

Oxfordshire County Council  
Fire and Rescue Service

365alive  
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# Community Risk Management Plan Draft for Consultation

# 2017-22



*Securing a safer Oxfordshire*

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# Welcome and foreword

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Councillor  
Rodney Rose  
Cabinet member for  
the fire and rescue  
service



Chief Fire Officer  
David Etheridge  
OBE

Welcome to Oxfordshire County Council Fire and Rescue Service's (OFRS) Community Risk Management Plan (CRMP) 2017-22. As the Cabinet Member and Chief Fire Officer for Oxfordshire we are pleased to be able to provide this five year plan for our local communities. It identifies our current and future risks within the county, identifies emerging trends and outlines how we propose to address them.

During 2015 we achieved the stretch targets set in our 365alive 10 year vision 2006-16. Not only has this resulted in significant financial savings to the public of Oxfordshire, it has kept more people safe in their own homes, at work and on the county's roads. This document details our new 365alive vision to continue on our improvement journey.

We continue to transform our service which has enabled us to deliver financial savings year on year whilst maintaining a high performing fire and rescue service.

The successful implementation of Thames Valley Fire Control Service (TVFCS) in April 2015 has provided the catalyst for further collaboration with Royal Berkshire and Buckinghamshire and Milton Keynes fire and rescue services. A collaborative partnership has been established and will deliver savings and standardisation across the three services

Safeguarding vulnerable adults and children is one of our key concerns. OFRS staff enter people's homes every day to prevent fires through our Safer and Wellbeing Visits and are therefore well placed to identify risks and provide support. Residents of Oxfordshire can be at risk of harm in many different ways and we need to be ambitious in how we deal with the wider prevention agenda across the county. We are extremely proud of all our staff who have contributed towards our achievements and are firmly committed to achieving excellence and further improving public and firefighter safety through this CRMP.





# Introduction

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This five year Strategic Community Risk Management Plan 2017-22 is OFRS's analysis of the county's community risk profile, together with our strategic approach of how we intend to effectively manage those risks over the period.

The Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework to which fire authorities must have regard when discharging their functions. The 2012 framework requires us to produce a publicly available Integrated Risk Management Plan (IRMP) that identifies and assesses foreseeable fire and rescue related risk that could affect its community, including those of a cross border, multi authority and / or national nature.

Within Oxfordshire this is known as a CRMP in order to highlight that as an organisation we address risks as part of an integrated network of partnerships in order to make the communities of Oxfordshire safer as a whole.

- [National Framework Document Published July 2012](#)

The strategic CRMP document is supported by an Annual CRMP Action Plan that will deliver projects in carrying out CRMP actions. The 2017-18 CRMP Action Plan will be the first in a series of action plans to complement this plan. This will set out a number of priorities and projects to ensure that residents and businesses are safer, whilst at the same time delivering an efficient and effective emergency response when necessary.

The CRMP process is an integrated approach between prevention, protection and emergency response (intervention), following the national fire and rescue service strategic priorities of:

- Reducing the number of fires and other emergency incidents.
- Reducing the loss of life in fires and other emergency incidents.
- Reducing the number and severity of injuries in fires and other emergency incidents.
- Safeguarding the natural and built environment and our heritage for the future.
- Reducing the commercial, economic and social impact of fires and other emergency incidents.
- Securing value for money.

OFRS are consulting on the strategic CRMP 2017-22 and the 2017-18 CRMP Action Plan. The consultation documents will be submitted for approval to Cabinet Member for the fire and rescue service and the Performance Scrutiny Committee of Oxfordshire County Council (OCC), following pre-consultation with key stakeholders.

The consultation period will run from 10 October 2016 for a 13 week period up to 9 January 2017 and we welcome your feedback on the plans.

Following the consultation, the outcomes will be evaluated and a revised CRMP 2017-22, CRMP Action Plan 2017-18 and consultation response report will be presented to Cabinet for final approval in March 2017.

The Consultation Response Report and final CRMP 2017-22 and the 2017-18 CRMP Action Plan will then be published.

You can take part in our consultation process by completing the online questionnaire at: **(Add link once document is approved prior to online OCC consultation launch on 10 October 2016).**

Or complete the consultation questionnaire in Appendix G and return to the address below:

Oxfordshire Community Risk Management Plan Consultation  
Fire and Rescue Service Headquarters  
Sterling Road  
Kidlington  
Oxfordshire  
OX5 2DU

The CRMP Team can be contacted as follows:

Email us at: [crmp@oxfordshire.gov.uk](mailto:crmp@oxfordshire.gov.uk)

Telephone us at: 01865 842999

Further information on OFRS legal responsibilities and how OFRS is assured, can be found in our Statement of Assurance. Detailed performance information is reported in the OFRS Annual Report. Both of these documents can be found at:

[Oxfordshire Fire and Rescue Service performance | Oxfordshire County Council](#)

## Your fire and rescue authority

OFRS is proud to be part of OCC in delivering a range of services used by all residents in Oxfordshire, including some of the most vulnerable people in our society.

This is different from the majority of fire and rescue services in England, where the local authority and fire and rescue authority are separate.

Oxfordshire Fire and Rescue Authority (FRA) is the full council of elected members from the County Council and OFRS is directly responsible to the FRA, many of the governance functions are delegated to the OCC Cabinet. Other business is managed through the Audit, Scrutiny and other committees.

The [Cabinet](#) is made up of the Leader of the council and eight OCC Councilors, who are responsible for key decisions within the policy framework set by the full County Council. Councilor Rodney Rose is the Cabinet Member with responsibility for OFRS and is Deputy Leader of OCC.

## Your fire and rescue service

Leadership and management provided through a Strategic Leadership Team (SLT) with clear lines of responsibility and direction.

The Chief Fire Officer (CFO) is a director on the County Council Management Team (CCMT) with accountability for the fire and rescue service. With responsibilities for:

- Trading Standards
- Gypsies and Travellers Service
- Community Safety
- Emergency Planning Unit

The Deputy Chief Fire Officer (DCFO) has responsibilities for:

- The business support functions, service performance.
- The strategic lead for collaboration across the emergency services / other local authority public sector bodies.

This will allow the service to be positioned in order to take forward any opportunities associated with the forthcoming legal requirement where we will have a duty to collaborate. The DCFO will also undertake the wider corporate role as a member of the Extended CCMT and also part of the Transformation Board of the County Council managing transformational change across OCC.

The Assistant Chief Fire Officer (ACFO) is responsible for:

- Risk Reduction
- Protection
- Emergency Response
- Trading Standards
- Emergency Planning Unit
- Gypsy and Traveller Service
- Commercial Training Service

SLT strongly believe that our approach will enable OFRS and our Community Safety Services to continue to go from strength to strength, enhance the delivery to the public, and also enable us to take advantage of any opportunities that present themselves through both the local and national changing landscape.

We are a high performing service focused on preventing all emergencies, through information and education. The success of this work has meant the number of emergencies we need to attend have gone down dramatically over the last ten years. During 2015-16 we attended 5885 emergencies, including co-responder and over the border calls, from our 24 fire stations across the county.

In the last few years we have dealt with an unprecedented number of large scale emergency incidents and periods of high demand caused by flooding. We have continued to deliver a highly professional service for all our communities that have been affected, and formed part of the national response to incidents country wide. We also provide emergency medical response via a co-responder scheme at a number of fire stations. That supports the ambulance service and saves lives in our communities.

Our recent achievements that have delivered improvements through our Community Risk Management Planning and made Oxfordshire safer include:

- The conclusion of our 365alive 10 year vision on 31 March 2016. Resulted in 496 people saved, £178,013,280 saved to society, and 1,298,939 people made safer.
- Implementing Emergency Medical Support Services in collaboration with South Central Ambulance Service (SCAS), on a trial basis. In the first year we have responded to 716 medical emergencies.
- A review of our adverse weather arrangements with Emergency Planning Unit and other partners, resulting in revised resilience plans.
- The trial of emergency cover review recommendations in the Carterton area. The use of dedicated whole-time personnel based at Bampton has enhanced response times to emergencies in this area.
- Identified opportunities to work with partners to improve health, safety and wellbeing in local communities, through safer and wellbeing visits to homes.

During 2015-16 we have made 3478 safety visits to vulnerable homes across Oxfordshire.

- A new Thames Valley Fire Control Service (TVFCS), mobilising the fastest available resources to emergency incidents. This has resulted in improved response times and ensured we have met our performance pledge standards for response to emergency incidents.
- During 2015-16 OFRS made 145 Safeguarding referrals, ensuring an integrated approach to supporting those most vulnerable.
- The Thames Valley FRS's Collaborative partnership has been established and will deliver savings and standardisation across the 3 services, to provide a more effective service to the public.
- In 2015-16, our area based fire safety inspectors carried out 419 audits. During this period we responded to 57 alleged contraventions and 703 Building Regulations consultations.

By working with both individuals and communities we help them to continuously improve their resilience. Safeguarding is always at the forefront of our minds and we are trained to identify exploitation within our communities. We also have new duties to educate people in preventing vulnerable adults and children from being drawn into terrorism.

Through the CRMP process we have modelled the future growth of the county and our fire stations are well placed to deal with the emergencies that we currently face. As part of this modelling we identified the benefit of a new community fire station in Carterton and have secured investment to proceed with this project.



# Going forward: Our 365alive 2016-22 vision

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Our six core strategies are designed to contribute towards our new 365alive vision; 'Working together, every day, to save and improve the lives of people across Oxfordshire'. The fire and rescue vision is supported by the whole of community safety including; Road Safety, Trading Standards, Emergency Planning Unit, Commercial Training Service and Gypsy and Travellers Service.

This 365alive vision has been designed to ensure we are contributing towards the strategic ambition of a 'Thriving Oxfordshire' as detailed in the [Oxfordshire County Council Corporate Plan](#) and we will make sure all our activities align with the strategic priorities of the plan.



The new 365alive vision describes the strategic outputs that we aim to achieve by 2022:

- 6,000 more people will be alive because of our prevention, protection and emergency response activities. This supports the OCC strategic Priority: Efficient public services.
- 85,000 children and young adults better educated to lead safer and healthier lives. This supports the OCC strategic Priority: Protection for vulnerable people.
- 37,500 vulnerable children and adults helped to lead more secure and independent lives supported by safe and well-being visits. This supports the OCC strategic Priority: Protection for vulnerable people.
- 20,000 businesses given advice and support to grow. This supports the OCC strategic Priority: A thriving economy.

- We have set a social media reach target of 1.6 million interactions across various social media platforms. This supports the OCC strategic Priority: Protection for vulnerable people.



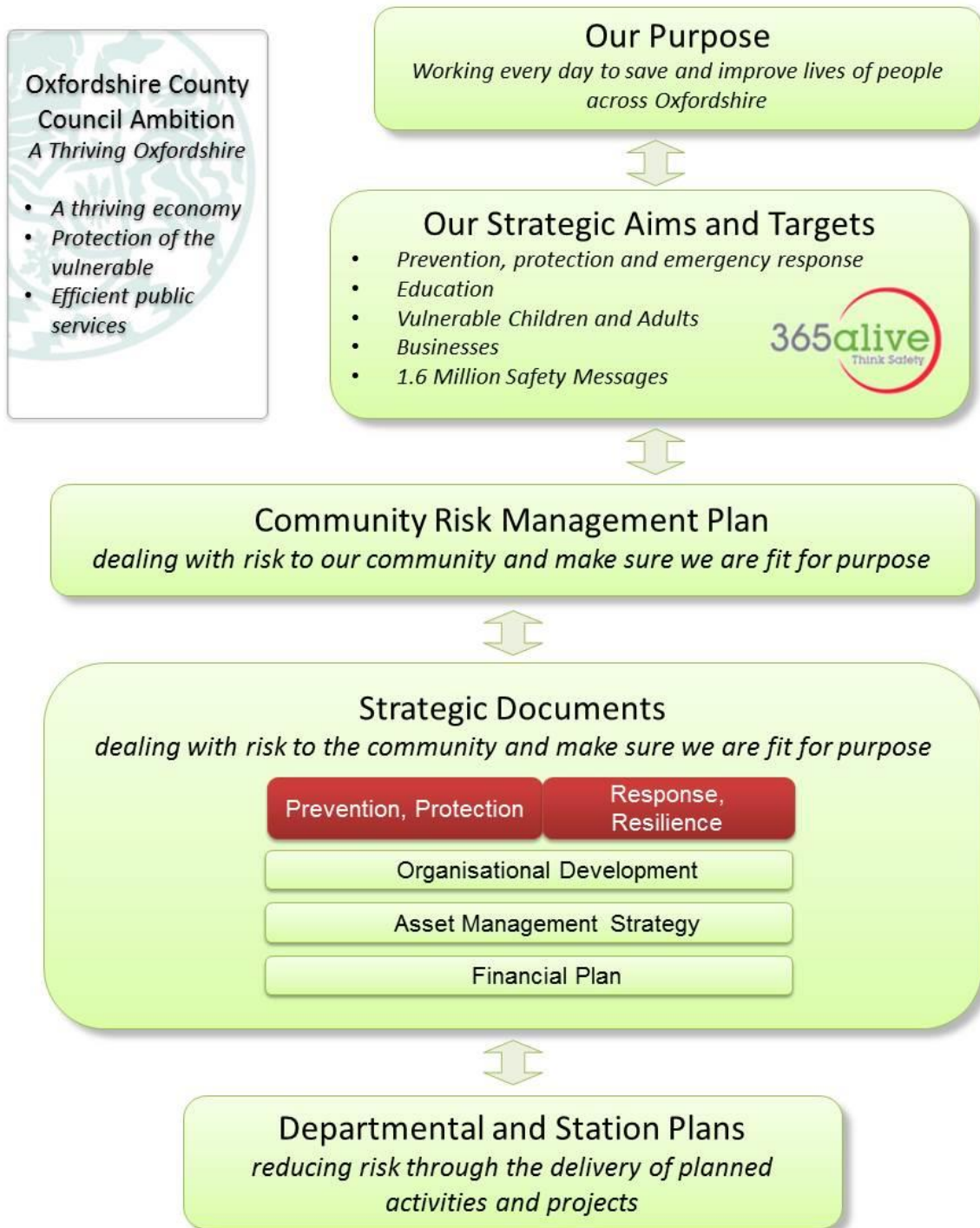
- [365alive website](#)

Our operational strategies are based on the delivery of our prevention, protection and operational response functions. These are supported by the organisational development strategy, the asset management strategy and the financial plan.

During the currency of this CRMP 2017-22 document, our six core strategies will evolve to meet the demands of the ever changing world around us and the strategies will be updated accordingly.

Our key strategic documents are shown in the following diagram and fully detailed in [Appendix A](#).

# Key strategic documents



# Our values

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OFRS fully supports the underpinning values of the County Council, as well as those agreed nationally by the Chief Fire Officers' Association (CFOA), the Fire Brigades Union (FBU), UNISON and a number of other fire and rescue services. These combined values provide a central focus on the standards and principles we expect our employees to promote, uphold and maintain.



## Fire and rescue service statutory responsibilities

The functions of a Fire and Rescue Service (FRS) are, to an extent, pre-determined through statutory responsibilities set out in law. Our main responsibilities are found in the following pieces of legislation and full details can be found in [Appendix C](#):

- [The Fire and Rescue Services Act 2004](#)
- [The Regulatory Reform \(Fire Safety\) Order 2005](#)
- [The Civil Contingencies Act 2004](#)
- [Health and Safety at Work Act 1974](#)

## Government expectations of fire and rescue authorities

The Fire and Rescue National Framework for England was published in 2012 and explains the government's priorities and objectives for fire and rescue authorities in England. The Framework sets out high-level expectations but does not go into detail about how each individual fire and rescue service should conduct its day-to-day business; that is a job for the fire and rescue authority, in consultation with the community it serves.

The priorities in the Framework are for fire and rescue authorities to:

1. Identify and assess 'foreseeable risks', make provision for prevention and protection activities and respond to incidents appropriately.
2. Work in partnership with local communities and partners.
3. Be accountable to communities.

The National Framework states that each fire and rescue authority must produce an IRMP (CRMP in Oxfordshire). The plan must identify and assess all foreseeable fire and rescue related risks that could affect its community, including those of a cross-border, multi-authority and / or national nature.



