



EAST SUSSEX FIRE AUTHORITY

Thursday, 7 December 2017 at 10:30 Hours

Members

East Sussex County Council (12)

Councillors Barnes, Dowling, Earl, Elford, Galley, Lambert, Osborne, Scott, Sheppard, Smith, Taylor and Tutt.

Brighton & Hove City Council (6)

Councillors Deane, Morris, O'Quinn, Peltzer Dunn, Penn and Theobald.

You are required to attend this meeting to be held at County Hall, St Annes Crescent, Lewes, BN7 1UE at 10:30 hours.

AGENDA

Item No.	Page No.	
6	1	In relation to matters on the agenda, seek declarations of interest from Members, in accordance with the provisions of the Fire Authority's Code of Conduct for Members
7	1	Apologies for Absence.
8	1	Notification of items which the Chairman considers urgent and proposes to take at the end of the agenda/Chairman's business items. (Any Members wishing to raise urgent items are asked, wherever possible, to notify the Chairman before the start of the meeting. In so doing they must state the special circumstances which they consider justify the matter being considered urgently).
9	1	To consider any public questions.
10	1	To receive any petitions.
11	3	<u>Non-confidential minutes of the meeting held on 7 September 2017</u> (copy attached)

Item No.	Page No.	
12	2	Callover. The Chairman will call the item numbers of the remaining items on the open agenda. Each item which is called by any Member shall be reserved for debate. The Chairman will then ask the Fire Authority to adopt without debate the recommendations and resolutions contained in the relevant reports for those items which have not been called
13	9	<u>Governance Review Proposal – Report of the Interim Assistant Chief Fire Officer</u> (copy attached)
14	15	<u>Fire Reform and Inspection of Fire & Rescue Services – Report of the Interim Assistant Chief Fire Officer</u> (copy attached)
15	19	<u>Temporary Promotions and Pensionable Pay – Report of the Assistant Director Human Resources & Organisational Development</u> (copy attached)
16	27	<u>Autumn Budget Statement Update – Report of the Assistant Director Resources / Treasurer</u> (copy attached)
17	33	<u>FireWatch Project – Report of the Interim Deputy Chief Fire Officer</u> (copy attached)
18	53	<u>Review of Attendance Standards Consultation – Report of the Interim Assistant Chief Fire Officer</u> (copy attached)
19	89	<u>Grenfell Tower Incident Response and Impact – Report of the Interim Deputy Chief Fire Officer</u> (copy attached)
20	2	Exclusion of the Press and Public <i>To consider whether, in view of the business to be transacted or the nature of the proceedings, the press and public should be excluded from the remainder of the meeting on the grounds that, if the public and press were present, there would be disclosure to them of exempt information. NOTE: Any item appearing in the confidential part of the Agenda states in its heading the category under which the information disclosed in the report is confidential and therefore not available to the public.</i>
21	127	<u>Confidential minutes of the meeting held on 7 September 2017</u> (copy attached) (Exempt categories under paragraph 3 of the Local Government Act 1972)

ABRAHAM GHEBRE-GHIORGHIS
Monitoring Officer
East Sussex Fire Authority
c/o Brighton & Hove City Council

EAST SUSSEX FIRE AUTHORITY

Minutes of the meeting of the East Sussex Fire Authority held at County Hall, St.Anne's Crescent, Lewes BN7 1UE at 10:30 hours on Thursday 7 September 2017.

Present: Councillors Barnes (Chairman), Deane, Earl, Elford, Galley, Lambert, Morris, O'Quinn, Osborne, Peltzer Dunn, Penn, Pragnell, Scott, Sheppard, Smith, Taylor, Theobald (Vice-Chairman) and Tutt.

N.B. Councillor Pragnell attended the meeting in place of Councillors Dowling, who had temporarily resigned from the Fire Authority.

Also present:

Mrs. D. Whittaker (Interim Chief Fire Officer), Mr. M. Andrews (Interim Deputy Chief Fire Officer), Mr. M. O'Brien (Interim Assistant Chief Fire Officer) Ms. E. Woodley (Deputy Monitoring Officer), Mr. D. Savage (Treasurer/Assistant Director Resources), Mr. R. Fowler (Assistant Director Operational Support & Resilience), Mrs. L. Ridley (Assistant Director Planning & Improvement), Mr. G. O'Reilly (Operations Group Manager), Mrs. K. Ward (Clerk to the Fire Authority).

993. **INTERESTS**

993.1 It was noted that, in relation to matters on the agenda, no participating Member had any disclosable interest under the Authority Code of Conduct for Members.

994. **APOLOGIES FOR ABSENCE**

994.1 Apologies were received by Councillor Morris.

995. **URGENT ITEMS AND CHAIRMAN'S BUSINESS**

995.1 There were none.

996. **TO CONSIDER PUBLIC QUESTIONS, IF ANY**

996.1 There were none.

997. **TO CONSIDER PUBLIC PETITIONS, IF ANY**

997.1 There were none.

998. **NON-CONFIDENTIAL MINUTES OF THE MEETING HELD ON 15 JUNE 2017**

998.1 **RESOLVED** – That the non-confidential minutes of the meeting held on 15 June 2017 be approved and signed by the Chairman. (Copy in Minute Book).

999. **CALLOVER**

999.1 Members reserved the following items for debate:

000. 2018/19 Strategic Service Planning and Medium Term Financial Plan

001. Efficiency Strategy and Plan
002. Revenue Budget and Capital Programme Monitoring 2017/18

999.2 **RESOLVED** – That all other reports be approved according to the recommendations set out in the reports.

000. **2018/19 STRATEGIC SERVICE PLANNING AND MEDIUM TERM FINANCIAL PLAN**

000.1 The Fire Authority considered a report by the Interim Chief Fire Officer and Assistant Director Resources/Treasurer to roll forward the Fire Authority's medium term financial plan for 2018/19 to 2022/23. (Copy in Minute Book).

