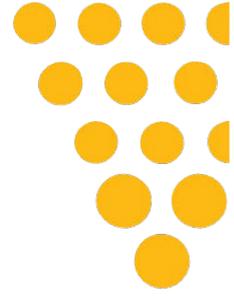




**CORNWALL**  
**FIRE & RESCUE SERVICE**  
A service of Cornwall Council



# Response Strategy

## 2022 - 2023



## Introduction

This strategy sets out how we will deliver our response activities detailed in the Cornwall Fire and Rescue Service Community Risk Management Plan (CRMP) 2022-2026. It sets out how we are reducing risk and improving safety to support our communities through our response activities.

Our Response Strategy is part of a suite of strategies (see below diagram) which jointly demonstrate how we aim to respond to reduce and mitigate the risks we have identified for Cornwall. The CRMP sets out key risk objectives we aim to achieve over the next four years, and we have indicated in our strategies how our activities are linked to those risk objectives.



### Our CRMP risk objectives are:

- Reducing the impact on risk groups from fire and other incidents
- Reduction in fire deaths and injuries
- Reducing incidents where people are killed or seriously injured
- Mitigating the social, economic and environmental impact of fires and other incidents through the services we deliver
- Increasing the diversity of our workforce to improve the accessibility of our services through our understanding of community vulnerability and social inequality

This strategy provides an overview of our current provision and how we will deliver the objectives and projects from the CRMP 2022-26 aligned to our resources. Details of how specific groups of staff, teams and individuals will support these objectives will be captured in team plans.

As part of our CRMP development we have reviewed, considered and captured the key influences and considerations which direct how we work. The full [operating context](#) document is available on our website, and we have outlined below the primary legislation and which supports and drives our response activity:

- Fire and Rescue National Framework for England 2018
- Fire and Rescue Services Act 2004
- Civil Contingencies Act 2004
- Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS)
- National Fire Chiefs Council (NFCC) Toolkits and guidance statements

We are committed to delivering our operational response in line with national guidance and will ensure we have policies and procedures in place which comply with:

- National Operational Guidance
- Joint Emergency Services Interoperability Principles (JESIP)
- National Co-ordination & Advisory Framework (NCAF)

### **Response policies**

The main policy documents which underpin the Response strategy, will be derived from National Operational Guidance. A suite of local documents has also been produced to support our local context and response to risk, these include:

- Flexi Duty Operating Principles
- Mobilising policy
- Cover move policy
- Availability policy

The Response Strategy, policies, information notes and risk assessments will be periodically reviewed by the Service Delivery Leadership Team.

## **Risks**

Our risk analysis shows that due to a combination of high likelihood and/or high consequence, the following themes have the highest risk in Cornwall:

**Fatal special service calls** – typically road traffic collisions (RTC) and assisting other agencies. In the past five years, we have attended 55 fatal RTC compared with 13 fatal fires. Those most at risk are males in their 20s.

Saltash, St Austell and Truro have attended the highest number of fatal RTC in the past five years. A large majority of serious injury special service calls are road traffic collisions where persons are trapped in a small vehicle.

**Resource-intensive incidents** – personnel hours totalling over 48 hours. 90% are fires with one third in dwellings but mostly non-residential property, most frequently agricultural and food and drink premises. Other frequent incident types include animal rescue, flooding and hazmat incidents. These incidents can present a risk to the public, firefighters and the environment if not dealt with effectively.

Flooding incidents are a moderate risk in Cornwall and are resource intensive as well as devastating for a community, often involving considerable economic loss. We have Wildfire Tactical Advisors to ensure we use safe and effective firefighting tactics at these types of incidents.

**Serious injury special service calls** – a large majority of these are road traffic collisions where persons are trapped in a small vehicle. Truro and Tolvaddon attended the highest number of these in the past five years.

**Serious injury fires** – almost half of these were accidental dwelling fires, where the most at risk are those living alone, people aged 40-49 and those who have had a fire before.

**Suicide related incidents** – Office for National Statistics shows those most at risk are male and in their late forties. We most frequently attends these in houses, cars and on bridges and saw a notable increase in the first half of 2021-22.