## What is a foreseeable risk?

An important phrase in the Fire and Rescue National Framework is foreseeable risks. Foreseeable is something that you can predict in advance. In the context of the Framework this refers to events that we expect to happen and that the fire and rescue service would expect to respond to. The fire and rescue service should try to prevent it happening, reduce the impact if it does happen, and afterwards assist those people who have been affected.

There is a question about the extent to which, for the fire and rescue service, risks are 'reasonably foreseeable' or just 'foreseeable'.

Reasonably foreseeable fire and rescue service risks in Oxfordshire are those that happen regularly and include house fires, road traffic collisions, flash flooding and dry summers with the associated grass and field fires. It is also reasonably foreseeable that several emergencies could occur at the same time and that a number of them may last for an extended period of time, days or even weeks.

Risks that are 'foreseeable' but not classed as 'reasonably so' are those that happen very rarely and may include a terrorist attack or a large aircraft crash. It is foreseeable that they may happen, but the historical evidence suggests these are rare events.

The Home Office has set out a Fire Reform Programme that will provide transformation of fire and rescue services to:

- Deliver efficiencies and savings.
- Introduce a new rigorous and independent inspection regime to replace the current peer review system.
- Challenge services to transform the diversity of a firefighter workforce.
- Publish comparative procurement data from every fire and rescue authority in England and to encourage services to pool their purchasing power and buy collectively.
- Legislate to give Police and Crime Commissioners the ability to take on responsibility for fire and rescue services.
- Legal duty to collaborate with emergency services.

# Risk management in OFRS

To simplify the approach to risk management, we have used the following definitions:

**Risk:** The likelihood of harm being caused and the severity of the potential consequences.

For example; the risk associated with flooding may be likely to happen every two years and the consequences / harm expected would be minor property damage and potential injuries.

**Risk appetite:** The amount of risk that an organisation is prepared to accept, tolerate, or be exposed to at any point in time.

The mitigating factors influencing the risk appetite of the fire and rescue authority are informed by five main factors:

1. Prevention and Protection activity
2. Emergency response demand
3. Fire and rescue service emergency response times
4. The weight of response to emergencies
5. Resilience of the service that remains available when fire engines and firefighters are committed to on-going incidents.

Any significant change to these factors would reflect a change in the risk appetite of the fire and rescue authority. These factors have also been used to help define the potential options for consideration in future plans.

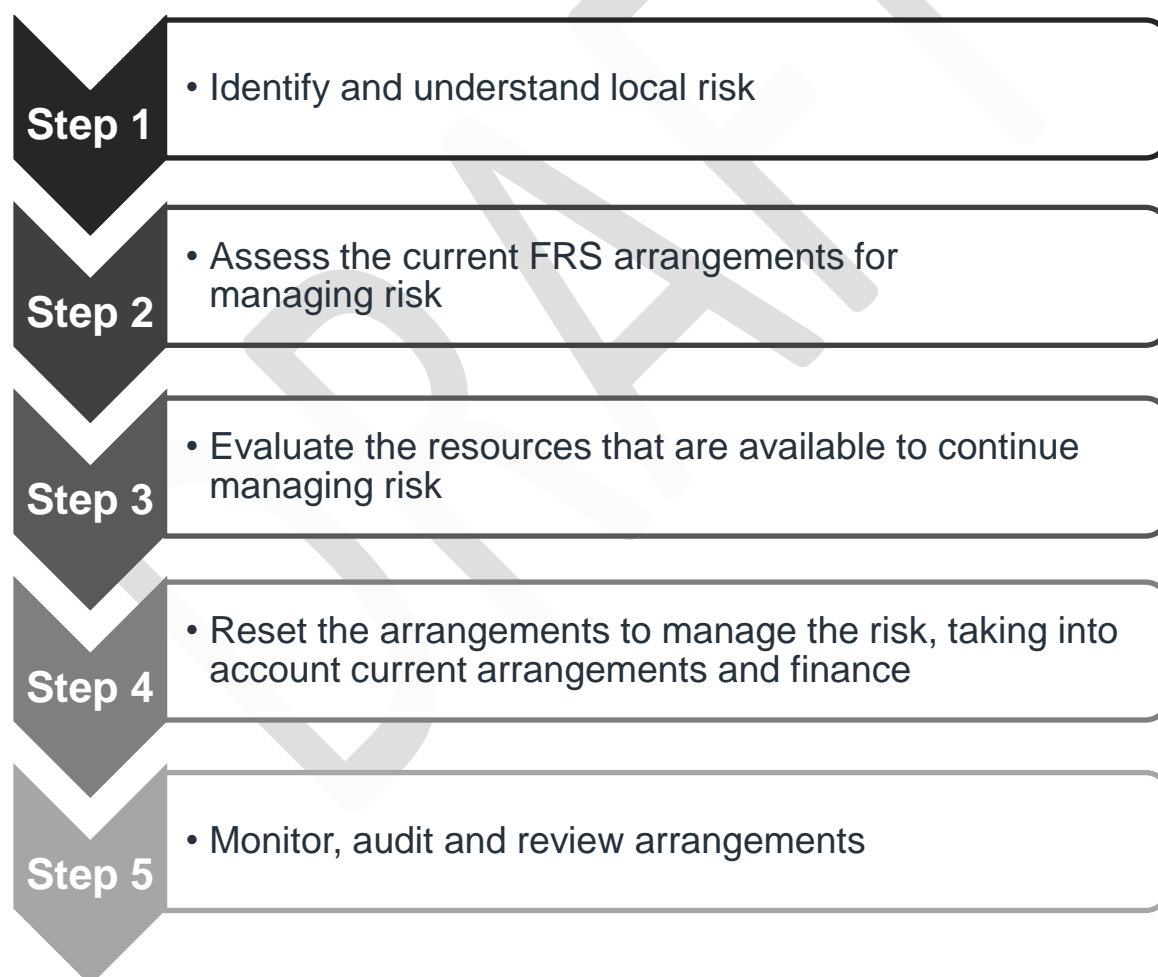
# Risk management process

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## What is Integrated Risk Management Planning?

All fire and rescue services have a finite amount of people and equipment to manage local, regional and national risks. Judgements have to be made about the extent to which these risks are managed. Integrated Risk Management Planning is not about dealing with each risk in isolation, but instead understanding the full range of risks and having plans, people and equipment to manage them in an effective and efficient way. In basic terms the planning process is a way for us to identify measure and mitigate the social and economic impact of fires and other emergencies.

Our Community Risk Management Planning follows the five step process:



We have followed the five steps process to create this draft CRMP for consultation, and set out our rationale and options using this approach in the remainder of this document.

# Step 1 - Identify and understand local risk

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## What creates risk in Oxfordshire?

We have used the Fire Services Emergency Cover Toolkit (FSEC), OCC / government data and professional judgement to identify risks within the county. These risks have been categorised into people, ethnicity, deprivation, employment / risks at work, housing / risks at home, heritage, natural environment and transport.

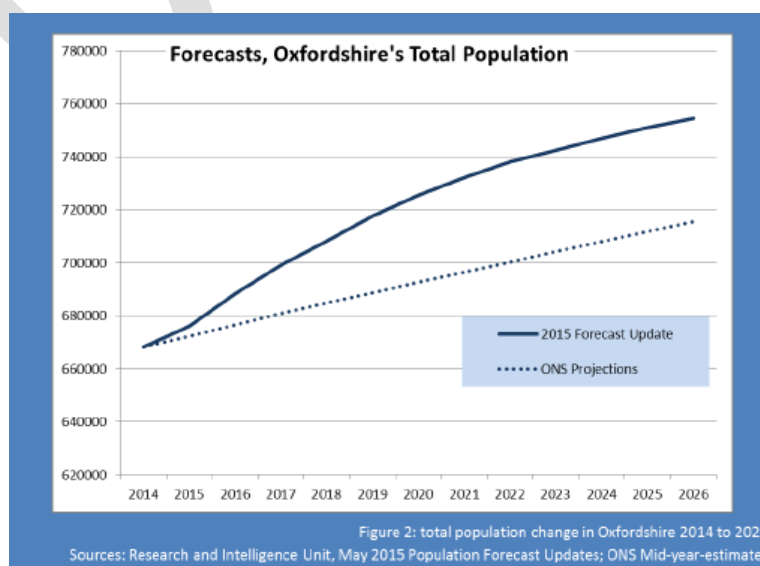
## People

Oxfordshire is home to around 672,500 people, many of whom live in rural towns and villages, across 1,006 square miles, with 23 percent living in Oxford City. The population is increasing and is forecast to rise to 754,000 residents by 2026. This is because the number of births is forecast to exceed the number of deaths by 36,000, life expectancy is increasing and 52,000 more people are forecast to move into Oxfordshire than move out. The largest rises are expected within the older population groups, meaning the number of people aged over 75 are projected to have grown by 66 percent between 2011 and 2026.

The data on population forecasts has been provided by the OCC Research and Intelligence Unit in May 2015. These are a minor update of previous forecasts, in particular reflecting significant changes in national fertility expectations (those published by Office for National Statistics). The full report and Oxfordshire population story can be found at:

[Oxfordshire County Council Population Forecasts](#)  
[Data story: Oxfordshire Population](#)

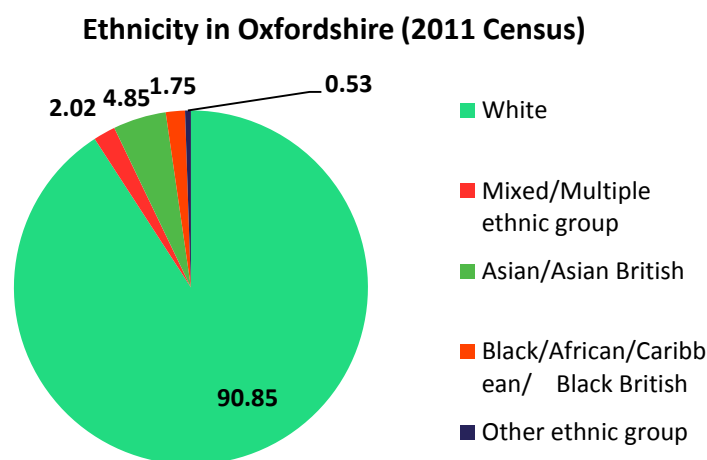
The following chart identifies how the overall population is expected to rise:



Our prevention strategy going forward will need to ensure we target the most at risk groups. This will include the elderly through our safer and wellbeing visits, identifying vulnerable people through OCC and partner agencies. Working together to create a safer Oxfordshire and reduce deaths and injuries.

## Ethnicity in Oxfordshire

Approximately 9 percent of Oxfordshire's population are from Black and Minority Ethnic (BME) groups, of which Oxford city hosts the most ethnically diverse population, with 33,900 people (22 percent of residents). This compares with 7.8 percent in Cherwell, 5.1 percent in Vale of White Horse, 3.9 percent in South Oxfordshire, and 3.2 percent in West Oxfordshire.



## Risks posed

From analysis we have not seen a direct correlation with a higher number of incidents affecting these groups. Although through our BME specialist community safety advisor we provide safety information within these communities.

We have very few fire deaths and injuries in Oxfordshire due to our success at educating and informing the public, as demonstrated by our 365alive targets. However, any loss of life is a tragedy and we aim for no fire deaths or serious injuries at all. We continue to actively engage in fire prevention education and targeted assistance to vulnerable residents.

We also use Experian's Mosaic Lifestyle data for analysis of households and their related lifestyle category against incidents. From analysing the past five years of incident data (Sept 2009 to Sept 2015) we have identified those most at risk of a fire in the home. This is summarised in [Appendix E](#).

This data is used to assist our prevention work targeting of vulnerable groups.



OFRS also use Fire Services Emergency Cover Toolkit FSEC to assist in identifying 'at risk' groups and high risk maps are produced to assist with our prevention strategies, this identifies:

- Lone pensioners
- Rented accommodation
- Single parents
- Limiting long term illness

Data analysis of incidents from our Incident Recording System (IRS) summarises the following findings for Oxfordshire:

### Key points

- Females aged 21-30 and males aged 41-50 are most likely to be fire victims.
- The probability of fire death increases with age. The government fire statistics report 2014-15 shows that 41 percent of all fatalities from fires in England were people over 65 years old.
- Large number of female victims with injury aged 22-32.
- Comparatively large number of female rescue, injury and fatalities aged 77- 99.
- Comparatively large number of males recorded as rescue, injury and fatalities aged 66-87.

### Significant data in relation to victims involved in fires

- Greatest concern for females aged 88-98 and males aged 77-87 who suffer injury in fires.
- There is a low recording for males and females aged 0-10 years and risk of fatalities for this age range are very low; also for males 44-54 year old and females 33-43 year old groups.

## Deprivation

The Index of Multiple Deprivation 2010 is published by the Department for Communities and Local Government and provides a way of comparing relative wealth across the country. A range of economic, social and housing indicators are combined into a single score for each defined area.

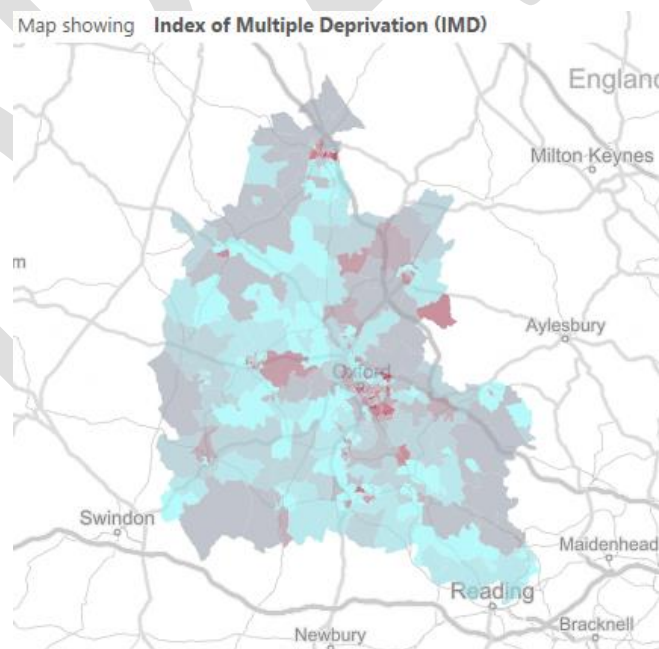
The score is an absolute measure of deprivation, allowing 32,482 areas in England to be ranked relative to one another. This is the third version of the Index (previously published in 2004 and 2007) and changes over time can therefore be evidenced.

- Oxfordshire is the 10th least deprived of 152 local authorities in England - up from 12th in 2010.
- Oxfordshire is less deprived than average on six out of seven types of deprivation. It is slightly more deprived than average in the 'barriers to housing and services' domain.
- Most of the 407 small areas in the county are less deprived than the national average. But two in Oxford City are in the 10 percent most deprived nationally – up from one in 2010. A further 13 small areas are in the 10-20 percent most deprived nationally – down from 17 in 2010.

## Risks posed

In summary Oxfordshire is a rural county with limited areas of deprivation, which can be seen in the following map and this is explained further in the interactive mapping tool. Through analysis we have not seen a high number of incidents affecting these areas.

OFRS in partnership with other agencies use deprivation information to help target Prevention and Protection activities aimed at reducing community risk. Using crime and health statistics in conjunction with our own incident data we can identify those most at risk of harm. This enables us to target our efforts to improve the health and wellbeing of these individuals whilst reducing their risk of fire death and serious injuries.



The darker the colour the higher the deprivation factor as per above report.

To further explore the deprivation data in greater detail, using the interactive mapping tool: [Interactive map showing deprivation in Oxfordshire](#)

## Employment / risks at work

The county has consistently high levels of employment (unemployment is recorded as 3.8 percent of 16-64 year olds in Oxfordshire in the 12 months to September 2015, against the national average of 5.5 percent). With the workforce amongst the most highly-qualified in the country, and many high tech businesses located Oxfordshire.

The planned economic growth forecasts suggest that a further 27,750 direct jobs and 10,500 indirect jobs could be created in the county by 2031. This is due to proposals relating to the Science Vale Enterprise Zone, Oxfordshire City Deal, NW Bicester Eco Town and other planned infrastructure investment. Meaning a total increase in employment of around 88,000 between 2011-31, or 4,400 pa (1% pa).