000.2 The report set out the financial context for the service planning process, through an update of the Medium Term Finance Plan (MTFP). The review process sought to determine how best to deliver the Authority's purpose "to make our communities safer", its supporting commitments, its Integrated Risk Management Plan (IRMP), and the targets and priorities that underpinned them.

000.3 Due to sustained reductions in public sector funding and the consequent need to deliver significant savings, Members and Officers would need to ensure that the service planning process delivered sustainability in the medium term for both revenue and capital budgets and the Service as a whole.

000.4 The MTFP was previously updated when the 2017/18 Budget was set in February 2017. A balanced budget was forecast through to 2021/22 although it was acknowledged that central funding for 2020/21 and 2021/22 was uncertain.

000.5 Savings had been identified through a range of initiatives. Members were provided with details of the risks that had the potential to impact on the Authority's ability to deliver its budget plans over the medium term, such as:

- ability to deliver existing savings as set out within the MTFP;
- national pay award for grey book staff in excess of the current provision; and
- uncertainty about future governance and funding.

000.6 Members were advised that between 2010/11 and 2017/18, revenue settle grant had reduced by £10.149m, or 69% and the rolled forward MTFP makes the underlying assumption of further reduction of £2,176m to £2.025m by 2022/23.

000.7 Business rate assumption was based on information from billing authorities and the business rate revaluation during 2017 resulted in an increased level of provision made by billing authorities against potential appeals. The outcome of this revaluation was not yet known, therefore business rates assumption would remain static.

000.8 Since 2010/11 the Authority planned to make savings totalling £8.645m of which £8.128m would be delivered by the end of 2017/18.

000.9 Councillor Peltzer Dunn highlighted the assumptions and pressures contained within paragraph 3.11 of the report, in particular the assumption regarding pay, and felt Officers were assuming everything would go on as planned. Both he and

Councillor Barnes felt the figures for the next 3 years should be revised to be more reflective of the emerging position.

000.10 Councillor Theobald noted her disappointment that retrofit Sprinkler funding would be coming to an end. The Treasurer advised Members that it would be a Fire Authority decision whether to continue with funding. Councillor Barnes noted there was a major review of sprinklers and planning regulations underway at the moment and perhaps it would be prudent to await its outcomes before making any decision on retro fit funding.

000.11 **RESOLVED** – That the Fire Authority approve the updated Medium Term Financial Plan for 2018/19 to 2022/23 and its underlying assumptions.

001. **EFFICIENCY STRATEGY AND PLAN**

001.1 The Fire Authority considered a report by the Assistant Director Resources/Treasurer which provided an update on the delivery of the Authority's existing Efficiency Plan and set out its proposed approach to identifying future efficiencies. (Copy in Minute Book).

001.2 In order to access the four year funding settlement from 2016/17 – 2019/20, the Government required the Fire Authority to submit an Efficiency Plan for approval, in which the Home Office set out a specified range of information to be included.

001.3 Approval was given by the Fire Minister as part of the announcement of the Local Government Finance Settlement 2017/18 on 16 December 2016. The Fire Authority committed to publish an annual report on the progress on the Efficiency Plan. Members were advised that the information expected by the Home Office was required to be in a specific format, however the information was contained within existing sources, therefore a commentary on progress would be provided instead of a refreshed Efficiency Plan.

001.4 Since 2010/11, the Fire Authority has made savings totalling £8.650m, of which £6.708m were delivered by the end of 2016/17. The Medium Term Financial Plan (MTFP) showed a balanced budget in 2018/19 and 2019/20 and then a need to deliver additional savings of £1.6m by 2022/23.

001.5 There have been a number of approaches to identifying and delivering savings and efficiencies which are no longer sufficient on their own due to the factors driving the requirement for the Authority to evolve its approach, such as: the Fire Reform Agenda, the statutory duty to collaborate with emergency services, the Fire Authorities commitment to make effective use of its resources, the approval of the new Integrated Risk Management Plan (IRMP); and the renewed commitment to collaboration.

001.6 **RESOLVED** – That the Fire Authority:

- i) approve the progress update on the Authority's published efficiency plan; and
- ii) approve the proposed approach to the identification of future efficiencies.

002. **REVENUE BUDGET AND CAPITAL PROGRAMME MONITORING 2017/18**
- 002.1 The Fire Authority considered a report by the Assistant Director Resources / Treasurer which reported on issues arising from the monitoring of the 2017/18 Revenue Budget and Capital Programme as at 31 July 2017. (Copy in Minute Book).
- 002.2 Members were advised that whilst the Revenue budget was currently forecast to be overspent by £6,000 it was still early in the year and certainty would increase with time as more data became available. The overall Capital Programme was projected to be underspent by £214,000 and the Capital Programme was forecast to be underspent by £1,546,000 due to slippage on appliances and other vehicles. The Assistant Director Resources / Treasurer advised this particular slippage was due to a review of vehicles purchased to ensure they were fit for purpose and best value for money.
- 002.3 Councillor Penn highlighted the overspend on PPE and Uniform and requested an explanation. The Assistant Director Resources / Treasurer advised that it was a contractual issue and Officers were entering discussions with the supplier to try and reduce costs. The Chief Fire Officer added that the Service would be looking at other ways in which it could reduce the cost of uniform and PPE until the contract ended, such as reusing the clothing of those firefighters that had left the service.
- 002.4 **RESOLVED** – That the Fire Authority note:
- i) the risks to the projected Revenue Budget overspend;
 - ii) the risks to and the projected slippage and underspend in the Capital Programme;
 - iii) the use of reserves;
 - iv) the monitoring of savings taken in 2017/18; and
 - v) the current year investments.
003. **PEOPLE AND ORGANISATIONAL DEVELOPMENT STRATEGY 2017 – 2022**
- 003.1 The Fire Authority considered a report by the Interim Deputy Chief Fire Officer which advised the Fire Authority about the existing People and Organisational Development Strategy that formed part of the suite of strategies that sat within the Fire Authority Constitution. It was due for review in March 2017. This has now been reviewed and refreshed with an updated strategic direction drawing out the main drivers for change over the next 5 year period. (Copy in Minute Book).
- 003.2 **RESOLVED** – That the Fire Authority support the implementation of the revised People and Organisational Development Strategy for 2017-2022.
004. **EXCLUSION OF PRESS AND PUBLIC**
- 004.1 **RESOLVED** – That item no. 005 be exempt under paragraphs 3 and 4 of Schedule 12A to the Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006 and accordingly is not open for public inspection on the following grounds: it contains information relating to the financial or business affairs of any particular person (including the authority holding that information), and any consultations or negotiations, or contemplated

consultations or negotiations, in connection with any labour relations matter arising between the authority and employees of the authority.

