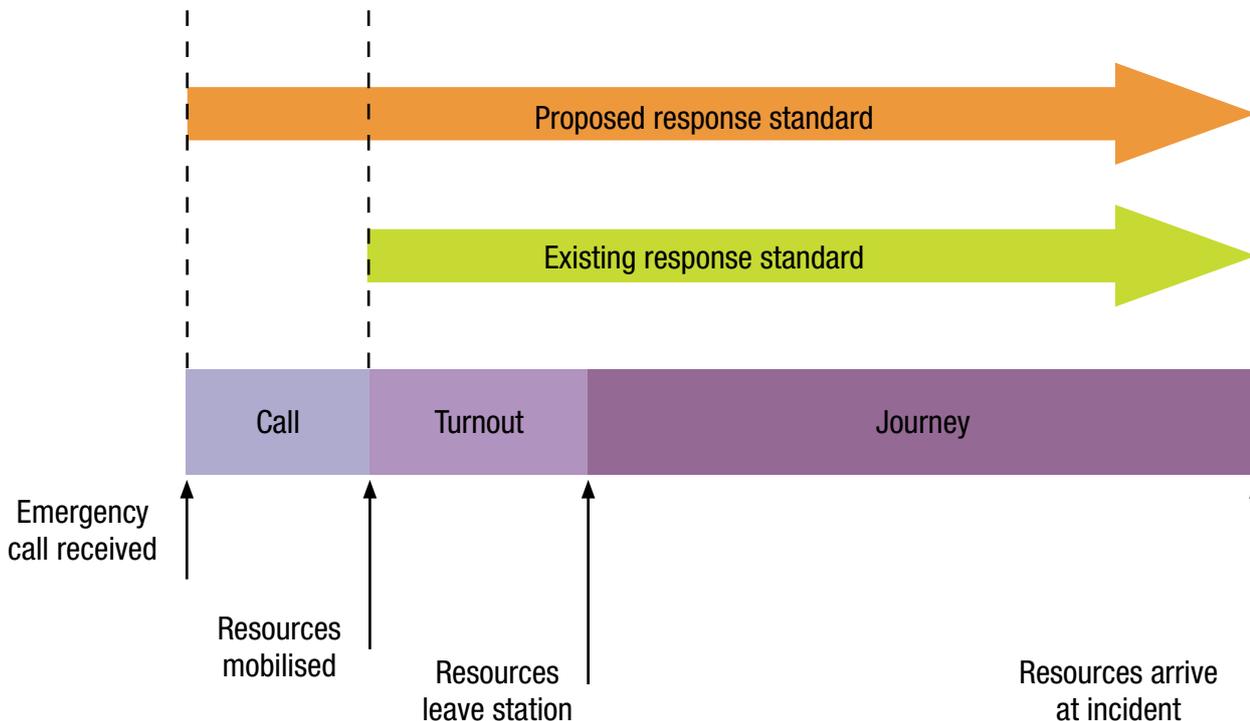
The number of people killed in fires is thankfully low and is decreasing. Nationally there has been a 29% reduction in the number of people killed in fires from 2003/04 to 2013/14 (Fire stats monitor 2013/14). In Essex over the same period the number of people killed in fires has varied from 7 to 19 a year. These figures include 6 deaths at one incident. There is no clear pattern or trend.

Our response to an emergency begins when the call is received in our control room. The chart below shows the key steps between this and our first resources arriving at an incident. The control operator identifies the incident type and location and mobilises right resources. On average this takes 70–80 seconds. The second stage is the turnout, which we measure from the time the fire station is alerted to the time the fire engine is en route.

For whole-time crews, turnout takes on average 2 minutes. For fire engines crewed by on-call firefighters, turnout takes on average 5 minutes as they have to travel to the fire station first.

The next stage of the response is the journey to the incident. Over the last five years, the average time for this stage is 4.5–5 minutes.