Retail development projects in Oxfordshire include:

- Abingdon: Completion of the town centre retail development.
- Banbury: Various sites around the town centre are identified in the local plan for redevelopment / regeneration for town centre uses including retail.
- Bicester: Including further expansion of retail and other services in the town centre, as well as proposed expansion of Bicester Village Outlet Centre.
- Botley: The West Way shopping centre development.
- Didcot: Phase 2 of the town centre retail development and other schemes proposed in South Oxfordshire.
- Oxford: Redevelopment and expansion of the Westgate Centre.
- Witney: At least two national supermarket chains are seeking to establish in the town.

Across Oxfordshire there are over 30,000 non domestic and commercial premises, this includes some special risks such as:

- Landsdowne Chemicals, Carterton
- RAF Brize Norton
- Fireworks store, Upper Heyford
- Power stations that include wind and solar installations
- Ministry of Defence (MOD) facilities at Abingdon, Bicester and Shrivenham
- Harwell and Culham science areas.
- NHS hospitals
- Oxford University Science area, Oxford.
- Bullingdon and Huntercombe HM Prisons / Campsfield House Immigration centre.
- BMW Mini car factory, Cowley
- Ardley waste incinerator, Ardley
- Food factories - Jacobs Douwe Egberts, Banbury.

These special risk sites require carefully prepared operational plan to be developed so that we can effectively deal with any incident should it occur at one of these sites.

## Risks posed

On average we only have around four fires per week involving publicly or commercially owned premises. All incidents are investigated and we analyse local and national trends to identify those who are most at risk from fire whilst at work or when using public or commercial facilities.

Premises that process or store waste / recycling products can present a fire hazard and as seen nationally do catch fire. Due to the large quantities of materials stored, fires can have a damaging effect on the environment and take a large amount of resources to extinguish.

Some notable recent incidents involving commercial building's in Oxfordshire include:

- South Oxfordshire District Council Offices, fire – January 2015
- Carluccio's Restaurant, Bicester Village, fire – April 2015
- Randolph Hotel, Oxford, fire – April 2015
- Magdalen College School, fire – June 2015
- Recycling Site, Finmere, large fire – February 2016

## Housing / risks at home

There were just over 272,000 homes in Oxfordshire in 2011, comprising of:

- 65.5 percent privately owned
- 19.2 percent private rental
- 14.2 percent social rental

A much higher proportion of households in Oxford are rented (52 percent) compared to the other districts, where most households are owner occupiers.

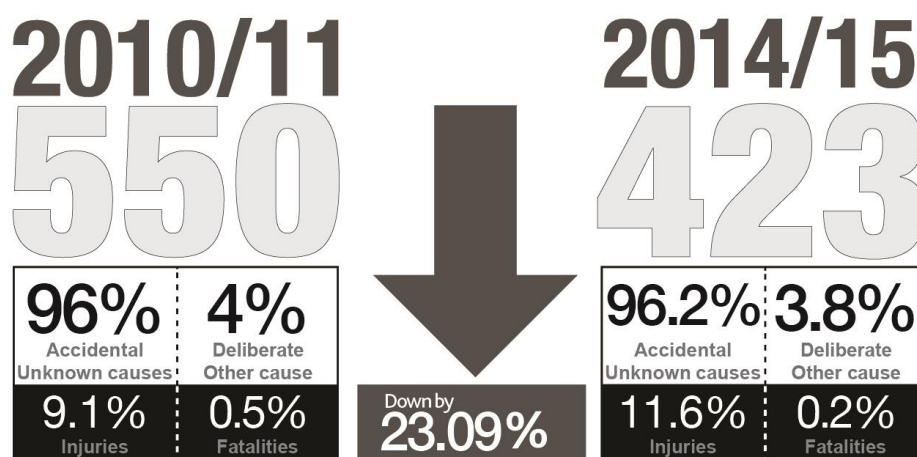
With projected growth rates there is a need for 4,678 – 5,328 additional homes to be built across Oxfordshire every year. New homes are being built across Oxfordshire, but particular growth areas include Banbury, Bicester, Carterton, Didcot, Oxford and Wantage.

## Risks posed

Oxfordshire is home to approximately 1,300 thatched cottages. Occasionally we have to deal with fires involving thatched properties. These types of incident come with their own unique problems associated with their roof construction. Due to the scale of operations required in removing the thatch, incidents of this type usually require large numbers of firefighters, fire engines and specialist equipment to deal with the fire. Due to the prevalence of the risk and our experience in dealing with thatch fires we send six fire appliances and specialist equipment to such incidents.

The following table shows the downward trend of dwelling fires and casualties.

### Dwelling fire & casualties



The full data table showing numbers of dwelling fires and injuries for 2010-15 can be found in [Appendix E](#).

### Key points

- Greater incidence of accidental fires in single occupancy homes.
- Small refuse fires most common location for deliberate fires.
- Small refuse fires are the second most common location for accidental fires in the last year.



## Heritage sites

Oxfordshire has over 12,000 listed buildings, 390 of these are Grade 1 listed. We have many sites of historical importance relating to our national heritage. The city of Oxford is internationally famous for its 'dreaming spires' within the university and college buildings, campus sites and hall of residence, some of which date back to medieval times. Blenheim Palace was the birthplace of Sir Winston Churchill and heads up a list of stately homes and country houses which are spread throughout the county. The National Trust has properties including Chastleton House, Greys Court and Nuffield Place.

## Risks posed

Heritage buildings have their own unique risks, including, loss of historically important artefacts, damage to nationally important buildings and often unique construction methods. These pose greater risks to firefighters and the opportunity for faster fire growth. They are often resource intensive due to the scale of operation required to assist in salvage and damage control.

## Natural environment

The county includes three areas of outstanding natural beauty:

- The Cotswolds
- The Chilterns
- The North Wessex Downs and areas of woodland, this includes:
  - The Ridgeway
  - Oxfordshire Way
  - Shotover Country Park
  - Blenheim estate
  - White Horse Hill (site of scientific interest)
  - Oxford canal / river Thames walks.

Oxfordshire has a network of rivers, streams and canals, fed from the source of the Thames in the west and from the Cherwell in the north which surround the city of Oxford before travelling down further south to Abingdon, Wallingford and Henley on Thames.

## Risks posed

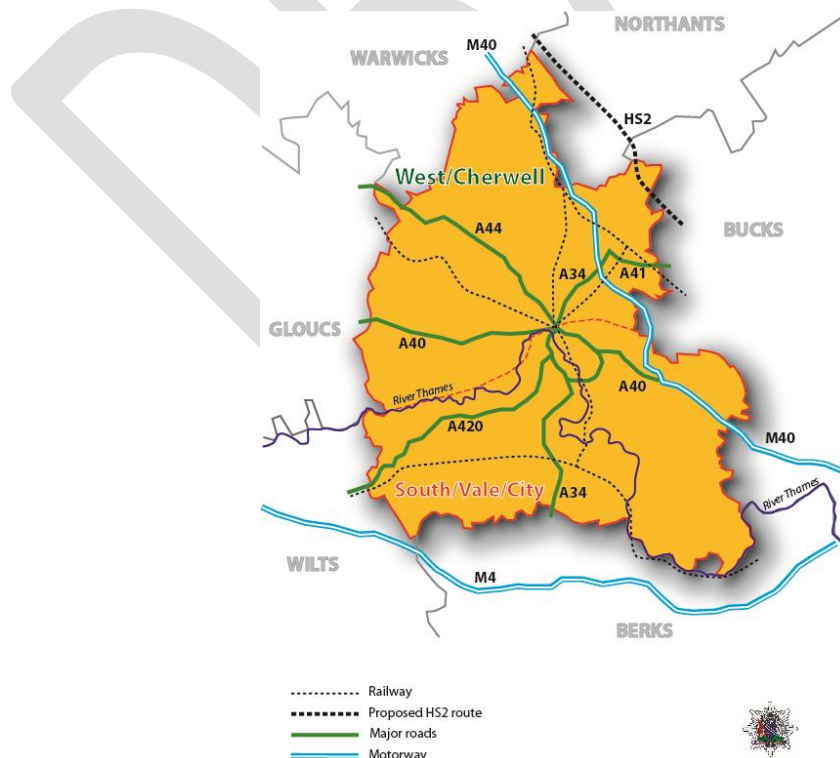
These areas can be prone to wild fires in heatwave conditions, due to climate change. These types of incident can require large responses in order to stop them escalating and destroying these important areas.

Some of the rivers are liable to flooding and in recent years have centred around Oxford and low lying areas. The main reservoir is at Farmoor and other lakes / open water can be found across the county, waterways come with inherent problems such as access which requires a specialist response in order to safely and effectively deal with an incident, such as rescues from water or on ice.

## Transport

### Rail

There are two major rail arteries running through our county. One main line runs east to west from London through Didcot Parkway where one line splits to Bristol and Wales and the other to Oxford and further North. The rail line between Didcot and London is being upgraded to overhead electric lines. There is also a Chiltern line which runs from London to the Midlands, which passes through Bicester, Ardley rail tunnel and Banbury. The new High Speed 2 (HS2) route is planned to marginally pass through Oxfordshire near Finmere.



## Risks posed

Any incident involving the railways causes severe disruption to travel as lines have to be closed to ensure safety to firefighters. Incidents may involve train fires, crashes or other incidents near the railway line.

## Air

We have several main air corridors which cross our county. An international airport and flight training school at Kidlington and three sizeable military airfields:

- RAF Brize Norton, a main hub for overseas military deployment
- RAF Benson
- Dalton Barracks, Abingdon

## Risks posed

Air accidents are rare, but when they occur they usually involve casualties and large numbers of resources to deal with the incident.

## Risk on the roads

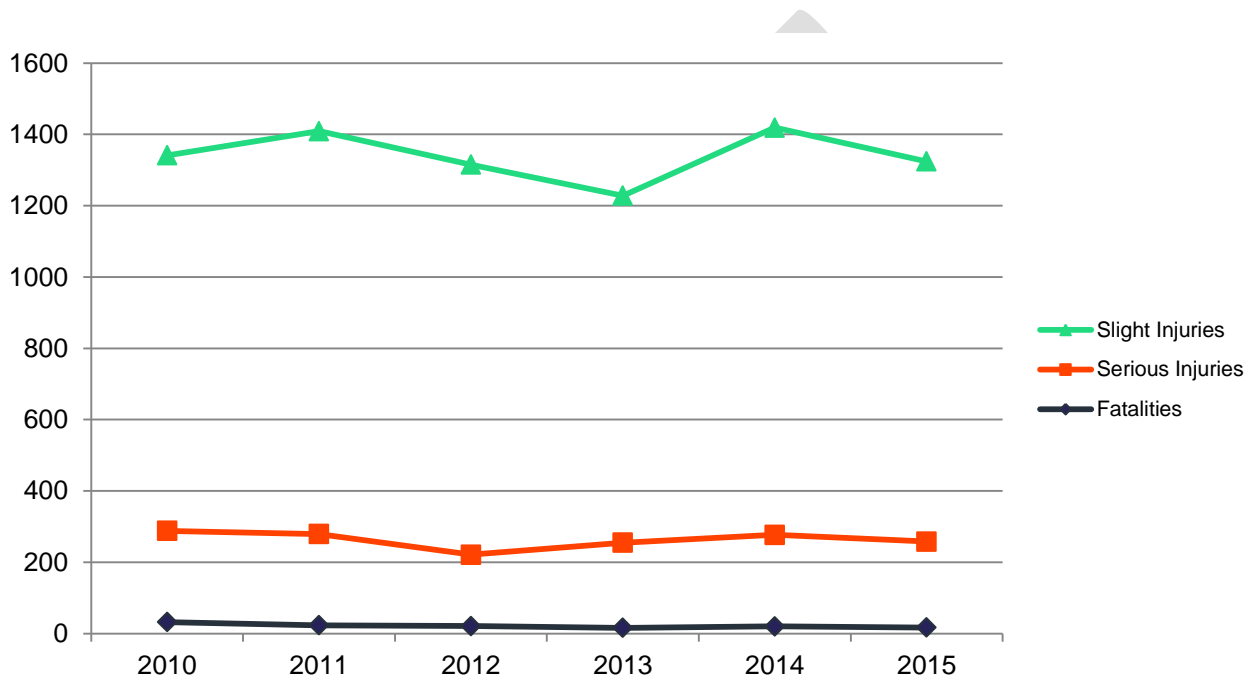
Most of Oxfordshire's road systems are rural but we also have a number of strategic roads linking Oxford to the rest of the country. The M40 motorway is a main arterial network route between London and Birmingham. The A34 is a busy major road network link and important freight route between the port of Southampton and the Midlands used by many large goods vehicles travelling from the continent as well as the rest of the UK.

## Risks posed

More people die and are injured on the roads in Oxfordshire than in fires, so OFRS ensures road safety is included in our prevention campaigns to assist in reducing casualty numbers.

Thames Valley Police (TVP) road traffic collision data for Oxfordshire over the period 2010-15.

	2010	2011	2012	2013	2014	2015	Total
Number of road traffic collisions	1341	1409	1315	1228	1419	1324	8036
Fatalities	32	23	21	16	20	17	129
Serious injuries	256	256	200	239	257	241	1449
Slight injuries	1053	1130	1094	973	1142	1066	6458



Nationally, there has been a recognised spike in road traffic collisions (RTCs) since early 2014 and the Department for Transport produced an interim document in June 2014 in an attempt to explain why.

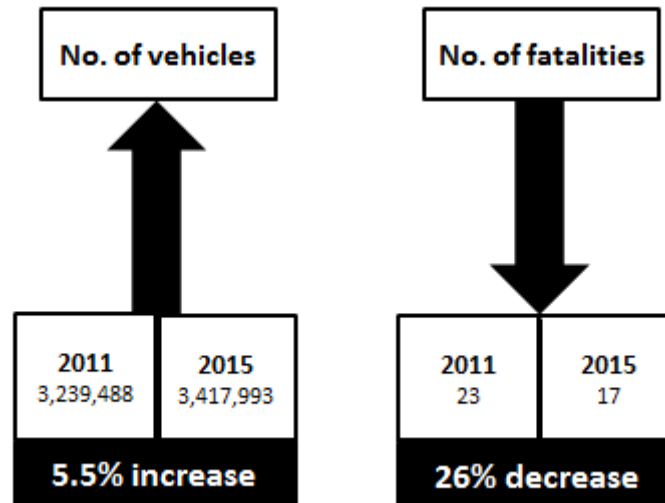
There was anecdotal evidence that the following factors may have contributed to the spike in statistics:

- The end of the longest recession in living memory, leading to more disposable income, leading to more vehicles on the road.
- A fall in fuel prices to a nine year low. Meaning less concern for both speed (lower speed = better fuel efficiency) and an increase in vehicle use for shorter journeys.

More vehicles + more journeys + higher speeds = more collisions.

The figures then plateaued across 2015, with the county's figures static by December 2015.

Against the national picture, the rate of killed and seriously injured (KSI) per head of population in Oxfordshire is slightly higher than the national average. We believe this is due to the volume of rural roads within the county, where higher speed and more challenging conditions are likely. When comparing casualty rates per billion vehicle miles, Oxfordshire's casualty rate has been consistently below national and regional averages.

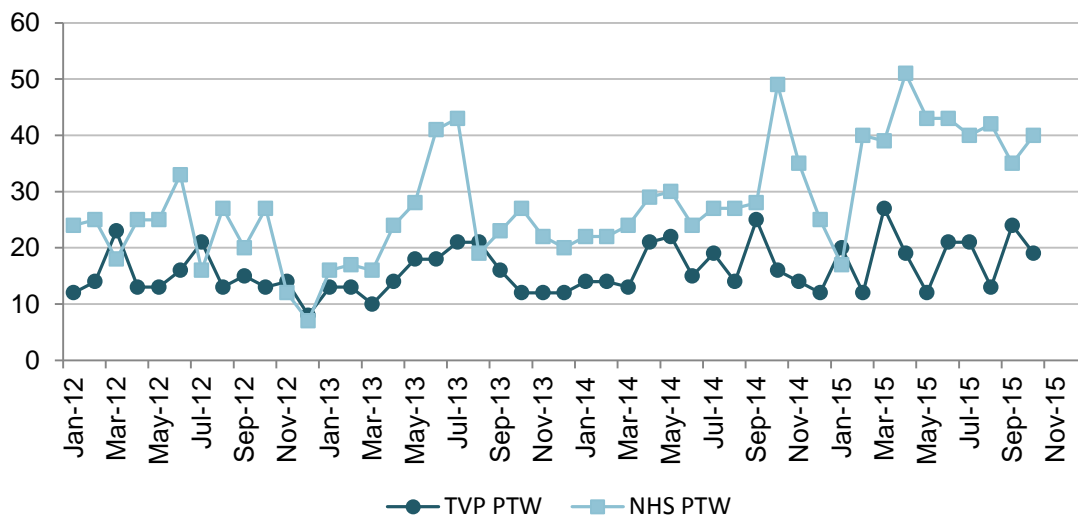


## Motorbike and moped accidents

- The two main categories most at risk for powered two wheel accidents are:
  - Younger people on lower powered motorcycles
  - Older individuals on powerful machines.
- There are spikes in incidents during warmer periods (May – September.)
- 2013 was an all-time low for low powered two wheeler accidents, but unfortunately the trend is steadily rising.
- However, fatalities are at a 10 year low.
- UK figures suggest men make up around 92 percent of all motorcycle user casualties.
- 76 percent of casualties occurred during the day.
- 56 percent occurred on urban roads.
- 63 percent occurred at a junction.