The meeting concluded at 12:57 hours.

Signed
Chairman

Dated this day of 2017

EAST SUSSEX FIRE AUTHORITY

Date: 7 December 2017

Title of Report: Governance Review Proposal

By: Mark O'Brien, Interim Assistant Chief Fire Officer

Lead Officer: Mark O'Brien, Interim Assistant Chief Fire Officer

Background Papers: None

Appendices Appendix A – Proposed Scope

Implications

CORPORATE RISK	✓	LEGAL	✓
ENVIRONMENTAL		POLICY	
FINANCIAL	✓	POLITICAL	✓
HEALTH & SAFETY		OTHER (please specify)	
HUMAN RESOURCES		CORE BRIEF	
EQUALITY IMPACT ASSESSMENT			

PURPOSE OF REPORT To update Members of the Fire Authority on the options, and outline scope, for an independent review of the governance arrangements of the East Sussex Fire Authority.

EXECUTIVE SUMMARY East Sussex Fire Authority have requested that a review is undertaken into the political and organisational governance arrangements in place across the Authority and in relation to East Sussex Fire and Rescue Service.

The overarching purpose of this review is to explore the application and effectiveness of the Authority's current governance practice, structures and procedures; to assess if the existing Authority and Panel structures remain fit for purpose; and to assess if the Authority's governance arrangements are well designed and properly executed.

Alongside the suggested key lines of enquiry, this report also proposes an outline in terms of how such a review might be conducted and the associated timescales.

The Scrutiny & Audit Panel have considered and refined the key lines of enquiry (Appendix A). Given the Authority wide implications of such a review, this report to the full Fire Authority seeks agreement on the key lines of enquiry and a formal decision to proceed.

RECOMMENDATIONS

The Authority is asked to:

- i) Consider and advise on the contents of the report;**
 - ii) agree the broad scope of the proposed review; and**
 - iii) Direct officers to progress on the basis of the proposed way forward.**
-

1 INTRODUCTION

- 1.1 East Sussex Fire Authority have requested that a review is undertaken into the political and organisational governance arrangements in place across the Authority, and in relation to East Sussex Fire and Rescue Service.
- 1.2 Good governance is essential to address the challenges the public sector faces and to ensure public engagement and transparency in public sector service delivery. The oversight of governance systems is the responsibility of the relevant local authority and given that there is evidence that governance issues are a material risk across the fire sector, it is recognised that a rigorous and comprehensive review is both timely and necessary.
- 1.3 It is also clear that as organisations develop and seek to become more efficient and effective it is good practice to conduct reviews into performance, systems and culture and, also to consider similar organisations in order to benchmark these areas.
- 1.4 The overarching purpose of this proposed review is to explore the application and effectiveness of the Authority's current governance practice, structures and procedures; to assess if the existing Authority and Panel structures remain fit for purpose and to assess if the Authority's governance arrangements are well designed and properly executed. The specific areas to be assessed and the key lines of enquiry are detailed in Appendix A.
- 1.5 Alongside the suggested key lines of enquiry, this report also proposes an outline in terms of how such a review might be conducted and the associated timescales.

2 METHODOLOGY AND TIMELINE

- 2.1 Subject to agreement, the following process outlines the proposed methodology and timeframe.

- 2.2 A “Member Reference Group” for the review has now been established. This is made up of the Chairman of the Fire Authority, the Vice Chair of the Fire Authority, the Chairman of the Scrutiny and Audit Panel and the Group Leaders. The Member Reference Group will be supported by officers of the Authority as necessary.
- 2.3 The Member Reference Group and the Scrutiny & Audit Panel have considered and refined the key lines of enquiry (appendix A). Given the Authority wide implications of such a review, this report to the full Fire Authority seeks agreement on the key lines of enquiry and approval to proceed.
- 2.3 It is recommended that the review is conducted by a 3rd party external organisation in order to provide capacity, expertise and independence. If the Fire Authority make a formal decision to progress with the review, normal procurement processes will be applied.
- 2.4 The Member Reference Group will be consulted on the final tender document and on the selection of the contracted provider. Once a contract has been awarded the Member Reference Group will meet with the preferred consultants in order to further refine the scope and approach, and to agree the final review methodology.
- 2.5 The Member Reference Group will meet with the provider as frequently as necessary to review progress and provide direction. It is recognised that the proposed key lines of enquiry cover a significant number of areas. The Member Reference Group may therefore wish to undertake the review in two phases. This would provide an opportunity for Members to sense check where the review has got to at the end of the first phase when the consultant’s report back, and also to test their thinking in relation to further areas of examination. This option will be considered as part of 2.5 above.
- 2.6 The final report with recommendations and options for change will be presented to the Scrutiny & Audit Panel in May 2018, before being presented to full CFA at the AGM in June 2018. Delivery of any subsequent action plan will be monitored by the S&A Panel, with a formal follow up review to be conducted by the independent provider at an agreed point in time as part of the contract arrangements.
- 2.7 As noted above, it is recommended that the review is conducted by a 3rd party external organisation in order to provide capacity, expertise and independence.