### Measure of response times



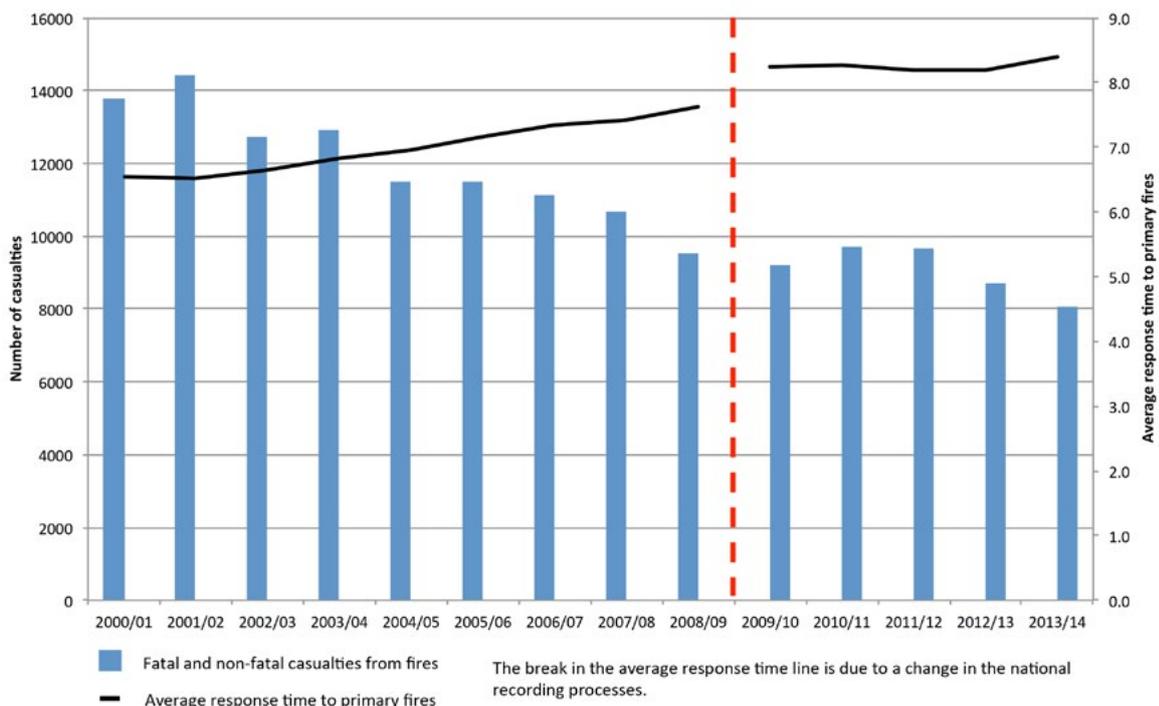
The figure below shows the components we measure as part of our response standard. We measure our current standards from the time resources are mobilised to the time they arrive at the incident. The table below shows our performance against that standard over the past five years.

### Historic performance against existing and proposed response standards

	% in 8 minutes (target 80%)	% in 10 minutes (target 90%)	% in 20 minutes (target 100%)	Average (target 10 minutes)	% in 15 minutes (target 90%)
2010	64%	80%	99%	8 min 56s	93%
2011	65%	80%	99%	8 min 44s	93%
2012	63%	79%	99%	8 min 57s	92%
2013	62%	79%	99%	9 min	92%
2014	60%	77%	98%	9 min 10s	91%

We believe we should measure our response standard from the point at which the public contact us, i.e. the time we receive an emergency call. Our performance against the proposed measure is also shown in the table above. Our average response time to potentially life-threatening calls was 9 minutes 10 seconds in 2014 and we attended 90.8% of all calls within 15 minutes. Performance has declined over the past five years due to increases in the journey time. These extended response times have been seen nationally. The chart below shows that the average response times to primary fires in England have increased from 6 minutes 30 seconds to 8 minutes 24 seconds since 2000/01. Over the same period, the number of casualties from fire has reduced 41% and deaths in fires have reduced by 38%.

### Response times to primary fires in England



Analysis of our data from the past five years shows that incidents causing fire-related deaths or injuries did not have a longer response time. Our average response time for a dwelling fire was 8 minutes 14 seconds compared to 8 minutes 12 seconds for a dwelling fire in which someone was injured and 7 minutes 40 seconds for a dwelling fire resulting in a death.

We also collect data on the likely time between a fire igniting and its discovery, and the time of discovery to the time of call. This shows that on a significant number of occasions there is a time lapse between the start of a fire and the emergency call, delaying the point at which we can begin to respond. In 46% of dwelling fires there was a delay of more than 5 minutes from the discovery of the fire to the call being made. In

dwelling fires that resulted in death, there was a delay in 81% of cases. This reinforces the benefit of having a working smoke alarm, and the merits of prevention and protection activities.