**Fatal fires** – almost all were accidental dwelling fires. Most at risk are those over 70 and people with mobility issues. Over the past ten years, two thirds of the fatalities in Cornwall had died before the firefighters arrived.

**Co-responder incidents** – focussed around the Lizard peninsula with most incidents located in Helston and Mullion's station grounds. One third were respiratory conditions and a quarter were for unconscious casualties.

## Response activities and resources

We provide a variety of response arrangements and capabilities to ensure we can deal with the range of diverse incidents aligned to our assessment of risk.

Station locations, fire engines, equipment and personnel (including crewing models) are based on our assessment of risk.

An outline of our wholetime and on-call crewing arrangements is available in our [CRMP](#). We have also implemented a Tactical Organisational Reserve (TOR) to cover additional crew requirements across the service. In addition we have officers who work a flexible duty system and undertake several functions, including service management, service delivery, prevention, protection, people, collaboration, training, assets and assurance.

These officers hold different specialist skills and operate across Cornwall to ensure appropriate additional levels of supervision at operational incidents.

- Hazardous Materials Environmental Protection Advisor (HMEPA)
- Chemical Biological Radiological Nuclear (CBRN) Strategic and Tactical Commander
- National Interagency Liaison Officer (NILO)
- Fire Investigation
- Safeguarding Advocates
- Defusing Officer
- Wildfire Tactical Advisor
- Waste Tactical Advisor
- Water Incident Manager

The flexi duty officers provide additional management support to our 31 on-call crews across our community fire stations. The flexi duty operating principles provides the detail of the flexi and continuous duty roles and responsibilities.

Our resources include:

- Area Manager (AM) Response
- Group Manager (GM) command areas x 3 (East, Mid, West)
- Resilience and Business Continuity Officer
- Wholetime Station Managers x 3 per command (total 9)
- Wholetime watches x 19 (x 21 during Newquay 24)
- On-call crews x 31
- Tactical Organisational Reserve (TOR) made up of 9 firefighters
- Flexi Duty Officers (FDO) x 20 (includes 3 x GMs and 9 x SMs outlined above. Duties also include Duty Tactical Officer DTO roles)
- Duty Strategic Officer (DSO) x 6 (including 3 x Principal Officers)
- Tri-Service Safety Officers (TSSO) x 13
- Critical Control Centre

In addition to the above, the delivery of our work will be supported by all service functions.

Our fire engines and specialist equipment are located and deployed to address identified risk and response requirements. Across Cornwall we currently have a total of 43 fire engines; these are built to carry largely similar equipment. We aim to have one standard fire engine available at every station. We also have a range of specialist vehicles and equipment to provide a range of core and specialist capabilities. A list of our community fire stations, type of crewing arrangements, fire engine and specialist appliance locations have been listed at the end of this document.

Equality, diversity, inclusion (EDI) within our Response Strategy is both internally and externally focused. As a service we will embed the Core Code of Ethics to make

sure our people feel valued and able to be the best they can be in order to provide inclusive, accessible, efficient and effective service. This will be evidenced by the attitudes, professional behaviours and the conduct of our staff.

**Through our response work we will:**

- Maximise availability and aim to maintain optimum crewing levels.
- Review local response standards to achieve realistic attendance times.
- Use our crews more effectively to undertake prevention and protection activities to reduce risk.
- Undertake site specific risk visits to ensure up-to-date information is gathered and shared to support firefighter safety.
- Collaborate with partners to help reduce risk and incidents.
- Implement national operational guidance and fire standards.
- Implement learning from national incidents and local, regional and national exercises.
- Continue to carry out our duties to support local and national resilience.
- Use our resources flexibly to deal with critical and major emergencies.
- Improve the efficiency of Critical Control.