3 FINANCIAL IMPLICATIONS

- 3.1 There will therefore be an unfunded cost associated with securing the services of the appropriate organisation to support delivery. Initial indications suggest a likely cost (depending on the Member Reference Group agreeing final scope and methodology) of circa £20/25K. It is recommended that this is drawn from the Improvement & Efficiency Reserve.
- 3.2 This is clearly a significant cost and Members will want to ensure that this is an appropriate investment. In this regard, the value of undertaking such a review from a public transparency point of view, to fulfil the expectations from any external scrutiny process (e.g. HMICFRS inspection) and to improve the efficiency and effectiveness of the Authority, will need to be considered.

Review of the Governance arrangements of East Sussex Fire Authority

Review Areas and Key Lines of Enquiry

1. The review should assess the degree to which Members of the Authority have clarity on their statutory duties, and powers, and how these are exercised from a governance point of view.
2. The review should consider the size of the Fire and Rescue Authority in relation to the constituent authorities. This should include benchmarking as necessary.
3. The review should assess the number, and terms of reference, of existing panels, considering current and future needs. This should include examining how well the Authority measures and manages performance.
4. The review should undertake a sample audit of some key decisions made by the Authority, to include a review of the adequacy of papers and the information provided by officers to support decision making.
5. The review should consider the efficacy of decision making processes at the corporate level (Corporate Management Team) in support of the Authority. This should cover the full scope of governance in terms of executive/officer internal decision making, and consider how well these processes and structures connect to the Authority.
6. The review should consider the efficacy of powers delegated to officers of the Authority and how these are discharged and monitored via panels. This should include a review of the Scheme of Delegated Powers.
7. The review should consider the role and effectiveness of the principal advisors to the Authority, specifically the Treasurer and Monitoring Officer.
8. The review should consider whether there is sufficient advice available to the Authority to provide assurance on complex HR matters, including reviewing the adequacy and accuracy of documents and information provided.
9. The review should undertake a gap analysis of previous reviews into Avon, Cambridgeshire and Essex Fire and Rescue Authorities to capture any lessons learnt and how they might apply to this Authority.
10. The review should consider communications and engagement with the public, considering options for encouraging and improving participation and engagement in the democratic process. This should also consider the value of interaction with Town and Parish Councils and also the value of any annual reporting processes to the public and to local political structures. Members should be asked to consider what they see as the most effective mechanisms for engaging the public.
11. The review should consider the implications of the developing Home Office policy on the “Fire Reform Agenda” in regards its impacts on transparency and public accountability.

12. The review should consider how well the Authority has identified and responded to external drivers and challenges such as those articulated in the Thomas Review. In addition, the review should consider how well the governance arrangements of the Authority, and the Service, drive the policy agenda and deliver the benefits enabled by effective joint working between emergency services as outlined in the Sussex PCC Business case
13. The review should consider if the Authority's governance processes are suitable and sufficient to identify and manage the impact of future collaborative governance, the impact of the new National Framework document, and the forthcoming inspection regime by HMICFRS.
14. The review should consider the efficacy of the current assurance framework, including the Annual Governance Statement, the Statement of Operational Assurance and the officer led Governance Group, and present options for improvement. This should include assessing the Authority's understanding of risk, their role in oversight of sound corporate risk management arrangements and the extent of compliance with governance guidance issued by CIPFA / SOLACE.
15. The review should consider the governance culture within the Fire Authority and across officers of the Authority, including examining the efficacy of working relationships and communication. This should include examining the effectiveness of governance in the areas of whistleblowing and fraud.
16. The review should consider the value and effectiveness of Member development arrangements, including skills audits, induction, Member appraisals and reviews, and member seminars; this should include ensuring Members have sufficient understanding and training to undertake their scrutiny role (noting that Members are also members of constituent and other local authorities).
17. The review should consider the current Authority Constitution and identify areas for improvement or development in light of the review findings.
18. The review should consider the role of Member leads, the value they add, and their effectiveness in supporting understanding, governance and decision making.
19. The review should consider how the Authority undertakes, supports and directs the strategic planning process including horizon scanning and setting long term direction; and should consider if the Policy & Resources Panel is used sufficiently well during this process to support the development of options around future service direction and improvement.
20. The review should examine the Authority's role and effectiveness in ensuring a sound system of controls that govern their fiduciary, employment, health and safety, and data compliance requirements for those services provided by 3rd parties (e.g. from constituent authorities, external partners etc.).

EAST SUSSEX FIRE AUTHORITY

Date 7 December 2017

Title of Report Fire Reform and Inspection of Fire & Rescue Services

By Mark O'Brien, Interim Assistant Chief Fire Officer

Lead Officers Hannah Scott-Youldon, Assistant Director Training & Assurance
Liz Ridley, Assistant Director Planning & Improvement

Background Papers Fire Reform & Adrian Thomas P&R Paper (April 2017 Item 52)

Independent review of conditions of service for fire and rescue staff in England February 2015, By Adrian Thomas
<https://www.gov.uk/government/publications/conditions-of-service-for-fire-and-rescue-staff-independent-review>
 Home Secretary Theresa May at Reform event in London. May 24 2016
<https://www.gov.uk/government/speeches/home-secretary-speech-on-fire-reform>
 Minister for Policing and the Fire Service, Brandon Lewis at Reform event in London 7 February 2017.
<https://www.gov.uk/government/speeches/fire-ministers-speech-to-reform>

Appendices None

CORPORATE RISK		LEGAL	✓
ENVIRONMENTAL		POLICY	
FINANCIAL		POLITICAL	
HEALTH & SAFETY		OTHER (please specify)	
HUMAN RESOURCES		CORE BRIEF	

PURPOSE OF REPORT To provide Members with an update on the Government's reform agenda for Fire and Rescue Services, specifically in relation to the HMICFRS Inspection regime and to outline the progress made by ESFRS.

EXECUTIVE SUMMARY This report updates Members on the emerging developments following the announcement by the Home Office that Her Majesty's Inspectorate of Constabulary is to be expanded to take on the role of Inspectorate of Fire and Rescue Services in England.