Providing an emergency response to incidents will continue to be an important part of our service – ***we will always aim to attend an emergency incident as quickly as possible.*** To ensure we continue to provide a suitable emergency response when needed, we intend to set performance targets against which we can measure and report. The first target is for potentially life-threatening incidents, which would include, building fires, road traffic collisions, rescues of people, and any other incident with a life risk, and then a target relating to all emergency incidents.



### Question 3

Do you agree or disagree with our proposed response performance measures for potentially life-threatening incidents?

#### Measure 1

To get our first attendance to a potentially life-threatening incident, within an average of 10 minutes from the time we receive a call.



### Question 4

Do you agree or disagree with our proposed response performance measures for all incidents?

#### Measure 2

To get our first attendance to an incident within 15 minutes on 90% of occasions from the time we receive a call.

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# 05 Next Steps

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## Facing the future

To help fire and rescue services respond to the changing nature of their operating environment in 2013 the Government commissioned a [national review](#) of opportunities to improve their efficiency. This review – by Sir Ken Knight, a former Chief Fire and Rescue Adviser to the Government – found that while much progress had been made, the efficiency and effectiveness of fire and rescue work could still be improved in ‘a completely different era of risk and demand’. Its recommendations for fire authorities included:

- Balancing spending against risk rather than simply spending to their current budgets.
- Adopting innovative crewing and staffing models.
- Increasing reliance on ‘on-call’ firefighters in areas where risk and demand are low.
- Improving co-operation and sharing of knowledge and learning between fire and rescue services to reduce duplication of effort.
- Improving co-operation with other blue-light services by, for example, using fire and rescue capacity to support the ambulance service by responding to certain types of incident (known as co-responding) or sharing sites and facilities (co-location).
- Ensuring there is a sound ‘business case’ behind using firefighters for wider community work such as working with ex-offenders or children at risk of exclusion from school.

## Achieving our vision

To achieve our vision—in the context of the risks and challenges set out in the previous sections of this document – we want to optimise the balance between our prevention, protection and response activities and to ensure they are as efficient and effective as they can be.

## Leading the way to a safer Essex...

As with all public services, Essex Fire Authority faces a challenging financial future. Commentators are clear that severe limits on spending are here to stay for at least five years and potentially much longer. While exact funding figures are not known, we expect a reduction in our funding between now and 2020 of up to £15m – that’s up to 20 per cent of our current budget.

### In particular we aim to:

- Continue to reduce the numbers of incidents by improving our ability to target those most at risk of fire and other emergencies and to ensure that the measures we take are effective and represent good value for the money and effort involved in delivering them.
- Contribute to the safety and prosperity of our economy by working with the business community to ensure they are well protected from the risk of fire and other emergencies.
- Reshape our emergency response capabilities and resources to ensure they are right for current and future levels of risk and demand.

The views we collect through this consultation will help inform our direction in the future. As we have set out earlier in this document, we believe the best way to keep the public safe is to prevent incidents occurring in the first place. Our organisation has been designed to deal with incidents once they have occurred, with 76% of our personnel employed primarily to deliver a response service.

We are reviewing our priorities and will be faced with difficult decisions in the future about how much resource we have, and how we are going to use those resources. To reduce our running costs and keep the public safe we must consider the way the Service is designed. Given that the resources to respond to incidents are our largest cost we will have to think about the number and location of fire stations, fire engines, specialist appliances and staff as part of our plans for the future.



## Question 5

**Provided we were able to continue to meet our response standards, would you support a reduction in our response resources?**