**This links in to the following CRMP risk objectives.**

- Reducing the impact on risk groups from fire and other incidents
- Reduction in fire deaths and injuries
- Reducing incidents where people are killed or seriously injured
- Mitigating the social, economic and environmental impact of fires and other incidents through the services we deliver

**We will do this through:**

**Maximising availability**

- Implementing a new firefighter management system to improve availability with the aim to achieve 85% availability, although we accept that nationally the availability of on-call firefighters is a growing challenge.
- Reviewing our crewing arrangements to maximise availability and aim to maintain optimal crewing

This work is delivered by:

- AM Response
- GM People responsibilities
- Wholetime watches
- On-call station crews
- Tactical Organisational Reserve
- Tri-Service Safety Officers

This work is supported by:

- Critical Control Centre
- Risk, Resilience and Assurance Team

Our mobilising policy details how our fire engines and crews are mobilised to an incident; this is in line with our services assessment of risk and also national guidance for resources required at incidents and pre-determined attendance (PDA).

- Reviewing our PDA including how we mobilise our FDO according to incident type and level of deployment.

This work is delivered by:

- AM Response
- GM Response (project lead)

This work will be supported by:

- Critical Control Centre
- Response (service delivery) personnel
- Risk, Resilience and Assurance Team

### **Business continuity**

We have an operational response plan (known as the Four Tier Response Plan) and Critical Control Business Continuity Plans. These outline how we will maintain our mobilising and response capabilities during times when resources and/or people capabilities are depleted or not available. We share control room resources through a partnership with North Yorkshire Fire and Rescue Service which provides additional resilience and capability daily. We will:

- Review and test operational response business continuity plans.

This work is delivered by:

- AM Response
- Resilience and Business Continuity Officer (lead)

This work is supported by:

- Risk, Resilience and Assurance Team
- GMs (service delivery)

### **Local response standards**

We have local response standards which have been designed in consultation with the public and stakeholders, but we continue to be unable to meet our target mainly due to travel distances. We will:

- Review our local response standards to ensure we identify and achieve realistic attendance times.

This work is delivered by:

- AM Response
- GMs (service delivery)

This work is supported by:

- Risk, Resilience and Assurance Team

- Critical Control Centre

### **Prevention and protection activities**

Use our crews more effectively to undertake prevention and protection activities to reduce risk.

- Continue to engage with partners, land, and property owners to inform, educate and mitigate the impact wildfire has on our communities and wildlife.
- We will continue to work with partners to develop multi-agency flood plans to ensure our response is coordinated, protects life, property and environmental damage is mitigated.

This work is delivered by:

- AM Response
- GM prevention and protection
- Wholetime watches
- On-call crews
- Tri-Service Safety Officers

This work is supported by:

- Prevention Team
- Protection Team

### **Site specific risk information (SSRI) visits**

We gather operational risk information on buildings to ensure our teams can pre-plan an operational response. This is a critical activity and ensures safe systems of work for our responding teams and our communities.

Site specific risk is not just for buildings, it relates to sites of known wildfires, flooding and seasonal events which occur across Cornwall. Preparedness plans are key to ensuring an efficient and effective response.

Training and exercising is also key to firefighter and public safety. There is an annual exercise plan based on our assessment of risk and linked to our SSRI policy. We will:

- Undertake site specific risk visits to ensure up-to date information is gathered and shared to support firefighter safety
- Implement a new process for gathering and recording site specific risk information to address the cause for concern for our SSRI process outlined in the 2021 HMICFRS (Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services) report
- Continue to identify the site-specific risks and planning our resources flexibly to provide appropriate response arrangements.

This work is delivered by:

- AM Response
- GM Response
- Wholetime watches

- On call crews
- Tactical Organisational Reserve

Supported by:

- Risk, Resilience and Assurance Team

### **Collaboration**

With our vision of working together to make Cornwall safer, [collaboration](#) is what we do. We will:

- Continue to explore opportunities to collaborate to improve the efficiency and effectiveness of our collective response to our communities
- Collaborate with partners to help reduce risk and incidents.

This work is delivered by:

- SM Collaboration (lead)

This work is supported by:

- All service departments

### **National Operational Guidance and fire standards**

The implementation of national operational guidance and fire standards are essential to improve firefighter and public safety. They provide clear guidance for our operational crews and officers to ensure a safe, effective, and efficient response to operational incidents.