Within the Thames Valley we use both TVP and NHS data to compare and analyse findings. This data varies because TVP do not attend all accidents on the road, so by using hospital admissions for road accidents we can obtain a clearer picture of casualties. This is then fed into our road safety campaigns to reduce accidents on the roads.

## POWERED-TWO-WHEEL (PTW) CASUALTY NUMBERS



### Other risks within the community

In addition to attending emergency calls, in our prevention / protection roles we take a wider view of risk of where we can make a difference and make Oxfordshire safer.

As an integrated part of OCC we support them in delivering priorities such as preventing child sexual exploitation, promoting public health and supporting looked after children. This often means taking an active role in reducing crime, attending medical emergencies, safeguarding of the vulnerable, making homes safer not just from fire, promoting business and community resilience and creating a healthy society.

The overall reduction in public service funding has set the context for our aim to reduce the costs of public services in Oxfordshire through reshaping our Safer and Wellbeing visits and undertaking co-responding.

Through our partnership working with other agencies we identify and assist with tackling other community risks that include:-

- Crime – to include arson, doorstep crime, safeguarding issues etc.
- Health issues – including smoking, diet, mobility, disabilities etc.
- Risks in the home – slips, trips falls, lack of heating, hoarding, safeguarding matters, security, etc.
- Medical emergencies – assisting the Ambulance Service with co-responder services.



## Step 2 - Assess the current FRS arrangements for managing risk

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### So how do we assess the level of risk within Oxfordshire?

Risk is assessed at three main levels national, regional and county. We use this data to correlate against incident data for Oxfordshire, to ensure we continue to reduce risk and incidents.

#### National - UK government – National Risk Assessment and Register

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 five years through the National Risk Assessment (NRA). This is a confidential assessment, conducted every year that draws on expertise from a wide range of departments and agencies of government. The National Risk Register (NRR) is the public version of the assessment.

The NRA and NRR are 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 three broad categories: natural events, major accidents and malicious attacks.

To assist with national and local planning, the government provides a confidential list of the common consequences identified in the NRA that cover the maximum scale, duration and impact that could reasonably be expected to occur as a result of emergencies. These consequences are referred to in the National Resilience Planning Assumptions.

Taking into account both the likelihood of occurrence and the impact if they do occur, the government considers the highest priority risks to be:

- Pandemic influenza
- Coastal flooding
- Widespread electricity failure
- Catastrophic terrorist event.

A number of the key risks identified are dealt with by the fire and rescue service, with the larger emergencies being tackled through a multi-agency response.

### [The national risk assessment](#)

## Regional -Thames Valley

### Thames Valley Local Resilience Forum - Community Risk Register

OFRS is a member of the Thames Valley Local Resilience Forum (LRF). The forum ensures that events or situations which threaten serious damage to the people of Oxfordshire or our environment are identified and, where possible, controlled or mitigated.

To do this the forum produces the Thames Valley Community Risk Register. This shows the risks that have been identified for the Thames Valley, the assessment of impact for each risk if it were to happen, and the likelihood of it happening. These judgements are scored and a rating applied. The register currently shows the highest risks to the Thames Valley are:

- Storms and gales
- Local accident on motorways and major trunk roads
- Low temperatures and heavy snow
- Flooding
- Pandemic influenza
- Actual or threatened significant disruption to fuel supplies
- International disruption to oil supply
- Utilities and infrastructure failure.

### [The Thames Valley Community Risk Register](#)

## County level

### Oxfordshire Fire and Rescue Service - Emergency Plans and Operating Procedures

In addition to the multi-agency plans that are developed with partner organisations through the LRF, OFRS has a range of emergency plans (Tactical Fire Plans) to deal with particular sites or risks across Oxfordshire.

These plans include, but are not exclusive to:

- Landsdowne Chemicals, Carterton
- Farmoor reservoir
- Ardley Rail Tunnel
- Worcester College, Oxford
- JR Hospital
- BMW Mini Plant Cowley
- Blenheim Palace.

The site plans are supported by a suite of Tactical Operational Guidance documents that provide guidance to firefighters in how to safely and effectively deal with identified national emergency types. For example, OFRS has procedures, based on national best practice, for dealing with:

- Fires in complex premises such as high rise buildings and shopping centres
- Rescues from height
- Rescues at road traffic collisions
- Chemical incidents.

In total there are 142 incident types, and 65 operational risk assessments have been created. 35 incident types do not require risk assessments and the remaining 42 incident types risk assessments are currently being developed.

These service risk assessments are informed by an analysis of operational data in a range of different areas. For this CRMP we have used data on all incidents attended over a five year period from Sept 2009 to Sept 2015. From this data we ensure our prevention and protection campaigns are focused and our operational training aligns to keep our firefighters safe.

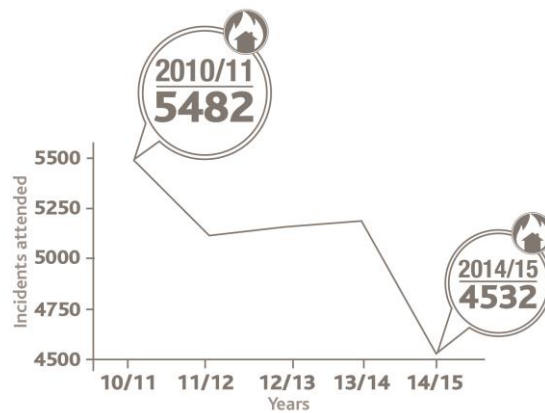
The Fire Services Emergency Cover (FSEC) toolkit breaks down the incidents we attend into incident types. A chart showing full incident details attended within Oxfordshire between October 2010 and September 2015 can be found in [Appendix E](#).

Our significant experience gained over the last 10 years in reducing both the incidence and severity of many emergencies is now recognised nationally.

The most notable achievement during the sustained period of community safety programmes is our hugely successful 365alive vision. We have achieved a reduction in our emergency call numbers from 5482 in 2010-11 to 4532 in 2014-15, and this is despite the population increasing by 46,000.

In the past five years alone we have seen a reduction in calls from 5482 in 2010-11 to 4532 in 2014-15.

### Incident Numbers

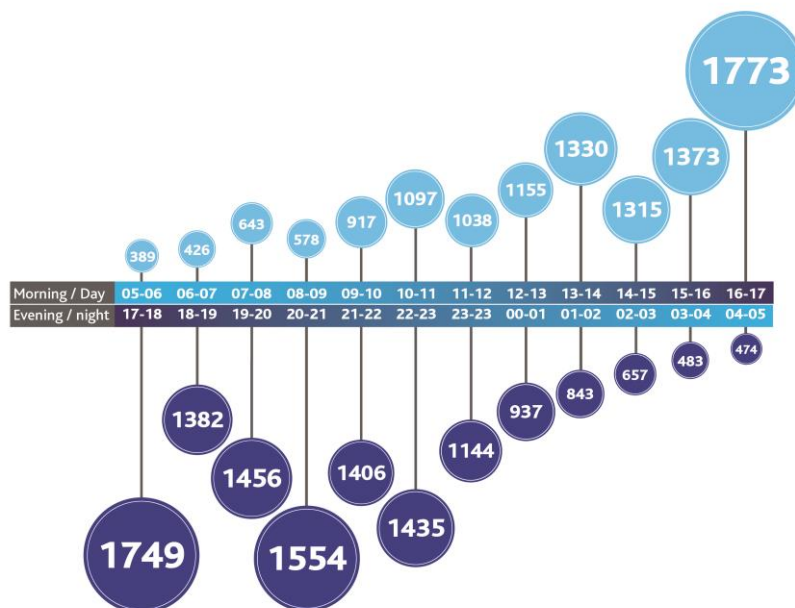


This fall in the number of emergency calls attended, is largely due to a significant shift in our focus towards preventing fires and providing education and advice to raise awareness about risk reduction, both in the home and on our roads.

Our broad range of community safety activities are targeted at both adults and children, especially those who are vulnerable and at greater risk. We work with both individuals and communities to make them more resilient in the future, and have a well performing organisation which is focussed primarily on preventing all emergencies, through information and education.

Even with calls reducing year on year we continually review our incident data to look for trends in incident numbers against time of day, this allows us to plan how best to use our resources available.

### Incidents by time of day



## Step 3 - Evaluate the resources that are available to continue managing risk

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So what people and equipment do we need to manage the risk in Oxfordshire?

Having identified these risks we now need to evaluate what these risks mean to OFRS. We have considered the impact of the emergency incidents we attend and also the wider community risks facing Oxfordshire.

### Our structure and resources

There are currently 24 fire stations in Oxfordshire, which are staffed 24 hours a day, 365 days a year by a mix of whole-time (full time) and on-call (retained) firefighters. They offer safety advice, education and a response to emergencies calls.

We currently have a front-line fleet of 34 fire engines, plus a resilience appliance and a number of specialist vehicles. This includes a hydraulic platform for performing rescues at height, a specialist rescue vehicle for attending road traffic collisions and other specialist rescues, an environmental protection unit (provided in partnership with the Environment Agency) and two mobile command units.

OFRS employs 229 whole-time personnel (including middle and senior operational managers), and 321 on-call firefighters. These are supported by 77 specialist and administrative staff (figures taken March 2016). Emergency calls are taken by the TVFCS based in Reading.

We are organised around two Fire Risk Areas based upon the five district council areas:

- West / Cherwell
- City / South / Vale

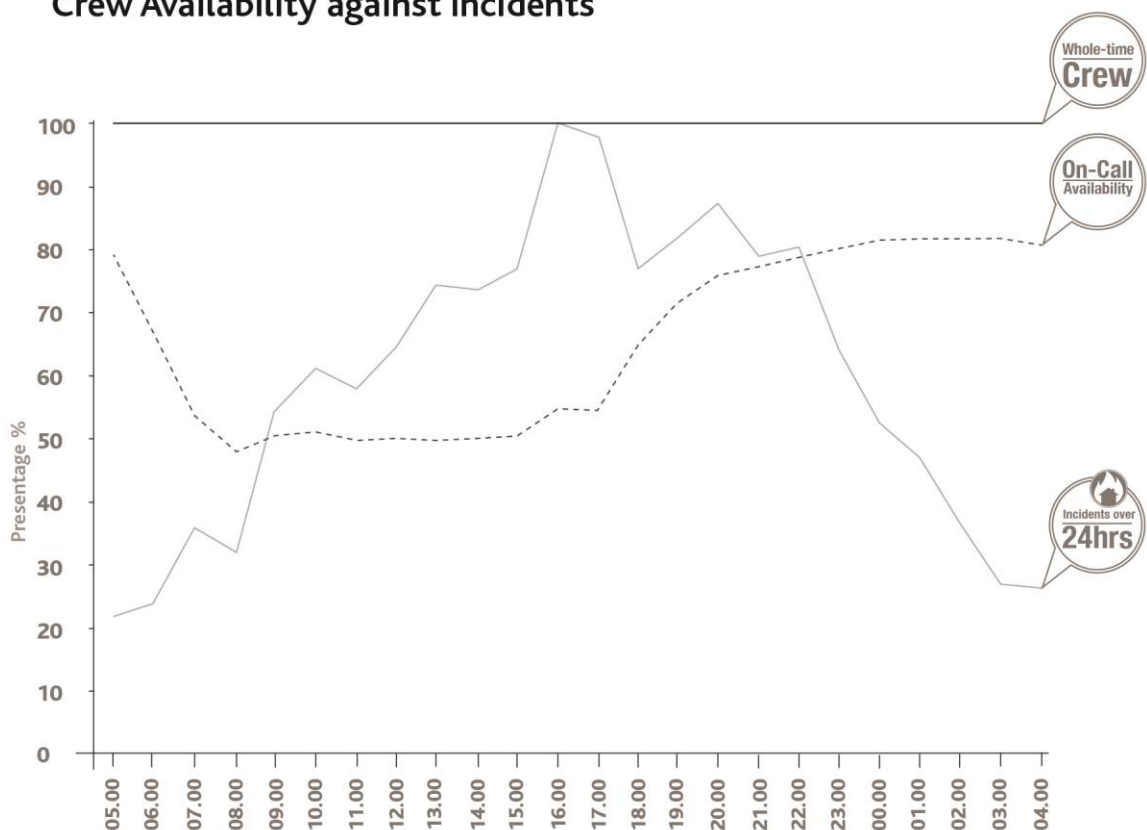
Our whole-time uniformed resourcing provides the same level of operational cover 24/7 365 days per year. The on-call resourcing varies due to availability and we have fewer resources available during the working day. This is the part of day where we get most emergency calls.

We currently have a number of 'key' on-call fire stations in Oxfordshire based on historic incident data and perceived risk in the station area. These are located at Chipping Norton, Bicester, Witney, Faringdon, Henley on Thames and Thame. We intend to review incident data and risk at these and surrounding fire stations to determine if changes to existing fire cover provision is required.

The reduction in the on-call availability at the start of the day coincides with the change of watch at our whole-time fire stations. This means that it is difficult to cover the on-call stations with whole-time resources during this period.

The diagram below indicates the calls we attended between October 2010 and September 2015 by time of day and the percentage of on-call availability over 24 hours 2015-16. This data highlights that we attend fewer calls during the night time period as residents tend to be less active being at home rather than driving or at work.

**Crew Availability against Incidents**



It was also found that our busiest time of day responding to incidents is in the early evening, which coincides with the shift change at whole time stations. This results in additional appliance movements / expenditure to cover on-call key stations and reliefs at incidents.



## Emergency response

Our approach to emergency response is to ensure we have the right firefighters and fire engines, in the right place, at the right time, delivering the right standards of response to emergencies. We have a statutory duty to respond to fires, road traffic collisions and other emergencies and also have plans in place to deal with other incidents such as terrorist threats. When we respond we will:

- Send the right number of fire engines and firefighters to safely deal with the emergency.
- Make sure our firefighters are safe by being professionally trained and prepared for the range of emergencies that we are likely to face.
- Make sure our fire engines, the equipment they carry and the personal protective equipment our firefighters wear is the best we can provide and are suitable for the types of emergencies they are likely to be used at.

Whilst our statutory response duties are limited to fires and road traffic collisions, we respond to many other emergencies such as chemical spillages, water-related incidents and animal rescues.

It is important we are aware of changes in risk within the county to deal with the range of emergencies we are likely to be called to. When we identify new or emerging risks we make changes that reflect them, which may add to our response capabilities. For example our response to medical emergencies (co-responding) is where we can make a difference and save lives, assisting our Ambulance Service colleagues.

## Speed of response – response standards

When an emergency occurs, we aim to get the right amount of fire engines and specialist vehicles there as safely and quickly as possible. Depending on the information given by the caller, we will send an appropriate number of fire engines and firefighters with the required skills and equipment to that incident type at that type of property, this is known as the Pre-Determined Attendance (PDA).

At the scene, the incident commander will assess the situation and request more resources if they are needed. The speed we arrive at the emergency will depend on many factors which include the accuracy of information given, the location of the incident, weather and traffic conditions.

For example, at least two fire engines will be sent to all fires in residential buildings, at least three fire engines will be sent if people could be trapped inside. In remote areas, where the location makes it difficult to arrive quickly, we carry out targeted risk

reduction and prevention work to reduce the chances of incidents occurring and limit the impact of the incident until we arrive.