RECOMMENDATION

The Authority is asked to consider the report and provide further direction as necessary.

1 INTRODUCTION

- 1.1 Members will note that the Police and Crime Act placed a duty on Police, Fire and Ambulance services to work together. It allowed the local Police and Crime Commissioners to take on responsibility for Fire and Rescue Services where a local case is made, and the Fire Services Act 2004 was amended to enable Her Majesty to appoint a Fire and Rescue Inspector who must inspect and report on the efficiency, and effectiveness of Fire and Rescue Authorities in England as determined by the Secretary of State.
- 1.2 The Home Office announced on 19 July 2017 that Her Majesty's Inspectorate of Constabulary (HMIC) would be expanded to take on the role of Inspectorate of Fire and Rescue Services in England. HMIC has since been renamed Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS). The HM Inspector of Fire & Rescue Service for South Eastern Region (East Sussex, Surrey & West Sussex Fire & Rescue Services) is Dru Sharpling, CBE.
- 1.3 The Inspectorate will consider how efficient and effective Fire and Rescue Services (FRS) are, will highlight good practice and identify areas where they need to improve, so that action can be taken to overcome them. This will include how FRS prevent and respond to incidents, whether the FRS provides value for money as well as reviewing the FRS's leadership, training, diversity, values and culture.
- 1.4 The inspection process is anticipated to be broadly modelled on the Her Majesty's Inspectorate of Constabulary's (HMIC) PEEL inspection programme (Police Effectiveness, Efficiency and Legitimacy / Leadership. PEEL is used by the HMIC with core key questions and a number of diagnostic questions under each theme. Forces are assessed as being in one of four categories: 'outstanding, good, requires improvement and inadequate' against the core questions. The new inspectorate for fire will determine;
- how effective each service is to prevent and respond to incidents;
 - whether the service provides value for money;
 - whether the service understands its current demands and where the future risks lie; and its
 - leadership, training, diversity, values and culture.
- 1.5 Coupled with this, will be an ability to commission thematic inspections on individual issues with the first being a focus on diversity, collaboration and flexible deployment. A copy of the draft Key Lines of Enquiry (KLOEs) were released in October 2017.
- 1.6 HMICFRS is currently recruiting around 53 new posts to support its new responsibilities, with a significant number drawn from fire and rescue services on secondment.
- 1.7 Over the coming months, HMICFRS are developing the methodology and criteria for judgements. They intend to pilot the methodology in three services between January

and April 2018. All 45 Fire and Rescue services will then be inspected, in tranches of 15, over an 18-month period commencing from April 2018.

2 ESFRS PREPARATIONS

- 2.1 The three Services, East, West Sussex and Surrey, have already met to share the approaches being taken and have agreed to work collaboratively to ensure inspection preparedness. Initially it has been agreed that each Service will undertake a broad individual gap analysis against the draft KLOEs to ascertain where the specific gaps are, whether a plan is already in place to meet each gap or whether the specific gap needs scoping out and factoring into our business planning cycle.
- 2.2 From the gap analysis the three Services will then be able to identify common areas which need to be addressed and consider whether this work can be delivered collaboratively.
- 2.3 The gap analysis will initially be undertaken by the Corporate Management Team (CMT) and cascaded throughout the organisation as a means to raise awareness of the inspection regime and ensure a whole organisation approach.
- 2.4 Further to this, whilst the specifics of the inspection process remain unknown at this stage, there are many parallels that can be drawn from the inspection process police forces undertake. With this in mind, exploratory meetings have taken place to ascertain how Sussex Police prepare themselves and use performance data to identify areas that need improving, as well as self-assessing themselves against the PEEL criteria. In October 2017, CMT approved the adoption of the Sussex Police's Performance Analysis and Meeting Cycle, over a 12 week cycle, to fit in with the established quarterly performance management reporting processes that exists within the Service. Importantly, regardless of whether HMICFRS inspect the Service or not, the process has been adopted as a way in which business is to be done to assist in developing a culture of accountability and effectiveness as well as being able to demonstrate that the Service truly understand the communities that are served. It ensures the Service has a robust, well planned, well embedded and logical approach to performance management.
- 2.5 A revised Strategic Planning and Performance Management Framework is currently being drafted with a view to go live from 1 April 2018 to coincide with the new business year. The framework will detail how the service aligns its planning performance and reporting cycles and will embed the performance analysis and meeting cycle as utilised by the Police. Effective performance management requires not only good management processes and systems, but also an organisational culture that supports these systems and integrates them into the day-to-day work of front-line staff and managers to encourage and enable them to deliver real service improvements. The revised framework will ensure this is achieved.

3 MEMBER SUPPORT TO THE PROCESS

- 3.1 The role of Members will be a very important part of future inspections. It is clear the inspection teams will expect Members to hold their Fire and Rescue Service to account and scrutinise the way in which it carries out its work.
- 3.2 To support this, Members will continue to be briefed on progress and preparations and will be updated on any significant matters that emerge from the initial review of the draft KLOEs.
- 3.3 The development of strategic planning and performance management reporting cycle will add to the existing reporting processes and strengthen scrutiny of the Service's performance going forward. This expectation will also be reflected as a key line of enquiry of the proposed governance review of the Authority (see elsewhere on this agenda).

4 LEGAL IMPLICATIONS

- 4.1 As described in Section 1 of this Report it is now a statutory duty for Police bodies, Fire bodies and Ambulance trusts in England to consider if entering into collaboration agreements could be in the interests of efficiency or effectiveness of that and those other services.

5 CONCLUSION

- 5.1 The introduction of an Inspectorate is welcomed at ESFRS and the opportunity to collaborate with the three Fire Services within our area will allow us to identify opportunities to work together and share resources/ ideas where appropriate to do so. We will continue to follow developments and actively engage in any forthcoming opportunities for consultation on the methodology and continue to feedback to Members with future reports.