- We continue to implement and embed national operational guidance and fire standards

This work is delivered by:

- Risk, Resilience and Assurance Team
- All service departments

### **Local and national resilience**

We must maintain compliance with our national and local resilience responsibilities and capabilities. We manage a number of national resilience assets and are active within the local resilience forum attending Chief Officer Group and monthly operational meetings.

Terrorism presents a sustained threat to the UK and we must remain vigilant and ready to respond. We have a number of national inter-agency liaison officers (NILO) who are trained in areas such as chemical, biological, radiological and nuclear and marauding terrorist attack incidents. Daily links with our police and local resilience forum partners ensure our ways of working are in line with JESIP (joint emergency services interoperability principles).

We will:

- Use our resources flexibly to deal with critical and major emergencies
- Continue to carry out our duties to support local and national resilience by undertaking annual exercises and completing an assessment to provide assurance our

resilience assets can be deployed at any time. There is an annual exercise and assurance plan which sets out these requirements.

- Aim to ensure a NILO is on duty 24 hours a day.

This work is delivered by:

- AM Response
- GM Response
- Resilience and Business Continuity Officer
- Wholetime watches
- On-call crews
- Tactical Organisational Reserve

This work is supported by:

- Flexi Duty Officers
- Duty Tactical Officer
- Duty Strategic Officer
- Principal Officers

### **Implement learning from national incidents and local, regional and national exercises**

As part of our ongoing commitment to learning and improvement, we undertake incident debriefs with operational personnel, receive operational feedback forms and facilitate operational preparedness audits, which provide a way of reviewing and assessing our processes and procedures at incidents.

Where we identify operational learning from a national and/or local incident we plan operational effectiveness audits. This is an on-site assessment of how the learning has been embedded into the operational crew's incident management and their understanding of the current policies and procedures.

Any identified learning will influence changes to both policy and procedures, with training and procurement of specialised equipment supporting its implementation.

All lessons learnt, both nationally and locally, are shared internally via a quarterly monthly Operational Assurance Bulletin to aid the embedding of national operational best practice.

We share local operational learning with UK fire and rescue services through the national operational learning (NOL) and Joint organisational learning (JOL) pathways, as well as regional working groups.

Our national asset capability forms part of an annual assurance process independently carried out by the National Resilience Assurance Team (NRAT). There is an annual exercising and assurance plan which sets out these requirements.

This work is delivered by:

- AM Response
- GM Response
- Resilience and Business Continuity Officer

- Wholetime watches
- On-call crews
- Critical Control Centre

This work is supported by:

- Risk, Resilience and Assurance Team

### **Flexible use of resources**

We will continue to invest in technology, firefighting tactics and equipment to ensure we have the right resource in the right place at the right time to protect our communities and improve firefighter safety. We will use our resources flexibly to deal with critical and major emergencies including utilising the Tactical Organisational Reserve (TOR) to cover additional crew requirements across the service.

### **Critical Control**

Our Critical Control Centre is staffed 24 hours a day, seven days a week, 365 days a year and provides effective mobilising and essential command and control support for operational incidents. They also monitor appliance availability across the county helping to support the delivery of local response standards.

- Due to delays in the national Emergency Services Network (ESN) project and rising infrastructure and operating costs, we will need to review the most effective way to deliver an efficient Critical Control function for Cornwall.

This work is delivered by:

- Business Operations Manager

This work is supported by:

- Cornwall Council support functions
- ESN Project Manager
- Critical Control Centre

## **Outcomes**

Successful delivery the Response Strategy relies on the activities and outcomes outlined in the other service strategies.