### What we propose to do over the next five years:

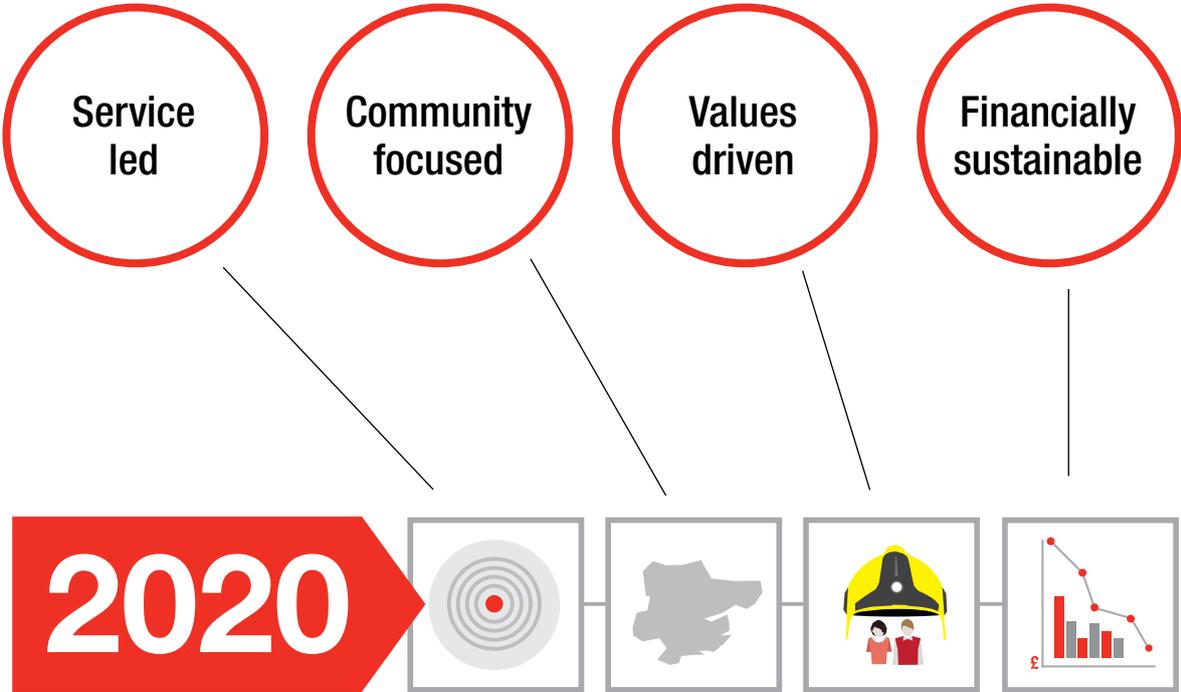
After this consultation we will review our current approach to managing risks to:

- Consider the right capacity to prevent and protect against risks, and the right capacity needed to respond to emergencies.
- Engage and work with our staff and other stakeholders to develop the very best ways of resourcing our services and helping those we serve and protect.
- Consider the relationship our resources have with local communities.
- Work with the most suitable crewing models relative to current and expected levels of demand and risk – any changes to the number of staff, fire appliances and other specialist appliances will have to make a better fit with normal, day-to-day demand patterns and to support our proposed response standards.
- Improve our local partnership and delivery models for prevention and protection so that we include, where suitable, co-operative arrangements.
- Consider the right number and location of fire stations, which may involve moving, merging, closing or co-locating with other blue-light services, to support our proposed response standards.
- When working with partners, consider who is better placed to identify a solution and delivery model that supports communities.
- Continue to develop opportunities to increase the benefits and value that we deliver to the public by using our capacity, resources and assets to meet a wider range of community needs in partnership with others.
- Consider the use of new technology to improve the way we fight fires and deal with other emergencies.

 **Question 6**  
 Do you have any views on the way we should prioritise our resources as we plan for the future?

**How are we going to do this?**

This document has spoken about the challenges we face as we move towards a time when we will need to make significant changes. To ensure that this task is co-ordinated and considered and that we engage with our staff, the public and other stakeholders, we have set up a 'Programme 2020'. The programme will enable us to complete this work and suggest options and proposals for the future.



Leading the way to a safer Essex

The Essex Fire Authority and the Strategic Management Board have clearly said that future proposals must be service led, community focused, and values driven, while ensuring that we remain financially sustainable.

The programme has begun and this consultation document is its first major output. We would all like to see the Fire Service continue to deliver the very best services to the communities we serve, while maintaining our highly trusted position with the public.

After this consultation has been completed and the responses evaluated, Programme 2020 will develop a set of options for service delivery that tackle the challenges we face. These options will go to the Fire Authority after a further consultation.

The criteria for shortlisting feedback and suggestions from our consultation with the public and stakeholders will follow these requirements:

Theme	Criteria	What does this look like?
Service led	Does the option provide additional capacity to prevent incidents?	Fewer incidents occur. Capacity and activity increased in prevention and protection.
	Does the option provide additional capacity to help reduce the impact if an incident occurs?	Fewer casualties. Increased activity in our risk-based inspection programme. Increased smoke alarm ownership.
	Does the option ensure a response to an incident in accordance with the overall standards set down in the Integrated Risk Management Plan?	To get our first attendance to a potentially life threatening incident, within an average of 10 minutes from the time we receive a call.  To get our first attendance to an incident within 15 minutes on 90% of occasions from the time we receive a call.
	Does the option ensure safe systems of work are implemented?	Few accidents occur. Fewer injuries to our staff.
Community focused	Does the option increase the positive impact we have within communities?	Reduction in the total Essex risk score.
	Does the option provide a service focused on the needs of the community?	Communities recognise the benefit that we provide. Partner agencies are satisfied with our contribution.
Values driven	Does the option directly tackle or create an opportunity to tackle the cultural challenges facing the Service?	More positive responses to questions in our staff survey on 'culture and values'.
	Does the option offer our people meaningful and rewarding roles they can be proud of?	More positive responses to questions in our staff survey on 'my job' and 'recognition'.
	Does the option ensure the safety of all our staff?	Fewer accidents occur. Fewer injuries to our staff.
Financially sustainable	Does the option ensure that the overall cost of the Service is managed to accommodate future reductions in Government funding, without a real increase in the level of council tax?	Our total spending reduced by an estimated £15 million. The option does not prevent us delivering efficiencies in the future.
	Does the option reduce the overall cost of responding to incidents?	Overall cost of response activity is reduced.
Is the option deliverable?		The option is affordable and financeable. The option can be delivered without exposing the Fire Authority to intolerable risk. The option can be implemented by 2020.



## Question 7

We have listed the criteria we plan to use when deciding on proposals for the future. Have you any comments on our criteria?



## Question 8

Do you have any other views on the way we prioritise our resources as we plan for the future?



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# 06 Consultation

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## Have Your Say

Essex Fire Authority is seeking your views on this consultation document. This is an important survey that concerns not only our staff and all residents of Essex, Southend and Thurrock but the business community and the other public and voluntary organisations we work with. We would welcome your views on what this document proposes.

The identity of individual respondents, such as members of the public or our own staff, will be kept confidential. If your response is on behalf of an organisation, we will attribute it to that organisation.

This is your opportunity to help shape the future of Essex County Fire and Rescue Service. We would be very grateful if you could take the time to complete and return the questionnaire by 5pm on Wednesday 2 September 2015.

If you are reading an electronic copy, please follow the 'online version' link below. If not please complete the survey attached to:

If you need support in reading or accessing this document please contact us using the details below.

**ECFRS 2020 Programme  
Freepost**

**Essex County Fire and Rescue Service  
Kelvedon Park  
London Road  
Kelvedon  
Essex CM8 3HB**

**Freephone number 0300 303 0080  
Email – [mailbox.2020@essex-fire.gov.uk](mailto:mailbox.2020@essex-fire.gov.uk)**

Online Version – Please click on this button to fill out the response questionnaire





## Hyperlinks for 2016 IRMP

Underlined Documents	Links
Regulatory Reform (Fire Safety) Order 2005.	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160760.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160760.pdf</a>
Fire and Rescue Services Act 2004	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160560.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160560.pdf</a>
National Framework	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160582.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160582.pdf</a>
Strategic Assessment of Risk	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1434363239.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1434363239.pdf</a>
Civil Contingencies Act 2004	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160549.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160549.pdf</a>
National Risk Register	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160593.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160593.pdf</a>
Community Risk Register	<a href="http://www.essexprepared.co.uk/know-the-risks/community-risk-register">http://www.essexprepared.co.uk/know-the-risks/community-risk-register</a>
Regulatory Enforcement and Sanctions Act 2008 (the RES Act)	<a href="http://www.legislation.gov.uk/ukpga/2008/13/pdfs/ukpga_20080013_en.pdf">http://www.legislation.gov.uk/ukpga/2008/13/pdfs/ukpga_20080013_en.pdf</a>
Essex Trading Standards	<a href="https://www.essex.gov.uk/Business-Partners/Trading-Standards/pages/Trading-Standards.aspx">https://www.essex.gov.uk/Business-Partners/Trading-Standards/pages/Trading-Standards.aspx</a>
Risk based inspection programme	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1434363319.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1434363319.pdf</a>
Automatic Fire Alarm Policy	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160530.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160530.pdf</a> <a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160519.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160519.pdf</a>
Sir Ken Knight Review - Facing the Future	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160798.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160798.pdf</a>
Programme 2020 Team	<a href="http://www.essex-fire.gov.uk/_img/pics/pdf_1433160618.pdf">http://www.essex-fire.gov.uk/_img/pics/pdf_1433160618.pdf</a>
Fire Statistics Monitor	<a href="https://www.gov.uk/government/statistics/fire-statistics-monitor-april-2013-to-march-2014">https://www.gov.uk/government/statistics/fire-statistics-monitor-april-2013-to-march-2014</a>