Under normal circumstances, when an emergency occurs a fire engine will be sent from the nearest fire station. Our state of the art mobilising system identifies the fire engines that can respond the quickest using Global Positioning System (GPS). We aim to arrive at 80 percent of emergencies within 11 minutes and 95 percent of emergencies in 14 minutes or less.

The time is measured from when the fire engine is alerted to when it arrives at the address or location given by the caller. Our performance is constantly reviewed by our senior managers to ensure we continue to strive to meet these targets.

The resilience levels of the service, our ability to respond to emergencies quickly, with the right equipment, skills and people, is then determined by the location of the fire engines that remain available across the county.

On most occasions these resources would remain at their usual fire station. However in the event that a larger number of fire engines were at an incident or incidents, remaining fire engines may be strategically moved to different fire stations to maintain an acceptable level of availability across the county.

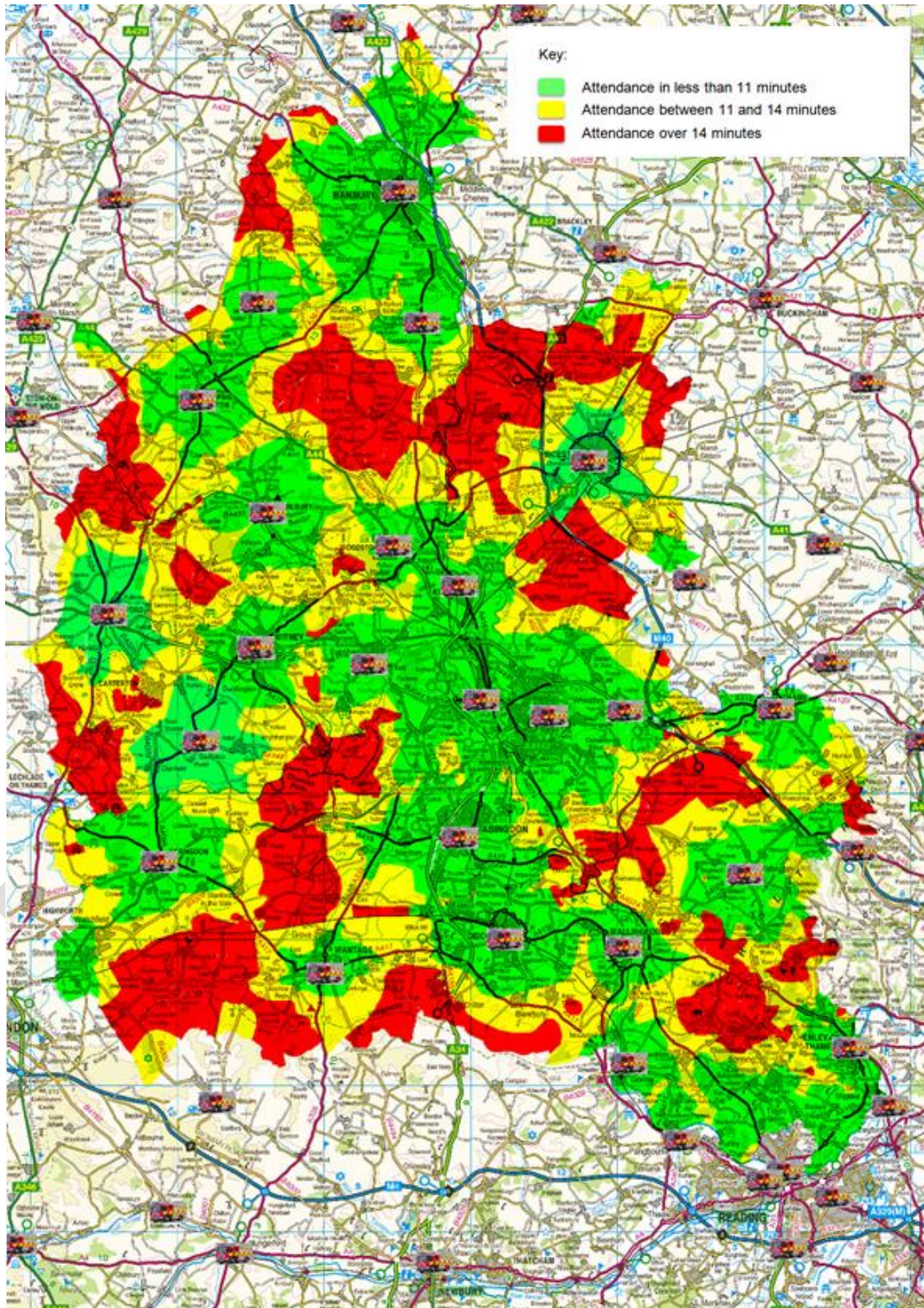
The fewer the number of fire engines available to maintain this cover, the longer it will take to respond to new 999 emergency calls therefore we have an agreement with all neighbouring FRS's whereby fire engines from them can also be called upon to provide support where this is needed.

In 2015-16 our average response times for the year exceeded our targets, with the first fire engine arriving within 11 minutes 88.6 percent of the time, and within 14 minutes 96.3 percent of the time. Our average response time for 2015-16 was 7 minutes 9 seconds.

Our full response standards monthly summary 2015-16 can be found in [Appendix F](#).



Map of Oxfordshire showing response times based on the quickest available resources from their home stations.



The areas marked in red indicate areas where our arrival at an emergency may be over 14 minutes (depending on the actual location of a fire engine at the time of call). This is where we carry out targeted prevention work, such as Safer and Wellbeing visits, to assist in minimising the risk.

## Responding to fires

Fires can vary in size with small fires being dealt with by firefighters from your local fire station but there are occasions when the fire is larger or more complex and firefighters from surrounding fire stations or neighboring fire services are required to assist.

Adverse weather such as heatwave conditions and prolonged drought increase the risk of fire, from standing crops, forests and heathland and these require specialist resources to tackle, such as the fleet of 4x4 vehicles available within OFRS.

## Transport incidents

Transport incidents form an increasing part of the firefighter role. Incidents occur mostly on the roads, but also on the railways, in the air and on the water.

The impact of transport incidents is often not only significant for those directly involved but also for the wider community and business who suffer the consequences of the associated traffic disruption. OFRS and our Emergency Planning Unit work closely with other agencies to deal with transport-related incidents, and minimise any disruption.

Within the county all of our front line appliances are capable of dealing with transport incidents should they occur, equipped with state of the art hydraulic equipment which enables crews to quickly reach trapped casualties. We also have a number of Enhanced Rescue Vehicles (ERVs) strategically placed around the county, One north, one south, one out to the West and our Specialist Rescue Tender in the Middle.

These vehicles can provide specialist equipment, such as HGV access platforms to incidents and are crewed by firefighters who have an even more advanced knowledge of transport incidents of any size or type. The location of these appliances, allows us to deploy this specialist advice and equipment in the fastest time possible to any incident.

Currently some front line appliances and the ERVs / Specialist Rescue vehicle carry eHydraulic rescue equipment. This has the same capabilities for rescue as the standard hydraulic rescue tools but is battery operated. It is faster to get operating and easier to handle, especially in confined spaces and around vehicles that are not easily accessible.



## Flooding and water rescue

Although the fire and rescue service has no statutory responsibility to deal with flooding or water rescue OFRS has invested in equipment and training as the general public expects the service to respond and provide assistance at events such as local and wide area flooding.

The service provides support and carries out rescues following accidents on / in the water and for people and animals stuck on ice / in mud. Each front line appliance carries a water rescue capability, including floating lines to throw to people and inflation equipment for our hose to allow us to deliver it to people in need of rescue, each appliance also carries dry suits and associated equipment to allow us to enter water and life jackets to allow us to operate safely in and around bodies of water.

This capability is enhanced by our specialist water rescue crew, based at Kidlington. They are trained to the highest level and are capable of swimming to casualties or accessing them via boat in order to rescue them.

During times of mass flooding we can also call upon a resilience stock of equipment held at Abingdon Fire Station, this equipment is delivered by the station to where ever it is needed and can include, extra lifejackets and dry suits, inflatable rescue sleds, used to ferry people to safety.

## Adverse weather

During freezing, storm, flood and snow conditions OFRS takes a wider role in ensuring OCC services continue to operate. For example, by assisting with transportation of care workers, clearing fallen trees on roads.

We have a fleet of 4x4 vehicles available to transport vital personnel and equipment around the county and we have an agreement with a voluntary organisation for provision of more 4x4's and experienced drivers should we require an even larger number. All of our brigade response vehicles including officers are equipped with 'snow socks' which allow them to efficiently negotiate roads when they are snow covered.

OFRS has business continuity plans in place to continue to deliver a service in the event of flooding and other catastrophic events affecting its own fire stations.

We work closely with other agencies including the Environment Agency, district councils, other County Council departments and the Thames Valley Local Resilience Forum (LRF) to ensure that plans for responding to incidents and dealing with the

recovery are developed, trained, tested and reviewed. This ensures we reduce the impact of, adverse weather events such as flooding and alterations are in place to mitigate these effects for residents.

## Industrial incidents

There are many industrial sites in Oxfordshire with hazardous processes in operation, sometimes involving the use or storage of dangerous substances.

Whilst the businesses themselves have a responsibility to plan for reasonably foreseeable events, on many occasions they will call on the fire and rescue service to provide professional assistance in the event of an emergency.

OFRS has a programme of site risk visits by local firefighters to ensure familiarity with local risks. Within OFRS all Firefighters are trained in dealing with chemical incidents safely and effectively, we also have a number of Hazardous Material and Environmental Protection Advisors who can be called upon at any hazardous materials incident for specialist advice. These specialist officers can also call upon precise scientific advice from the National Chemical Emergency Centre (NCEC) and other partner agencies through standing agreements.

Should firefighters need decontaminating, OFRS have our own decontamination unit based at Didcot Fire Station and crewed by specially trained staff.

Due to the potentially catastrophic consequences of chemicals or other hazardous material coming into contact with our natural environment we have, in partnership with the Environment Agency (EA), equipped all of our front line appliances with equipment capable of preventing this from happening. This initial capability can be enhanced by using our Environmental Protection Pod based at Rewley Road Fire Station. This demountable unit was designed and equipped in partnership with the EA and contains specialist equipment for environmental protection.

## Chemical, biological, radiological and nuclear events

Events of this nature are rare, although they can occur from time to time. Their consequences can be very serious and the circumstances are likely to be less familiar to most firefighters.

An event of this nature will almost certainly attract a national fire service response together with many other agencies. The impact is likely to be sustained for some time, causing significant disruption to the normal delivery of the fire and rescue service. All firefighters are trained in identifying and initially dealing with this type of incident as per national guidance and standards, we are also responsible for staffing



and maintaining the Thames Valley Detection, Identification and Monitoring (DIM) vehicle, this vehicle has the capability of identifying chemicals present at an incident and monitoring the effects of these in terms of spread. Our DIM unit is staffed by specialist officers from all of the Thames Valley Brigades but is led by OFRS.

We also work closely with other agencies through the Thames Valley Local Resilience Forum to make sure that plans for responding to incidents are developed, trained, tested and reviewed.

## National resilience

National Resilience is defined in the National Framework document as 'the capacity and capability of fire and rescue authorities to work together with other responders to deliver a sustained, effective response to major incidents, emergencies and disruptive challenges, such as those in the National Risk Assessment'.

National resilience incidents that have had a significant impact on the fire and rescue service include wide-scale flooding events, the fire at the Buncefield oil depot and the 7/7 terrorist attacks in London.

We have the responsibility for staffing three specialist vehicles and equipment to deal with this type of incident, these vehicles include the DIM vehicle, high volume pumping vehicle and hose layer. The vehicles are based at Bicester and Banbury Fire Stations and are available for use within Oxfordshire as well as regionally and nationally.

Other fire and rescue services in the south east region have vehicles and equipment to deal with, urban search and rescue, mass public decontamination and marauding terrorist firearms incidents.

An important part of national resilience is the ability of different fire services and other responding organisations to work together, known as interoperability. OFRS is part of the national Joint Emergency Services Interoperability Programme led by the Home Office. OFRS also has nationally-trained Inter-agency Liaison Officers and Strategic Multi-agency 'Gold' Command Officers to facilitate this joined-up working.

## Other emergencies

There are a wide range of other incidents that firefighters attend. These include animal rescues, rescues from height, requests for assistance from other blue light services and agencies and a variety of other unusual events. We have at our immediate disposal staff trained to the highest level of line rescue (rescuing people

with ropes and climbing equipment), animal rescue and currently we are also assisting SCAS with both medical incidents (co-responding) and gaining access to premises where there are access issues. We also assist in recovery of casualties from places where ambulance crews may find difficulty such as in confined spaces.

As part of our animal rescue capability, we regularly train our firefighters in working with and around animals and our specialist regularly train with local vets and colleges in animal behavior and rescue techniques. Our control room can also call upon these vets out of hour should one be needed at an incident to assist with animal welfare.

## Data sources from partner agencies

OFRS works in partnership with many organisations and as part of our integrated approach within OCC. We use and share data from many sources to assist in our approach to community safety with a single view of risk including:

- Exeter data: A national register of doctors patients over 65 years old (100,000 people).
- NHS road safety data: This includes casualty data where TVP did not attend the scene of accident.
- NHS oxygen user database.
- OCC Social and Community Services client list.
- Trading Standards scams and doorstep crime victims list.
- OCC looked after children: List of 580 children with foster parents.
- SCAS top 50 users / priority clients.

The service uses the incident data highlighted in forming its prevention and protection strategies and this then is fed into Station Risk Management Plans that address the risks locally for each station area.

We manage the risk in Oxfordshire through a balanced approach of Prevention, Protection and Emergency Response activity. Our main aim is to prevent emergencies from happening in the first place. However, we recognise that this is not always possible so we aim to ensure that, should an emergency occur, people are able to escape from buildings safely and that we are able to respond effectively to each and every emergency.

## Prevention

Prevention is a key function of OFRS and we have statutory obligations under Section 6 of the Fire and Rescue Services Act 2004 and the duty of care as community safety lead for OCC. Our policies and strategy include:

- Concentrating on making safer, people and communities that are most vulnerable.
- Improving the understanding of the risks to our communities.
- Promoting engagement with partners to reduce the incidence of inappropriate lifestyle choices that result in increased vulnerability.
- Promoting economic growth and healthier lifestyles through better regulation
- Applying the lessons learnt from fire investigations.
- Reducing the number of deliberate fires (arson).
- Lobbying for greater use of sprinklers especially in social housing and high rise buildings.
- Working with partners to improve safety within social housing.
- Working to reduce fires caused by unsafe consumer products.
- Using technology to protect consumers within their homes.

Preventing emergencies is particularly important in the context of an ageing population and the increased demands that this trend is placing on adult social care services. Moreover, greater awareness of the needs of vulnerable children has increased the demand for children's social care with the number of child protection cases in Oxfordshire having grown by 84 percent over the last five years.

Safeguarding vulnerable adults and children is a key concern for OFRS. We enter people's homes every day to prevent fires through our Safer and Wellbeing Visits and therefore are well placed to identify risks and provide support.

## Case studies

### Phoenix Project

The Phoenix Project is a collaborative partnership between OFRS and the OCC Early Intervention Service.

This partnership involves staff working together to benefit school children who are in need of additional support to discourage them from engaging in anti-social behaviour and entering into the Youth Justice System.

It provides an opportunity for young people to obtain an insight into the work of the fire and rescue service, boosting confidence and self-esteem through an intensive week of educational sessions in fire prevention and road safety and to take part in team building exercises combined with practical hose and ladder training drills similar to those undertaken by firefighters.

The scheme operates at selected fire stations throughout the county on a monthly basis, each course running for five days catering for 12 11-14 year olds and is delivered utilising equipment provided by OFRS.

We have now capitalised on the success of Phoenix and developed the Phoenix Plus program, a six week course aimed at preventing family breakdowns as part of the Thriving Families initiative designed to engage both the parents and young persons for two hours a week allowing for relationship strengthening through team building exercises and practical activities.

Phoenix quote:

“I myself felt that the course was superb, and had the pleasure of witnessing how all those young people grow, in their sense of self-esteem and pride. A lot of them had probably never felt this before, and I know that they were sad that the course had to come to an end!” – Early Intervention worker

### Junior Citizens Trust

The Junior Citizens Trust is a well-established initiative that endeavors to equip every Year 6 school pupil from across Oxfordshire with the skills to recognise risk whilst building confidence and resilience.