### **Projects aligned to the 2022 – 2026 CRMP**

*Year One 2022-2023*

- Review existing PDAs to ensure alignment to risk and effective and efficient mobilising
- Firefighter management/availability system

*Year Two 2023-2024*

- Review of specialist appliances and equipment (2-year project)

*Year Three 2024-2025*

- Review of specialist appliances and equipment (2-year project)

## Measures

We have identified the following performance indicators which will help us understand whether we are achieving against our risk objectives:

Key Performance Indicator	2022-23 Target
Target Percentage of calls handled within 2 minutes for all incidents	80%
Percentage of wholetime turnouts completed within the 90 second	80%
Percentage of on-call turnouts completed within 6.5 minutes	80%
Percentage of incidents reached within 11 minutes wholetime, 16 minutes on-call	70%
Appliance availability with a competent crew	85%
Percentage of failure to mobilise (first away)	Under 1%
Percentage of completion of site-specific risk inspections aligned to risk category	100%
Percentage of breathing apparatus training compliance	95%
Percentage of incident command training compliance	95%
Percentage of fitness testing compliance	95%
Percentage of medical examination compliance	95%

We will use local indicators to monitor trends and changes in activity and risk which will help us manage and locally plan activities and resources to meet changing needs where required.

## Quality Assurance

Our response activities will be assured through:

- Inspection and data collection through Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS)
- Operational Assurance through operational preparedness audits, effectiveness audits and debriefing processes to ensure continued learning, improvement and the sharing of good practice
- Site Specific Risk Information assurance group (SSRI activities)

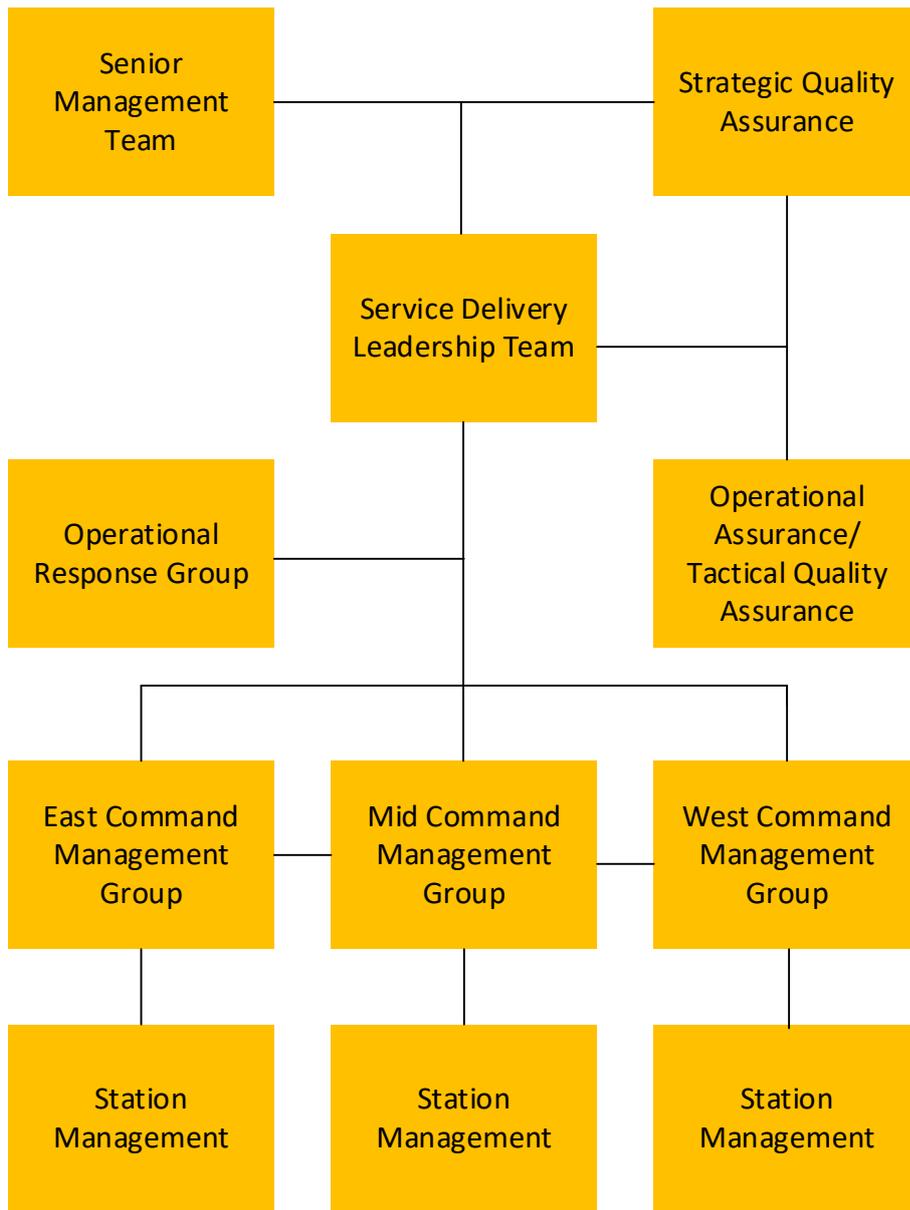
- We will share our learning nationally through joint organisational learning (JOL), national operational learning (NOL) and locally with partners where appropriate
- Our national asset capability forms part of an annual assurance process independently carried out by the National Resilience Assurance Team (NRAT). There is an annual exercising and assurance plan which sets out these requirements