6 RECOMENDATION

- 6.1 The Authority is asked to consider the report and provide further direction as necessary.

EAST SUSSEX FIRE AUTHORITY

Date: 7 December 2017

Title of Report: Temporary Promotions and Pensionable Pay

By: Vicky Chart, Assistant Director of Human Resources & Organisational Development

Lead Officer: Vicky Chart, Assistant Director of Human Resources & Organisational Development

Background Papers: None

Appendices: Appendix 1 - Additional Pension Benefits
Appendix 2 – Pensionable Allowances Table

Implications

CORPORATE RISK		LEGAL	
ENVIRONMENTAL		POLICY	
FINANCIAL		POLITICAL	
HEALTH & SAFETY		OTHER (please specify)	
HUMAN RESOURCES		CORE BRIEF	

PURPOSE OF REPORT To seek member approval of the application of scheme rules relating to temporary promotions and pensionable pay.

EXECUTIVE SUMMARY Members will be aware of the changing environment around public sector pension schemes including challenges to the application of existing schemes. This report seeks Members' approval to a number of issues relating to the application of scheme rules around temporary promotions and pensionable pay.

RECOMMENDATIONS

The Panel is asked to:

- i. approve the principles for dealing with the outcome of recent legal judgements relating to the treatment of temporary promotions and pensionable pay.
-

1 **BACKGROUND**

- 1.1 Members will be aware of the developments and consequent changes relating to pension schemes, following the earlier Lord Hutton review which sought to ensure that public sector pension schemes remain affordable.
- 1.2 New Firefighters' Pension Scheme 2015 – The new Firefighters' Pension Scheme came into force on 1 April 2015 and is a 'career average revalued earnings' (CARE) scheme - a move away from the previous final salary schemes. The existing Firefighters' Pension Scheme 1992 (FPS) and New Firefighters' Pension Scheme 2006 (NFPS) have effectively remained in place for those employees who are protected under the transitional arrangements. Amendments to the existing schemes in July 2013 provide for certain allowances to be pensionable through Additional Pensionable Benefit arrangements (APB).

2 **NORMAN V CHESHIRE**

- 2.1 **Court Case** – In December 2011, a judgement was made against Cheshire Fire & Rescue Authority (FRA) relating to a challenge brought by Firefighter Norman, one of their employees. This employee was successful in his challenge which stated that the application of the existing firefighter pension rules, in which certain aspects of work which warranted an additional payment were being treated as non-pensionable, was unlawful. The details of the case are complex but relied on the definitions of pensionable pay within the Firefighters' Pension Schemes.
- 2.2 **Judgement** – The Judge found in favour of Firefighter Norman and therefore ordered Cheshire FRA to recalculate his pension on the basis of the additional payments being pensionable. Furthermore, Cheshire FRA was also required to pay employer contributions on the additional elements of pay going back to the period of its inception. The success of this case has therefore had a significant impact on FRA's across the country. Each FRA sought to establish the implications of this case on the payment of allowances within their own service.

2.3 In February 2015, East Sussex Fire Authority sought legal advice from Eversheds in relation to the pensionable status of allowances paid to ESFRS firefighters.

2.4 As a result of the advice received from Eversheds, the following additional payments which are currently being paid by the authority, are now classed as being pensionable:-

(a) Payments associated with the 'on call' obligations element of the Day Crewed duty system (day crewed retaining fee, turnouts, attendances and drill nights);

(b) ESFRS rent allowance;

(c) Payment for a specialism (maritime, TRU, rope rescue).

3 ADDITIONAL PENSIONABLE BENEFITS (APB's)

3.1 In 2007, the concept of Additional Pensionable Benefits (APB's) was introduced to the Firefighters' Pension Scheme in respect of Continual Professional Development (CPD) payments to protect benefits accrued. In recent years there have been concerns regarding the number of new allowances being introduced locally by FRA's, which generate liability for future and past costs. From 1 July 2013, this was extended to include other allowances regarded as temporary in nature (see **Appendix 1**).

3.2 APB's operate as a separate 'pot' into which benefits accrue for each year. The enhancement in pay as a result of a temporary promotion from 1st July 2013 is being treated as an APB for pension purposes.

3.3 A similar provision for APB's exists under the new 2015 Firefighters' Pension Scheme.

4 TEMPORARY PROMOTIONS

4.1 As above, from 1 July 2013, temporary promotions are no longer considered to form part of the 'final salary' pension and instead are treated as an additional pensionable benefit under the FPS 1992 and NFPS (2006).

4.2 **Pensionable Pay in the 2015 Scheme** – Unlike in the final salary schemes, the pension regulations do not expressly mention temporary promotions just that 'except for any allowance or emolument paid to the member on a temporary basis' to determine whether the temporary promotion/allowance falls into that category, you should consider the nature of that employment and whether that fits with the Blackburne principles

- Is it a regular payment?
- Is it a payment to which the Firefighter (or other role) is entitled to under the contract of employment?
- Is it payable at a rate applicable to the role (is an additional amount calculated as a percentage increase of an individual's salary)?
- Is it paid in the ordinary course of fulfilling their duties? (so not an exceptional payment related to a special event or circumstances)
- Does it have something of a permanent nature?

4.3 The LGA and the Scheme Advisory board are currently unable to agree the definition of 'temporary' and different FRA's have their own interpretation. However, if we apply the Blackburne principals above to both temporary promotions and transfers between duty systems (including those undertaking temporary FDS duties), it would be reasonable to continue to adopt a consistent approach and treat the additional allowances as pensionable under an APB. Whilst the LGA are unable to give advice, they have confirmed that this approach is in keeping with the pension regulations.

5 **ORGANISATIONAL RISK**

5.1 There are three main risks to the organisation should we choose to change the way in which we are currently dealing with temporary promotions under the Firefighters' Pension Scheme 2015.