During their two hour visit the children learn about safety by experiencing risk in the controlled, engaging and interactive environment of the Franklin-Vermeulen Safety Centre at Rewley Road Fire Station, Oxford.

Fire and rescue personnel and representatives from partner agencies engage with the children through eight different scenarios which generate discussion and increases awareness surrounding issues such as road safety, water safety, stranger danger, and online internet safety.

By the end of the session each child will have had a chance to practice making a 999 telephone call which adds to a very memorable experience that ensures the messages will have a lasting impact.

Every year on average 4,500 children benefit from Junior Citizens Trust which equates to 85 percent of all state primary schools from across Oxfordshire.

### Community health

OFRS are working closely with Public Health England (PHE) and Oxfordshire Clinical Commissioning Group (OCCG) on the wider health and wellbeing agenda to improve the lifestyles of persons in Oxfordshire paying particular attention to vulnerable and young people.

One of the key activities is our Safer and Wellbeing Visits, which include:

- Smoking Cessation

- Drugs and alcohol abuse
- Healthier lifestyles
- Mobility Issues
- Sensory Impairment
- Mental health
- Oxfordshire Affordable Warmth Scheme
- Door Step Crime
- Scamming

Work in this area is continuing to identify how these visits can be expanded.

As the 'eyes and ears' in the community we can also be alert to other forms of abuse and provide a direct link into social services for those requiring support, especially vulnerable people.

We need to be ambitious in how we deal with the wider prevention agenda across the county. OFRS Recognise that people in Oxfordshire can be at risk of harm in many different ways.

Risks to the safety and well-being of people in Oxfordshire include:

- Domestic abuse
- Radicalisation
- Exploitation
- Hate crime
- Ill-health due to fuel poverty
- Unsafe consumer products and workplaces
- Vulnerability to falls in the home and many others

OFRS can make a positive contribution to reducing all of these risks.

Our education programmes, undertaken in schools, colleges, community centres, events and at our fire stations, look to reduce a large array of risk factors.

These include in the home, on the roads, near water and railways, as well as the dangers of going off with strangers and the use of social media. They contribute towards a thriving, safer community.

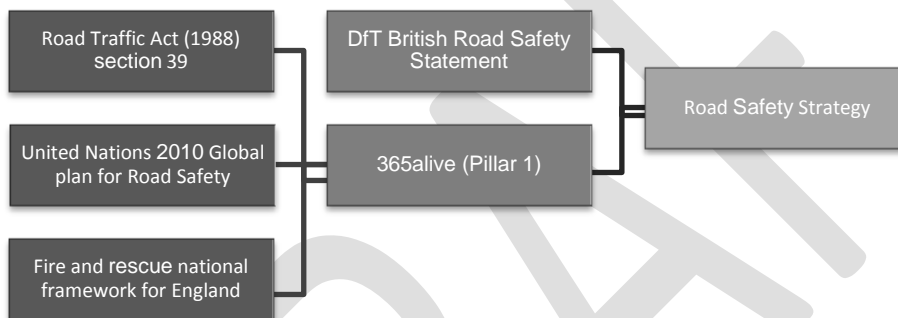
Our young people are the adults of tomorrow and the more we can raise their awareness to keeping themselves safe, then the more likely they will achieve positive outcomes for themselves.

## Road safety

Our Road Safety Education Team (RSET) is responsible for delivering the service's statutory duty under Section 39 of the Road Traffic Act, requiring local authorities to provide road safety information and training.

RSET offers real value for money to the county by focusing its resources on vulnerable road users through targeted education, training and publicity. For example our work with motorcycle riders (Biker Down) and cycle safety (Cycle Proficiency) for young people.

The chart below shows how international, national and local strategies feed into our road safety strategy.



### Top four priority groups to 2022

1. Motorcyclists, particularly aged 34-55
2. Cyclists
3. Pedestrians
4. Young drivers aged 17-24.

The increase in the built environment to include approximately 106,000 new houses by 2031 will impact on the volume of traffic on Oxfordshire's roads.

OFRS have fully embraced the United Nations' 2010 Global Plan for Road Safety which promotes a five pillar strategic approach for managing road safety; the elements will be the foundation of OFRS's 2016 Road Safety Strategic document.



## Protection

The economic cost to the county from fires is significant. The impact of a fire can have devastating consequences for a business and the economy in the local area. A large proportion of businesses that suffer a significant fire never fully recover and either close or relocate to another area.

On behalf of OCC, we have statutory duties to undertake and enforce a range of legislation within the county. In meeting these statutory responsibilities, the organisation provides important support to individuals, communities and businesses in Oxfordshire by:

- Reducing, as far as possible, the risks and economic costs of fire criminality and other dangers.
- Supporting businesses to develop continuity plans to help them cope with incidents which could threaten the business' survival.
- Providing advice and support to help businesses meet regulatory requirements and reduce risks without undue cost or burden.
- Supporting economic growth.
- Tackling unfair business practices that undermine legitimate businesses.
- Providing protection so that people can buy goods and services with confidence and security.

Our Protection Services consist of the Fire Protection and Business Safety Team and the Trading Standards Service.

The Fire Protection and Business Safety Team provide for the enforcement of fire safety legislation, namely the Regulatory Reform (Fire Safety) Order 2005. This team works with businesses to proactively protect Oxfordshire's world class economy, its communities and its environment by reducing the incidence of fire and other emergencies and their consequences.

The Fire Protection and Business Safety Team provides for:

- The enforcement of national fire safety legislation for the protection of Oxfordshire's communities.
- Support to Building Control bodies to secure a safer built environment for all.
- Support to local business through the provision of advice and assistance with respect to fire safety and business continuity.
- The provision of operational risk information that ensures the safety of fire-fighters and reduces the impact of fires on business.
- The protection of Oxfordshire's internationally famous heritage and its associated economic benefits.

The Trading Standards Service fulfils the County Council's responsibilities for the enforcement of a wide range of consumer protection legislation controlling the advertising, marketing, production, distribution and supply of goods and services throughout the manufacturing, importation, distribution and service delivery chain. The responsibilities of the service are widespread and include:

- Licensing and inspection of explosives and petroleum storage facilities.
- Safety certification of sports grounds.

Our enforcement activities adhere to the principles of better regulation contained in the Enforcement Concordat and Regulators Code. Supporting legitimate businesses and other responsible persons through the provision of advice and guidance.

We seek to identify 'rogue' businesses that undermine fair competition and put people at risk of harm or economic loss. Where it is absolutely necessary, we will take enforcement action and will only consider prosecution where it is in the public's best interest.

## Case studies

### Oxford's historic Covered Market saved by sprinkler system

On 28 December 2015 OFRS attended a fire at the historic Covered Market in Oxford. The sprinkler system had operated and totally extinguished a fire involving a fridge in a café within the market. OFRS have always promoted the use of sprinkler systems through our partnership working with building control consultations and businesses / heritage protection.

The outcome highlights the benefits provided by automatic water suppression systems and why the building owner's investment has proved invaluable, because without it we could have been tackling a significant fire with huge potential spread to involve a large portion of the city centre properties and businesses.

### Local firm and business operator fined for placing employees at risk of fire

Fire Safety Inspectors from OFRS issued a Prohibition Notice restricting use of the factory premises in Didcot after an inspection found the dangerous practices and inadequate fire safety measures to ensure the safety of the workforce.

The company director was taken to court by OFRS and the fines amounted to almost £9000, they were also ordered to pay costs totalling £5000, plus a victim surcharge of £126 and the Prohibition Notice remained in force.

## Emergency Planning Unit (EPU)

The EPU carries out statutory functions under Civil Contingencies Act 2004, Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPPIR), and Control of Major-Accident Hazards involving dangerous substances 2015 (COMAH) and Major Accident Control Regulations (MACR).

Duties of the department include ensuring that OCC and its suppliers have robust business continuity processes to reduce risk during any disruption. Working with:

- Individuals to ensure that those most vulnerable are identified and prepared for an emergency.
- Businesses to improve business continuity and communities to improve county wide resilience and produce community emergency plans.

We are responsible for working with voluntary agencies, blue light services, Local Authorities and Category 2 responders such as utility and transport providers to train exercise and prepare for multi-agency response to disruption whilst keeping the community warned and informed.

There is a suite of information leaflets and over twenty plans to assist with planning and response for incidents including flooding, adverse weather, utility failure, strategic road disruption and crowded places as well as specific risk plans for known risk sites.

The team works with Thames Valley Local Resilience Forum to produce additional plans, training and exercising covering the Thames Valley area.

There is 24/7 availability with an officer on call as a link into Local Authority departments. Working out of hours and to provide an activation process to scale up a Local Authority response should it be needed, including co-ordinating the County Council Emergency Operations Centre. The EPU also provides a horizon scanning function highlighting risks such as incidents in neighbouring areas, weather and flood warnings and risks associated with events through the Safety Advisory Groups.

## Health and safety

Firefighter safety is key to OFRS and is paramount in our response to emergencies, preparation during training and day to day activities. In order to achieve this we use the following national Firefighter Safety Maxim:

‘At every incident the greater the potential benefit of fire and rescue actions, the greater the risk that is accepted by commanders and Firefighters.

Activities that present a high risk to safety are limited to those that have the potential to save life or to prevent rapid and significant escalation of the incident.'

- The Incident Commander bears the overall responsibility for the management of health and safety at an incident.
- They may delegate some responsibility for health and safety to relevant command and supervisory officers.
- It must be remembered that all personnel are expected to exercise due diligence in the performance of the tasks devolved to them – the 'Safe Person Principle'.

To enable the service to achieve improved health, safety and welfare performance and to comply with corresponding legislation, we investigate all safety events; accidents, near misses and occupational ill health and produce reports. These reports and statistical data are used to develop action plans and organisational strategies to prevent, reduce or limit future unsafe situations / practices.

The Health Safety and Welfare Team work closely with the Tactical Operational Guidance Team to ensure that every incident type is supported by an up to date risk assessment and these are held on our database.

Our health and safety approach ensures we have firefighters who can help the public in emergencies in a safe, effective way and reduce risk.

## Organisational development

We recognise that our people are our most important assets and we are committed to investing in their knowledge, skills and abilities. This ensures we have people who are risk focussed and can deal with emergency incidents in a competent way.

There is a plan for the development of all our people so they have the skills they need for the future. We will also identify and develop our talented individuals. This is achieved by recruiting the right staff, retention and development of our workforce and succession planning for the future.

The County Council has an Organisational Development Team that supports our service and is responsible for organisational development initiatives across the county such as the Future Leaders Programme.

## Learning and development

A key driver of learning and development within OFRS (and other UK fire and rescue services) is the reduced demand on core emergency services and therefore, the reduced opportunities for experiential learning available to our operational workforce.

To overcome this, the organisation creates opportunities for simulated experiential learning at the Fire Service College and ensures an appropriate balance between virtual and practical simulated learning experiences.

Furthermore, OFRS will continue to develop systems to support the local delivery of training which will, in particular, support the ability of on-call stations to make effective use of their opportunities to train.

Operational competence in all core skills, and principally in incident command, are risk critical areas of our fire and rescue service and rightly attract significant investment and organisational focus.

However, this also demands continuous improvement to ensure effective and efficient delivery. We have also developed a new four year training cycle for our operational core skills to complement our training competency framework.

Whether courses are delivered internally or by external organisations such as the Fire Service College, we must consider whether we need to adopt formal qualifications in specific areas which will normally result in additional organisational costs.

Such decisions will be taken based on risk to firefighter safety, value added, statutory requirements and the ability and need of the service to be able to benchmark the quality of training provided by third parties.

## Call management and incident support

OFRS joined Royal Berkshire Fire and Rescue Service (RBFRS), and Buckinghamshire and Milton Keynes Fire and Rescue Service (BMKFRS) to create a new state of the art joint fire control centre, based at RBFRS HQ in Calcot, near Reading which went live in April 2015.

The TVFCS answers 999 calls and mobilises resources on behalf of the three FRS's to incidents across the Thames Valley, serving a combined population of around 2.2 million people.

The TVFCS features the most up-to-date technology. This includes a new mobilising system, which enables control operators to identify the exact geographic location of an incident more quickly and pinpoint the precise position of each available fire appliance, specialist vehicle and officer via Global Positioning System (GPS). This

allows the quickest available fire appliance to be used, irrespective of whether it is based in Berkshire, Oxfordshire or Buckinghamshire and Milton Keynes which has improved OFRS attendance times.

Every fire engine across the three FRS's has been fitted with a Mobile Data Terminals (MDT) which is an on board computer. These display incidents on a mapping system, enabling fire crews to see their location and that of the incident in real-time. MDTs also provide the crews with risk-critical information such as individual building design and details about any special hazards at a particular location.

As a back-up for the TVFCS control at Reading, a non-staffed secondary control room has also been created and is being maintained at OFRS' headquarters in Kidlington. In the unlikely event that the TVFCS control fails or needs to be evacuated, North Yorkshire Fire and Rescue Service will take 999 calls and mobilise resources on behalf of the TVFCS for the short period of time needed to transfer control staff to the secondary control in Kidlington.

During the first year, TVFCS staff answered over 30,000 emergency calls. These included assistance required to a number of significant, large-scale incidents, such as a serious hotel fire at Wokefield Park, Berkshire and the collapse of a building at Didcot Power Station in Oxfordshire, which attracted national and international media interest.

Buckinghamshire has also dealt with serious fires notably two large scale incidents at the same time that required TVFCS and Buckinghamshire and Milton Keynes Fire and Rescue Service (BMKFRS) working very closely to resource and manage the incident whilst providing business as usual cover for the county. In addition, TVFCS have answered and dealt with in excess of 80,000 administrative calls.



## Step 4 - Reset the arrangements to manage this risk, taking into account current arrangements and finance

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### Looking forward 5 Year CRMP Plan – future opportunities

The strategies as found in [Appendix A](#), set out our strategic direction for the coming five years and will be reviewed as community risks change.

The key risks as identified as part of this CRMP process include:

- Increasing population, particularly with the younger and older age groups.
- Growth in housing provision.
- Job creation and business expansion.
- Traffic and travel increases.
- Greater social needs in relation to health and wellbeing.
- Climate change and its impact on the environment.

These factors will be recognised in delivering the strategic CRMP objectives as below:

- Reducing the number of fires and other emergency incidents.
- Reducing the loss of life in fires and other emergency incidents.
- Reducing the number and severity of injuries in fires and other emergency incidents.
- Safeguarding the natural and built environment and our heritage for the future.
- Reducing the commercial, economic and social impact of fires and other emergency incidents.
- Securing value for money.

### Health and Wellbeing

The organisation will continue to broaden our prevention skills to include health and wellbeing risks as part of our integrated approach with Public Health within the County Council, and through our wider partnership working with other public sector organisations to help reduce demand for their services where we can. We will capitalise on the opportunities resulting from our high levels of contact with the

public to support the police and our community safety partners to tackle crime and protect communities.

OFRS will actively contribute towards the county's corporate parent responsibilities and specifically target looked after children with age appropriate initiatives to improve life opportunities.

## Prevention

Moving forward, we need to be ambitious in how we deal with the wider prevention and protection agenda across the county. By developing the capacity and capability to target our activities using an evidence-based approach to identify priority risk factors, related not only to the fire and rescue service but also those of our key partners we aim to improve the overall value we deliver to local communities.

Our prevention and protection services will focus on where we can positively help to reduce the vulnerability of individuals, businesses and local communities to a broad range of risk factors. Through integrating the OFRS prevention services with that of the Trading Standards service we will adopt a holistic approach to supporting vulnerable people.

Using information and intelligence to understand risk faced by people living, working or travelling in Oxfordshire we will seek to prevent incidents that could lead to harm or loss and protect people in the event that an incident does occur.

To achieve our aims we will need to be more creative in the way we think. Deploying our resources in a more flexible way, increasing our scope and reach through extending our pool of volunteers, and utilising the improvements in technology to support our prevention and protection delivery models.

This approach needs to be informed by credible management information, supported by the experience, knowledge and judgement of the senior managers across all the organisations we work with in partnership.

## Protection

OFRS recognise the importance of economic growth to Oxfordshire's future, and the role that regulatory services can play both to support business growth and to reduce burdens.