## Governance Structure

Decisions in relation to the Response Strategy sit with Service Delivery Leadership Team. Information feeds through from station management to group command and the Operational Response Group, who will all be key influencers in the decision-making process. Information flow in relation to decisions agreed and for implementation flow in reverse.

The escalation route from Service Delivery Leadership Team is through the Senior Management Team or Strategic Quality Assurance to Senior Management Team.

Meeting outcomes will be captured through the use of risk and decision logs.



AM Response	Will own the strategy and oversee the delivery of this strategy as Head of Response
Group Managers Service Delivery	Responsible for ensuring this strategy is delivered in the commands by operational crews Performance will be reported monthly Quarterly performance reports will be provided to Service Delivery Leadership Team and Senior Management Team (SMT) through the AM Response
Station Managers	Operational delivery
All employees	Will have a role in promoting and championing response activities

## Appendix 1

Station	Crewing arrangements	Fire Engine(s)	Specialist appliance(s)
Penzance	Day crewed 0700hrs - 1900hrs On call 1900hrs – 0700hrs	2	Water Rescue and Environment Support Vehicle
St Just	On call	1	Incident Command Unit
St Ives	On call	2	Compact Rescue Vehicle
Tolvaddon	24-hour wholetime plus On call	2	Rescue Tender and Line Rescue Vehicle
Perranporth	On call	1	
Hayle	On call	1	
Falmouth	24-hour wholetime plus On call	2	Water Rescue, Operational Support Vehicle and Fire Boat
St Keverne	On call	1	
Mullion	On call	1	
Helston	On call	1	Water Carrier, Compact Rescue Vehicle
Truro	Day crewed 0700hrs - 1900hrs On call 1900hrs – 0700hrs	2	Aerial Ladder Platform
St Mawes	On call	1	
Mevagissey	On call	1	
Newquay	Day crewed 0700hrs - 1900hrs On call 1900hrs – 0700hrs	2	Aerial Ladder Platform, High Volume Pump, Foam Pod, Mass Decontamination Unit
St Columb	On call	1	
Padstow	On call	1	
Wadebridge	On call	1	Water Carrier
St Austell	Day crewed 0700hrs - 1900hrs On call 1900hrs – 0700hrs	2	Water Rescue, Operational Support Vehicle
St Dennis	On call	1	Welfare Vehicle
Fowey	On call	1	Compact Rescue Vehicle
Lostwithiel	On call	1	
Polruan	On call	1	
Bodmin	Day crewed 0700hrs - 1900hrs On call 1900hrs – 0700hrs	2	Rescue Tender and Line Rescue Vehicle
Delabole	On call	1	

Bude	On call	2	Water Rescue
Launceston	On call	2 (1 x Unimog)	Incident Command Unit
Liskeard	Day crewed Tuesday to Friday – 0800hrs – 1830hrs On call outside of day crewed hours	2	Water Carrier
Looe	On call	1	Mule
Torpoint	On call	1	
Saltash	On call	2	Environment Support Vehicle
Callington	On call	1	