- (a) Firefighters' may be less willing to accept a temporary promotion or move to another location/duty system if the additional pay/allowance is non-pensionable and is not included under the APB arrangements.
- (b) ESFRS may be open to a legal challenge should we opt to treat those in the 2015 scheme differently to those in the 1992 and 2006 schemes, particularly when it can be argued that the allowance is covered under the Blackburne Principles.
- (c) The current configuration of the payroll system would mean paying an additional allowance to an individual in a temporary position. This would mean that any claims (overtime, attendances turnouts, and drill nights) which are automatically uploaded into the payroll system would need to be manually overridden. This would not only be a huge additional strain on the payroll team but would also significantly increase the risk of making errors in pay.

Additional Pension Benefits

Changes to the Firefighters' Pension Scheme 1992 and New Firefighters' Pension Scheme 2006 give powers to the employers to make certain temporary allowances, which satisfy prescribed requirements, as pensionable under Additional Pension Benefit (APB) arrangements.

Any allowances regarded as falling into the definition below may be treated for additional pension purposes where the Authority so determines:-

- (a) Any allowances or supplement to reward additional skills and responsibilities that are applied and maintained outside the requirements of the firefighters' day to day role but are within the wider functions of the job;
- (b) The amount paid (if any) in respect of firefighters' continual professional development (CPD);
- (c) The difference between the firefighters' basic pay in his or her day to day role and any pay received whilst on temporary promotion or where he or she is required temporarily to undertake the duties of a higher role;
- (d) Any performance related payment

Pensionable Allowances

Table showing pension arrangements for pay additions under ESFRS Pension Schemes

Date/Scheme		CPD	Temporary Promotions (over 28 days)	Day Crewed Allowance	Rent Allowance	Turnout, Attendance and Drill Night Payments	Overtime	Mess Managers Allowance	Maritime, Rope Rescue & TRU Allowances	FDS & Training Centre Allowance
Firefighter Pre 01/07/2013		Pensionable	Pensionable	Pensionable	Pensionable	Pensionable	Non-Pensionable	Non-Pensionable	Pensionable	Pensionable
Firefighter from 01/07/2013 to 31/03/2015		Additional Pensionable Benefit	Additional Pensionable Benefit	Pensionable	Pensionable	Pensionable	Non-Pensionable	Non-Pensionable	Pensionable	Pensionable if permanent APB if temporary
01/04/2015 Onwards	FPS 1992	Additional Pensionable Benefit	Additional Pensionable Benefit	Pensionable	Pensionable	Pensionable	Non-Pensionable	Non-Pensionable	Pensionable	Pensionable if permanent APB if temporary
	NFPS 2006	Additional Pensionable Benefit	Additional Pensionable Benefit	Pensionable	Pensionable	Pensionable	Non-Pensionable	Non-Pensionable	Pensionable	Pensionable if permanent APB if temporary
	FPS 2015	Pensionable	Non-Pensionable	Pensionable	Pensionable	Pensionable	Non-Pensionable	Non-Pensionable	Pensionable	Pensionable if permanent Non-pensionable if temporary
	LGPS	Pensionable (Control only)	Pensionable	N/A	N/A	N/A	Pensionable	N/A	N/A	N/A

EAST SUSSEX FIRE AUTHORITY

Date: 7 December 2017

Title of Report: Autumn Budget Statement Update

By: Duncan Savage, Assistant Director Resources / Treasurer

Lead Officer: Duncan Savage, Assistant Director Resources / Treasurer

Background Papers <https://www.gov.uk/government/topical-events/autumn-budget-2017>

Appendices None

CORPORATE RISK		LEGAL	
ENVIRONMENTAL		POLICY	
FINANCIAL	✓	POLITICAL	
HEALTH & SAFETY		OTHER (please specify)	
HUMAN RESOURCES		CORE BRIEF	

PURPOSE OF REPORT To update the Authority on the Chancellor's Autumn Budget Statement

EXECUTIVE SUMMARY The Chancellor made his Autumn Budget Statement on 22 November 2017. At this stage the direct impacts on the Fire Authority appear limited and we await the release of the Local Government Finance Settlement (LGFS) which will confirm funding for 2018/19 including the council tax referendum threshold. A firm date for the LGFS is yet to be confirmed but it expected in mid-December. The report summarises the main items of interest for the Authority within the Statement.

Economic forecasts are for slower growth and the government continues to focus on control of public spending and measures to improve the productivity of public sector bodies. At this stage there don't appear to have been any changes in departmental spending limits that would affect the fire service and extra funding is directed primarily at the NHS and housing.

The Government will consider pay awards above 1% for 2018/19 where a recommendation is made by an independent pay review body (IPRB). The Statement suggests any such award would need to be justified on the basis of productivity improvements or recruitment and retention issues. It is not clear whether this flexibility extends to the fire sector which does not have an IPRB.

There are further measures to protect businesses from increases in business rates but local government will be fully compensated for loss of income as a result.

There is reference to Grenfell Tower but the only new announcement is an additional £28m for community support for the victims.

RECOMMENDATION	That the Authority notes the report
-----------------------	--

1 INTRODUCTION

- 1.1 The Chancellor made his Autumn Budget Statement on 22 November 2017. At this stage the direct impacts on the Fire Authority appear limited and we await the release of the Local Government Finance Settlement (LGFS) which will confirm funding for 2018/19 including the council tax referendum threshold. A firm date for the LGFS is yet to be confirmed but it expected in mid-December. The report summarises the main items of interest for the Authority within the Statement.

2 THE ECONOMY AND PUBLIC FINANCES

- 2.1 GDP growth in 2017 has been revised down to 1.5%, reflecting weaker growth than expected at the start of the year. The OBR forecasts slower growth to continue into 2018 and 2019.
- 2.2 The OBR forecasts CPI inflation to peak at the end of this year, averaging 3.0% in Q4. It is then expected to ease over 2018, reaching 2.0% by the end of the year. Inflation then remains steady around 2.0% until the end of the forecast
- 2.3 The government has made significant progress since 2010 in restoring the public finances to health. The deficit has been reduced by three quarters from a post-war high of 9.9% of GDP in 2009-10 to 2.3% in 2016-17, its lowest level since before the financial crisis.
- 2.4 Despite these improvements, borrowing and debt remain too high. It is vital that the government continues to control public spending and improve the productivity of public

bodies and services. Government spending as a share of GDP has been brought down from 44.8% in 2010-11 to 39.0% in 2016-17.