We will promote a joined up approach to regulation in Oxfordshire through working with other regulators, in particular District Councils and through working with the Local Economic Partnership and business support forums. In particular we will aim to integrate the OFRS Fire Protection and Business Safety Team and the Trading Standards to provide a single interface for businesses with both regulatory functions.

The team will provide a range of business support services that are tailored to the needs of Oxfordshire's businesses, which offer real value and support those businesses to grow. Providing opportunities for businesses to enter into Primary Authority Partnerships with us where such a partnership will help them achieve their aims.

We recognise the importance of seeking businesses views on our services and engaging in meaningful dialogue about how we can best support businesses and reduce burdens.

Utilising the contact we have with businesses as opportunities for OCC to engage with the business sector. Providing a broader range of information and advice to support corporate priorities as well as seeking views from businesses. In doing so we will reduce risks for people at work and attending events and will ensure that OFRS has robust information on premises risk which will aid emergency response and ensure firefighter safety.

We will target our proactive work with businesses, our inspections and audits through use of intelligence and risk analysis to identify the priority for risk reduction. Intelligence and risk profiling will also inform our approach to identifying and tackling 'rogue' businesses that undermine legitimate businesses and create risks for consumers. We will also seek to protect Oxfordshire's internationally famous heritage and its associated economic benefits and to promote and secure a safer built environment.

## Emergency response

To ensure that we maintain an effective emergency response to meet current and future risk and demand, we intend to continue to invest in new firefighting and rescue equipment and appliances. This ensures that our service keeps pace with new developments in firefighting and rescue technology and the investment improves both our response to emergency incidents and the safety of our firefighters.

As a largely rural fire and rescue service we rely heavily on the service provided by on-call firefighters, supported by full-time colleagues. We will review the fire cover arrangements at our on call stations to ensure resilience when crews are not available. This could take into account the cover provided by adjacent fire stations and neighbouring fire and rescue services.

The availability of on-call firefighters remains challenging particularly during the day time, when some of our on call firefighters are not available due to their primary employment. By continuing to evaluate ways in which we can crew fire engines differently, we will seek out opportunities to improve the availability of on-call

firefighters, and respond appropriately and safely to emergencies in local, rural communities.

There are a number of 'key' on-call fire stations in Oxfordshire based on historic incident data and perceived risk in the station area. We intend to review incident data and risk at these and surrounding fire stations to determine if changes to existing fire cover provision is required.

Our full-time firefighters, middle and senior managers work a variety of different shift systems and rota patterns to ensure we are able to maintain a 24/7 response to emergencies. We intend to continue to review all of the rota systems and shift patterns to ensure that we are operating in the most efficient and effective manner to meet call demand.

OFRS are participating in the Emergency Services Mobile Communications Project which will replace our current system of communication between all emergency services. This is a major national project involving all emergency services to replace the current Airwave system.

We are undertaking a collaborative purchase of a number of new appliances in a bid to try and reduce costs and standardise the appliances used across the Thames Valley. This will further enhance our resilience due to all crews within the Thames Valley operating in a similar method with similar equipment and will also assist with reducing costs per vehicle thus producing a saving to the public.

After the successful trial of smaller fire engines we are going to review our fleet to include additional smaller vehicles. They will be equipped with modern firefighting equipment.

Through collaboration with SCAS we may expand our co-responding initiative from the current three co-responding models that are being trialled over the three duty systems, to possibly include appliance and officer responses to cardiac arrests throughout the whole county.

Drones and unmanned aerial vehicles are an emerging risk to our communities both nationally and locally. Threats such as accidental collisions with buildings and commercial aeroplanes and the use of these vehicles by terrorists in order to deliver some form of harmful device to unsuspecting members of the public are all possibilities. Further research will take place in collaboration with partner agencies.

Drones and unmanned aerial vehicles do though also offer some potential benefits to us as a fire and rescue service. Their use at larger or more complex incidents can be a vital set of eyes and ears for the incident commander. They can assist the

emergency services to plan their multi agency response. We will look to further cement this capability through collaborative working within the Thames Valley.

Other possible areas of development for new service provision include:

- Underwater search and rescue team, to assist TVP.
- A fire investigation dog.
- Using staff to transport patients to routine hospital appointments where they are unable to make their own way there.

These ideas will be investigated as to their potential benefits as part of our commitment to wider collaborative working.

## Data and systems

Central government support for FSEC ceases in December 2016. A replacement software solution has been sourced to provide OFRS with a robust geographical informational system for modelling fire cover and risk, in order to meet CRMP and prevention requirements.

A system called Cadcorp has been procured in August 2016 it will be implemented and developed throughout 2017. This will be in conjunction with our Thames Valley FRS partners and other agencies in sharing risk data and analysis. It will also then assist our prevention activities in targeting at risk communities.

## Organisational development

In order to prove efficiency and effectiveness we must continue to provide a flexible workforce going forward. We must consider the most effective way of staffing future roles whether this will be uniformed staff, non- uniformed staff or the use of volunteers in a full or part-time capacity.

In 2017-18 we will be reviewing our duty systems to ensure they are the optimised to help tackle our current and emerging risks and incident trends as effectively as possible.

The use of volunteers for OFRS will form a pilot project which aims to introduce Community Safety Volunteers - One team of volunteers with three specific roles:

- Safer & Wellbeing Visit: Offering a light touch visit to low risk homes.
- Doorstep crime and scams prevention: Raising awareness of risk and offering on- going support to victims.

- Safety Centre volunteers: Supporting the delivery of the Junior Citizens Trust programme.

## Collaboration

The implementation of TVFCS has been the catalyst for further collaboration within the Thames Valley area. We will focus our attention on the delivery of the four main agreed areas of collaboration:

1. Transition Plan associated with the outcome of The Gateway Review of TVFCS.
2. Operational Alignment work stream associated with TVFCS which will lead to the delivery of a single operational cell across the Thames Valley.
3. Training Analytical work stream with Capita / The Fire Service College to examine all of the training costs associated with the three services across the Thames Valley.
4. The design and procurement spec around a Single Type B Fire Appliance and associated equipment for the Thames Valley.

With the forthcoming duty to collaborate with emergency services, we will explore all opportunities and collaborate where possible. For example, the sharing of premises and closer partnership working with TVP.

## Value for money

As an integral part of OCC we will continue to make efficiency savings by delivering the wider projects associated with the areas identified within our Medium Term Financial Plan.

Each February the council formally approves a [Medium Term Financial Plan](#) for the next four years, including a detailed revenue budget for the financial year commencing that April.

The document link above contains Directorate Business Strategies and detailed financial information for the fire and rescue service under the Social and Community Services section.

We will explore any identified opportunities for income generation where appropriate.



## The budget and efficiencies – what your money is spent on

The final budget spend for the fire and rescue service for 2015-16 was £25,774,813.

The budget for 2016-17 has been reduced following efficiency savings to £23,900,000.

TVFCS cost in the region of £5.4 million to set up, this was funded by the three Services' combined grants from central Government. TVFCS delivers increased resilience, efficiency and improved performance which will result in collective savings of over £1 million per year for the next 15 years.

Employees are becoming more fully engaged in increasing efficiencies and eliminating waste within the organisation through performance.

In 2016 we are undertaking a zero based budget approach across all departments. So that the services and activities we provide are fully understood in terms of contributing to the strategic aims of the service, ensuring that we can understand the activity based costing.

The Medium Term Financial Plan will focus more on the long term year on year savings rather than in year savings. Value for money will be achieved through continued challenges to existing organisational structures and arrangements.

We use benchmarking to compare OFRS with other similar FRS's in order to ensure that we provide value for money. For example 'Expenditure per head of population'. The cost of providing the fire and rescue service in 2014-15 was approximately 10p per day for each person within Oxfordshire.

The cost per head of population for 2014-15 was £38.62 compared to the average cost of:

- South east region fire and rescue services = £41.09.
- Family group fire and rescue services = £38.02.
- All English fire and rescue services = £40.46.
- County Council fire and rescue services = £38.59.

## Step 5 - Monitor, audit and review the arrangements

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This CRMP covers a 5 year period (April 2017 to March 2022) and will be monitored on a regular basis. It will be formally reviewed and, if necessary, refreshed and republished to:

- Reflect re-assessment of existing risk.
- Recognise and assess new and emerging risk.
- Detail any changes to the service's response to risk.

Each year the CRMP will be reviewed and an action plan will be created to carry out a number of projects to deliver changes in reducing risk and making Oxfordshire safer.

### Assurance

OFRS Strategic Risk and Assurance Team undertake audits of the service and provide the Statement of Assurance as required by the National Framework Document. This assurance process ensures value for money is attained across the service. It is also supported by the Annual Benchmarking Survey that compares costs against Family Group, South East, County Council and Thames Valley Fire and Rescue Services.

OFRS undertook a successful Operational Peer Assessment in 2014 through the CFOA / LGA Peer Review (OpA) process. The report is available to view on our website, along with the OFRS Annual Report:

[Oxfordshire Fire and Rescue Service performance | Oxfordshire County Council](#)

Responsibility for the fire and rescue service moved from Department of Communities and Local Government to the Home Office during 2016 which will result in a change to the Op A process in future.

Our Customer Satisfaction Rates are independently assessed through Opinion Research Services (ORS) and these are consistently high with the 2015 survey returning an excellent satisfaction rate of over 91percent across most measures. Each year the results can be found in the Annual Report as published on the OCC website.

OFRS maintains the Customer Services Excellence Award (CSE) and this is reassessed annually for reaccreditation, against the government standard.

## Managing performance

OFRS Key Performance Indicators (KPI's) are reported to the CCMT these include:

- The 365alive vision targets
- Response standards

At a national level the performance of the service is managed in several ways, these include:

1. Analysis of [national performance reports](#) on speed of response and incident data.
2. Benchmarking analysis by the [Chartered Institute for Public Finance and Accountancy \(CIPFA\)](#) who provide comparative reports for different fire and rescue services and other local authority bodies.
3. Publication of the [Oxfordshire Fire and Rescue Authority Annual Statement of Assurance](#), as a requirement of government.

# Appendix: A Our strategies

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## 1 Prevention and Protection Strategy

Changes have been made to how we resource and support our statutory prevention and protection services. This has increased efficiency whilst maintaining our effectiveness. We understand the need to be more creative in the way we think. Deploying our resources in a more flexible way and utilise the improvements in technology to support our prevention and protection delivery models. The service is integrating Trading Standards with prevention and protection, recognising the commonality between these teams and their customers. Our approach needs to be informed by credible management information, supported by the experience, knowledge and judgement of people across all our partnership organisations.

We aim to make Oxfordshire a safer place by reducing, as far as possible, the risks and economic costs of fires, criminality, and other dangers, without imposing unnecessary burden upon local business. Our enforcement activities adhere to the principles of better regulation contained in the Regulators Code and we aim to support business and other responsible persons through education and the provision of advice and guidance and adoption of Primary Authority Partnerships. Where it is absolutely necessary, we will take enforcement action and will only consider legal action where it is in the public's interest.

### 1.1 The wider health agenda – health and well-being

One of OFRS's core objectives is to reach vulnerable members of our communities and help make real improvements in their lives. Vulnerable residents are often happy to engage with us, even when they are reluctant to engage with other agencies and we have the skills, experience and methods to support them and prevent both illness and injuries.

The FRS already enters the homes of Oxfordshire's residents on a daily basis to provide advice and support on safety in the home. Trading Standards prioritises the protection of vulnerable people from scams, doorstep crime and financial abuse. The work of these teams prevents loneliness and social isolation amongst vulnerable people through the provision of advice, and support links into a broader range of support that is already available. This work provides us with the unique opportunity to build a relationship with our local communities and make homes safer. Combine this with our basic medical training, we have the skills, knowledge and experience to

support vulnerable people in the home, and broaden our remit to prevent illness and injury and to provide practical support.

We will work closely with the Oxfordshire Clinical Commissioning Group, SCAS and Public Health to develop services that meet the needs of our communities. Together, we can make a real difference to the health and well-being of vulnerable people.

## 1.2 Prevention and Protection Objectives

We will:

1. Provide a safety net to reduce risks to the community and particularly the vulnerable.
2. Reduce risks for people travelling in Oxfordshire.
3. Work with or for our key partners to provide services that support health, well-being and independence.
4. Reduce the demand on health, social care and criminal justice services through our prevention work.
5. Provide business support services that support safe economic growth in Oxfordshire.
6. Use appropriate technology to improve the protection we provide to people and communities.
7. Maximise our outputs and capacity through the use of innovative staffing solutions.

## 2 Response and Resilience Strategy

Changes have been made to our crewing and support structures to become more efficient whilst maintaining our effectiveness. We need to be more creative in the way we use our resources and will use developments in technology to support our response models.

Being more flexible in the way we deal with risk across the county. By working with our colleagues in the Thames Valley, we will develop the ability to scale up or scale down our resources needed at different times and different areas to match the risks. This will be done using professional expertise and analysis of relevant data.

## 2.1 Response and Resilience Strategy Objectives

We will:

1. Send the quickest fire engines to safely and effectively deal with all emergencies.  
Take on new activities to reduce the risk in our communities.
2. Use appropriate technology and new techniques to improve our emergency response.
3. Work closely with all emergency responders to ensure that incidents are managed effectively.
4. Continue to develop our emergency medical response model to support the local community.
5. Make sure we are prepared to deal with large scale emergencies and prolonged weather events when they occur.
6. Work collaboratively with the other Fire and Rescue Services in the Thames Valley to transform our service.

## 3 Organisational Development Strategy

We recognise that our people are our most important assets and are committed to investing in their knowledge, skills and abilities. Planning for the development of our people so they have the skills they need for the future, and identifying and develop our talented individuals.

The County Council has an Organisational Development Team that supports our service and is responsible for organisational development initiatives across the organisation.

Our strategy has four themes:

- Leadership
- Safety and Well-being
- Engagement
- Performance



## 3.1 Organisational Development Strategy Objectives

### Leadership

- Develop leadership at all levels throughout the service.
- Support managers so they can get the best out of their teams.

### Safety and Well-being

- Provide our people with a safe working environment.
- Support managers in creating this safe working environment.
- Promote and support the health, fitness and well-being of our people.
- Provide experiential learning for our operational personnel through virtual and simulated exercises.
- Provide training courses at venues across the county which will reduce the distance and time people may need to travel to a single training centre.

### Engagement

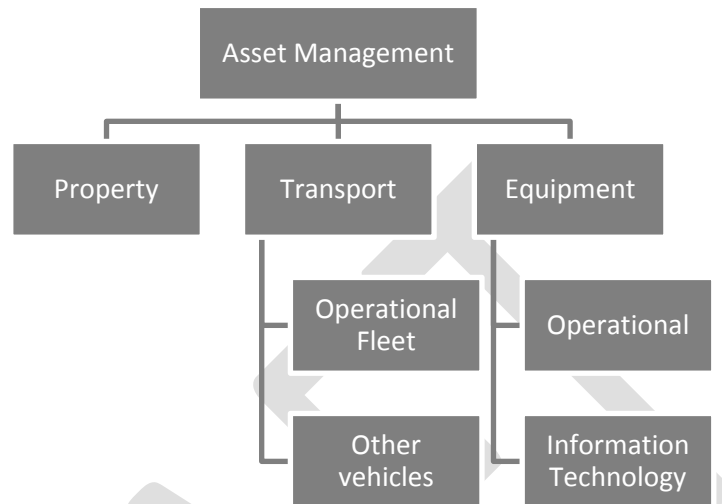
- Encourage engagement and communication between people across all levels of the service.

### Performance

- Plan for the progression of our people and the transformation in the service's organisational structure.
- Support our managers in making sure that the HR policies are consistently used.
- Make sure our recruitment processes attract and recruit the right people, at the right time.
- For each element of our training, we will choose the training delivery models that give us the most benefit including outsourcing and insourcing.
- Support stations to make best use of their limited training opportunities.
- Develop a quality management system for our training.
- Through the analysis of learning needs, we will make sure our people have the right competencies to do their role.

## 4 Asset Management Strategy

Our Asset Management Strategy can be broken down into areas shown in the chart below. We are led by overarching strategies within the council which include the Asset Management Plan,



### Fire and Rescue Asset Categories

Our property portfolio including fire stations falls under a Corporate Landlord Structure and is delivered by our corporate partner Carillion. Therefore this strategy aligns and supports the overarching [Asset Management Plan 2014-15](#).

The current condition of our building stock varies. Most of it was built between the 1950's and 1970's and is in need of refurbishment. Funding constraints mean we do not have a formal programme in place to update these properties. However we are updating and refurbishing stations that are not meeting modern legislative requirements.

We have an excellent fleet of fire engines and specialist vehicles. Through collaboration with the other Thames Valley FRS's, we will jointly procure future vehicles which will make working together easier and provide better value for money. This will make sure we provide our firefighters with the most suitable equipment for the risks they face.

Our Information Technology assets are provided largely by the County Council and we support them as they look to make improvements. We will also make sure our fire engines have the most suitable technology and communication equipment to deal with emergency incidents.

## 4.1 Asset Management Strategic Objectives

### Our property

- Ensure our property is fit for purpose.
- Make our fire stations and offices available for use by the wider council and other partners.
- Collaborate with other organisations to establish community hubs at existing fire stations and where we develop new property.
- Reduce the environmental impact of our properties.

### Our transport

- Make sure we have the right vehicles in the right place to support all our activities.
- Together with our Thames Valley fire and rescue partners, we will buy new fire engines so that we have a standard fleet across the region improving cost and efficiency.
- Reduce the amount of fuel we use saving money and reducing the impact on the environment.
- Provide effective and efficient vehicle maintenance.
- Reduce the environmental impact of our vehicles.

### Our equipment

- Start the standardisation of all our operational equipment across the Thames Valley which will improve efficiency and costs.
- Introduce new technology where it effectively reduces the risk in our community and improves firefighter safety
- Reduce the environmental impact of our equipment.

### Our Information Technology and SystemsA

- Align our system with other partners to improve compatibility and reduce future costs.

## 5 Medium term financial plan

Each February the council formally approves a [Medium Term Financial Plan](#) for the next four years, including a detailed revenue budget for the financial year commencing that April.

This document linked above contains Directorate Business Strategies and detailed financial information for the fire and rescue service under the Social and Community Services section.

## 6 Communication Strategy

Working closely with both the internal and external OCC Communications Teams we will make sure we communicate effectively with our external partners, media organisations and our own people.

Agreeing our external communications priorities annually, these are published by the Communications Team as part of the corporate Communications Plan.

Our internal communications aim to engage everyone in the service and inform us about our direction and priorities. We want to create a sense of collective identity across the service which brings us closer to our County Council colleagues. Helping to make sure everyone is aware of must-know information that will allow them to do their jobs effectively.

Our internal communications will help everyone understand the need for the transformation in the service and help us to support and engage with these changes.

### Our communications will:

- Enable and encourage two way communications up, down and across the service.
- Raise awareness of how we can work more effectively.
- Instil a sense of pride and a 'one council' ethos.
- Explain our purpose and support us to contribute to our goals.
- Support us to comply with policies and procedures.
- Focus on well-being and support us to be resilient and positively adapt to change.
- Support managers to manage their people well.
- Support the improvement of our performance, productivity and resilience.

## Appendix: B Glossary of terms

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**Pre-determined Attendance (PDA):** The pre-set number of fire engines that are sent to different categories of 999 call.

**Primary Fire:** Fires with one or more of the following characteristics:

- All fires in buildings and vehicles that are not derelict or in some outdoor structures.
- Any fire involving casualties or rescues.
- Any fire attended by five or more appliances.

**Secondary Fire:** The majority of outdoor fires including grassland and refuse fires, unless these involve casualties or rescues, property loss or five or more appliances attend. It includes fires in derelict buildings.

**Special Service:** Are non-fire incidents such as rescue of persons in various situations, flooding, hazardous material incidents, water leaks, persons locked in or out and rescue of animals in distress.

**False Alarms:** Are incidents in which the fire and rescue service believes they are called to a reportable fire and find there is no incident.

**On-call (retained) firefighter:** A firefighter who is a part time employee and carries an alerter. They are available to respond to 999 calls for a certain number of hours each week. During the time they are available they remain within approximately five minutes of the fire station and are alerted as required and subsequently respond to the fire station and then to the emergency.

**Full-time firefighter:** A firefighter who is a whole-time employee and, when on duty, is located at the fire station and available to respond immediately to a 999 call.

# Appendix C: Fire and rescue service statutory responsibilities

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## Fire and Rescue Services Act 2004

The [Fire and Rescue Services Act 2004](#) sets out the functions of fire and rescue authorities:

- Promote fire safety, to the 'extent that it considers reasonable'.
- Extinguish fires and protect life and property from fires, to 'meet all normal requirements'.
- Rescue people and protect people from serious harm in road traffic collisions, to 'meet all normal requirements'.
- Remove chemical, biological, or radio-active contaminants from people in the event of such a release.
- Rescue people who may become trapped following a building or other collapse, or an emergency involving a train or aircraft.

### What is a Normal Requirement?

An important phrase in the Act is 'to meet all normal requirements'. There is no longer a national standard that defines this. It is for the local fire and rescue authority to decide what 'normal requirements' are for their local area, taking account of the known risks and the arrangements already in place to respond to those risks. This CRMP plays an important part in providing information to support that judgement.

In Oxfordshire the interpretation of a 'normal requirement' is an incident that firefighters regularly respond to; for example a house fire or a fire in the open. A 'normal requirement' would also be a series of emergencies including reasonably large simultaneous incidents, one or more of which may be ongoing for a long period of time. Therefore, there is a requirement for us to plan for and respond to several simultaneous emergencies. The number and trend of emergencies over a five-year period is reviewed, along with the risk profile, to establish resource needs.

The service also responds to unusual requirements; these might include incidents such as terrorist attacks or wide area flooding. This type of emergency would normally require the assistance of many different agencies and other UK fire services to support the local fire service in its response.



## Regulatory Reform (Fire Safety) Order 2005

The [Regulatory Reform \(Fire Safety\) Order 2005](#) replaced many disparate pieces of fire safety legislation. It streamlined the old legislation and placed responsibility for fire safety matters firmly with those who are best-placed to tackle them; employers, building owners and employees.

The fire and rescue service has legislative powers to inspect, advise, direct and, where necessary, enforce actions to be taken by those who are responsible for ensuring the safety of others in cases of fire.

## Civil Contingencies Act 2004

The [Civil Contingencies Act 2004](#) divides 'responders' into two categories, expecting each to carry out different responsibilities. Category 1 responders are the main organisations responsible for attending the scene of the emergency. Category 2 responders are cooperating bodies that will be involved primarily in incidents that affect their sector.

Fire and rescue services, together with the police, ambulance services and Local Authorities, are Category 1 responders. The Act requires them to work with other responders to assess the risk of an emergency occurring, to maintain plans to respond to an emergency, to publish the relevant assessments and plans, and to maintain arrangements to warn, inform and advise members of the public.

## Health and Safety at Work Act 1974

The [Act](#) requires employers to secure the health, safety and welfare of people whilst they are at work. It also requires employers to protect people, other than those at work, against risks arising out of activities by persons at work.

## Appendix D: Additional sources of information

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[Fire and Rescue National Framework for England](#)

[Fire and Rescue Services Act 2004](#)

[Regulatory Reform Fire Safety Order 2005](#)

[Civil Contingencies Act 2004](#)

[Health and Safety at Work Act 1974](#)

[DCLG Fire Incident Response Times](#)

[DCLG Fire Statistics](#)

[National Risk Register](#)

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## Appendix E: Incident data (1 October 2010 to 30 September 2015)

Experian's Mosaic Lifestyle Data against incidents

	Total Households Matched	Percentage of Households	Dwelling Fires	Percentage of Dwelling Fires	Ratio
A Country Living	39958	14%	211	13%	1:183
B Prestige Positions	30243	11%	119	7%	1:254
C City Prosperity	9982	3%	53	3%	1:118
D Domestic Success	27166	10%	111	7%	1:245
E Suburban Stability	19425	7%	80	5%	1:243
F Senior Security	19552	7%	71	4%	1:275
G Rural Reality	21530	8%	108	7%	1:199
H Aspiring Homemakers	29950	11%	140	8%	1:214
I Urban Cohesion	10308	4%	82	5%	1:126
J Rental Hubs	27181	10%	199	12%	1:135
K Modest Traditions	6461	2%	39	2%	1:166
L Transient Renters	7775	3%	81	5%	1:96
M Family Basics	13333	5%	147	9%	1:91
N Vintage Value	10387	4%	158	10%	1:66
O Municipal Challenge	3020	1%	53	3%	1:57
<b>Totals</b>	<b>276271</b>		<b>1652</b>		

No. of dwelling fires and associated injuries

Year	Total no. of fires	Accidental or unknown cause	Deliberate or other cause	Injuries due to fire	Fatalities
2010-11	550	528	22	50	3
2011-12	504	475	29	47	3
2012-13	517	497	20	64	3
2013-14	432	416	16	49	3
2014-15	423	407	16	49	1

All incidents by category

<b>Incident by category</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>Total per incident type</b>
Dwelling	337	326	321	294	285	1563
Other Buildings	248	236	332	224	214	1254
Other inc. vehicles	424	414	370	323	308	1839
Non-dwelling fires	679	465	489	442	511	2586
Chimney fires	219	182	188	148	151	888
RTCs	374	375	344	394	393	1880
Extrications	63	58	74	61	23	279
Lift rescues	86	83	75	96	96	436
Lock in/outs	127	126	135	129	123	640
Hazchem	41	53	63	69	51	277
Line rescues	2	1	0	2	1	6
Ladder rescues	14	11	11	12	7	55
Water rescues	79	85	38	75	21	298
Other Special service calls	308	299	395	448	326	1776
False Alarms - Deliberate	56	65	61	63	46	291
False alarm - Good intent	823	810	865	822	785	4105
False alarm - system fault	1541	1487	1477	1517	1422	7444
<b>Totals per year</b>	<b>5421</b>	<b>5076</b>	<b>5238</b>	<b>5119</b>	<b>4763</b>	

## Appendix: F Response standards monthly summary April 2015 – March 2016

2015-16 by month	Total emergency incidents in scope	Incidents responded to <11mins	% response standards <11mins	Incidents responded to <14mins	% response standards <14mins
April 15	234	187	79.91%	219	93.59%
May 15	378	337	89.15%	368	97.35%
June 15	366	329	89.89%	352	96.17%
July 15	445	387	86.97%	427	95.96%
August 15	389	346	88.95%	375	96.40%
September 15	372	326	87.63%	352	94.62%
October 15	380	332	87.37%	360	94.74%
November 15	449	397	88.42%	427	95.10%
December 15	381	345	90.55%	377	98.95%
January 16	391	360	92.07%	385	98.47%
February 16	375	334	89.07%	360	96.00%
March 16	437	393	89.93%	425	97.25%
<b>Totals</b>	<b>4597</b>	<b>4073</b>	<b>88.6%</b>	<b>4427</b>	<b>96.30%</b>

(The figures above do not include the Thame co-responding car, which attended 209 calls)

### Breakdown of Response Standards by District April 2015 – March 2016

Districts	Total emergency incidents	Incidents responded to <11mins	% response standards <11mins	Incidents responded to <14mins	% response standards <14mins
City	1712	1669	97.49%	1701	99.36%
West	560	447	79.82%	522	93.21%
Cherwell	878	729	83.03%	828	94.31%
South	810	691	85.31%	776	95.80%
Vale	637	537	84.30%	600	94.19%

### Breakdown of Response Standards by Area April 2015 – March 2016

Areas	Total emergency incidents	Incidents responded to <11mins	% response standards <11mins	Incidents responded to <14mins	% response standards <14mins
City	1712	1669	97.49%	1701	99.36%
Cherwell & West	1438	1176	81.78%	1350	93.88%
South & Vale	1447	1228	84.87%	1376	95.09%

## Appendix: G On-call recruitment

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### Do you want to become an on-call firefighter?

There is currently a shortage of on-call firefighters at some fire stations in OFRS. This is particularly the case in our small towns and rural areas because today there are fewer people who live and work in their local towns and villages. You might be just the person to fill the gap.

### Where do you work?

First of all, you need to live or work near to a fire station because you have to be able to get there within a few minutes of a call. Secondly, because we can't predict when you'll be called out, you have to be flexible in your work. The chances are that you'll be working at home, self-employed or for a community-minded employer who can let you off from time to time.

### Are you fit for the job?

To apply to join the fire and rescue service you don't need any formal qualifications. You must be at least 18, with good all-round fitness. You will be asked to take a straightforward physical test as part of the process, and just as important are qualities like common sense, commitment and enthusiasm.

### How often will you be needed?

On average, you will be called out two or three times a week for a couple of hours. If you cannot be available all the time, that's not a problem. You can be paid for being "on-call" for only part of the day or week. There is a particular shortage of people who are available during weekends, but you would have some evenings and weekends free if you need to, and still do a valuable and worthwhile job. If you really can't be on-call - for example because of a holiday or a deadline at work - you can take time off.

### What do you get out of it?

Apart from the excitement, the challenge and the satisfaction of a job well done, your on-going training will assist you in becoming more self-reliant and confident. After all, if you can cope in a real emergency, you are ready for anything else which life might throw at you. You will meet a lot of people in your local community and earn their confidence and respect. You will also get continual, on-going training in the use of equipment and in other more general life skills including first aid. Added to all this, you get paid! You get paid a basic retainer, plus a fee for call-outs and another fee for going into action. You also get paid for training and duties like equipment maintenance.

If you think you've got what it takes to join the team, contact your local fire station for further information, or check out our vacancies pages which can be found on the fire and rescue service pages on [oxfordshire.gov.uk](http://oxfordshire.gov.uk).



# Appendix: H

## Consultation proposals / questionnaire

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Please use this form to give your views on the Proposed CRMP 2017-22. You may answer as many or as few questions as you prefer.

### OFRS CRMP process

OFRS use five steps. The following questions ask you about these.

Step 1 of the proposed CRMP (pages 17- 29) sets out how OFRS identify and understand local risk.

Q. 1. What are your views on the risks we have identified?

(Tick one box only)

Agree

Neutral

Disagree

Comments:

Step 2 of the proposed CRMP (pages 30 - 33) takes account of our current arrangements for assessing and managing the risks.

Q 2. What are your views on our current arrangements?

(Tick one box only)

Agree

Neutral

Disagree

Comments:

DRAFT

Step 3 of the proposed CRMP (pages 34 -53) evaluate the resources that are available to continue to manage these risks.

Q.3. What are your views on the approach we have identified?

(Tick one box only)

Agree

Neutral

Disagree

Comments:

DRAFT

Step 4 of the proposed CRMP (pages 54 - 60) sets out how OFRS will reset the arrangements to manage the risk, taking into account current arrangements and finance.

Q. 4. What are your views on how OFRS has reset the arrangements to manager the risk?

(Tick one box only)

Agree

Neutral

Disagree

Comments:

DRAFT

Step 5 of the proposed CRMP (pages 61 - 62) sets out how OFRS will monitor, audit and review the CRMP.

Q. 5. What are your views on how OFRS will monitor, audit and review the CRMP?

(Tick one box only)

Agree

Neutral

Disagree

Comments:

DRAFT

## Service and community impact assessment

We have undertaken an assessment of the impact on individuals and groups of the CRMP 2017-22. These are outlined in the draft Service and Community Impact Assessment. Which is available on the County Council website, should you wish to read it.

Q.6. Please give us your views on the impacts we have identified. Have we missed anything?

Comments:

### Any other comments

Q. 7. Do you have any other comments on the draft CRMP 2017-22 as set out in the consultation document?

(Please tick one box only)

No

Yes

Comments:



## About you

It would be helpful to know a bit about you so we can check whether views differ across the communities we serve.

Please note that this section is optional and you don't have to complete these questions if you don't want to. If you would prefer not to answer, please tick prefer not to say so we know your choice.

Q.8. Which of the following best describes you in the context of how you are responding to this survey?

(Please tick one box only)

- OFRS uniformed staff
- OFRS non uniformed staff
- Councillors
- Oxfordshire residents
- Stakeholder

Q.9. If you have responded as a stakeholder, please indicate whether or not you consent to OFRS publishing your response in its entirety as part of the consultation response should they wish to do so.

(Please tick one box only)

- I / the organisation I represent gives their consent
- I / the organisation I represent does not give their consent

## Thank you for completing this survey

All the information you have provided is governed by the Data Protection Act 1998 and will be treated in the strictest confidence.