- 2.5 Departmental spending will continue to grow in 2020-21 and 2021-22 in line with the profiles set out at Autumn Statement 2016 and Spring Budget 2017. Given potential new spending and administrative pressures faced by departments in 2019-20, the government has decided not to proceed with the remaining £1.1 billion of the planned £3.5bn efficiency plan savings in that year.

3 TAX

- 3.1 **Employment status discussion paper** – The government will publish a discussion paper as part of the response to Matthew Taylor’s review of employment practices in the modern economy, exploring the case and options for longer-term reform to make the employment status tests for both employment rights and tax clearer.
- 3.2 **National Insurance Contributions (NICs) Bill** – Planned changes including the abolition of Class 2 NICs, reforms to the NICs treatment of termination payments, and changes to the NICs treatment of sporting testimonials are delayed by a year to allow time for consultation
- 3.2 **Taxation of Business Expenses** – a number of changes proposed to self-funded training, checking of receipts for subsistence and improved guidance.
- 3.3 **Lifetime allowance for pensions** – The lifetime allowance for pension savings will increase in line with CPI, rising to £1,030,000 for 2018-19.
- 3.4 **Business rates** –the government will provide a further £2.3 billion of support to businesses and improve the fairness of the system in England, by: bringing forward to 1 April 2018 the planned switch in indexation from RPI to the main measure of inflation (currently CPI); continuing the £1,000 business rate discount for public houses and increasing the frequency with which the VOA revalues non-domestic properties. Importantly local government will be fully compensated for the loss of income as a result of these measures.
- 3.5 **Fuel duty** – Fuel duty will be frozen for an eighth year in 2018-19.

4 PRODUCTIVITY

- 4.1 **NLW and National Minimum Wage (NMW)** – Following the recommendations of the independent Low Pay Commission (LPC), the government will increase the NLW by 4.4% from £7.50 to £7.83 from April 2018. The recommendations include:
- increasing the rate for 21 to 24 year olds by 4.7% from £7.05 to £7.38 per hour
 - increasing the rate for 18 to 20 year olds by 5.4% from £5.60 to £5.90 per hour

- increasing the rate for 16 to 17 year olds by 3.7% from £4.05 to £4.20 per hour
- increasing the rate for apprentices by 5.7% from £3.50 to £3.70 per hour

5 **HOUSING**

- 5.1 **Grenfell Tower** – Following the tragedy at Grenfell Tower, the government is determined to ensure that those affected receive the support they need. The Budget re-confirms that, where measures are essential to make a building fire safe, the government will make sure that current restrictions on the use of local authority financial resources will not prevent them going ahead. The government awaits the findings of the Hackitt Review and will respond to the recommendations when they are published. The Budget also commits £28 million additional community support to victims, including new mental health services, regeneration support for the Lancaster West estate, and a new community space.

6 **PUBLIC SERVICES**

- 6.1 **NHS Funding and Pay** - The Budget provides £6.3 billion additional funding for the NHS. To protect frontline services in the NHS, the government is also committing to fund pay awards as part of a pay deal for NHS staff on the Agenda for Change contract, including nurses, midwives and paramedics. Any pay deal will be on the condition that the pay award enables improved productivity in the NHS, and is justified on recruitment and retention grounds.
- 6.2 **Barber Review** –The government accepts the central recommendation of the Barber Review to introduce a new Public Value Framework, a tool that will be used by government to measure how effectively public spending delivers results that improve people's lives. This will support more constructive conversations on public sector productivity and offer practical insights into improving public services. The approach will be piloted in collaboration with central government departments during 2018.
- 6.3 **Workforce strategy** – To develop and support public sector workers in driving productivity improvements, the government will build capability in workforce planning, management and monitoring. This will ensure the right people are in place, with the right skills and experiences to deliver key services.
- 6.4 **Public sector leadership** –The government will establish a Public Service Leadership Academy to complement existing provision, create networks and share best practice across the public services. A taskforce will be set up to advise on the role, remit and responsibilities of the new Academy and will provide an interim report by Spring Statement 2018.
- 6.5 **Public sector pay** – In September 2017 the government announced its intention to move away from the 1% basic public sector pay award policy, which is paid to public servants in addition to any incremental pay progression and allowances. The

government will ensure that the overall pay award is fair to public sector workers, as well as to taxpayers, and reflects the vital contribution they make to delivering high quality public services. However this only appears to apply to workers covered by independent pay review bodies.

EAST SUSSEX FIRE AUTHORITY

Date: 7 December 2017

Title of Report: FireWatch Project

By: Vicky Chart, Assistant Director Human Resources & Organisational Development

Lead Officer: Jacqui Morris, FireWatch Project Manager

Background Papers: IMD Strategy November 2014 v1.0
IT Strategy 2017 – 2022 v1.0

Appendices: Appendix A – The FireWatch Product

Implications

CORPORATE RISK	✓	LEGAL	
ENVIRONMENTAL		POLICY	✓
FINANCIAL	✓	POLITICAL	
HEALTH & SAFETY		OTHER (please specify)	
HUMAN RESOURCES	✓	CORE BRIEF	

PURPOSE OF REPORT

To provide an update to Members on the progress of the FireWatch Project and to seek approval for the funding necessary to complete its implementation. The report also provides an opportunity to highlight to Members:

- The benefits already achieved through the implementation of FireWatch
- The benefits that will be delivered with the full implementation of FireWatch

RECOMMENDATION

The Fire Authority is recommended to:

- note the progress of the FireWatch project to date and the benefits delivered;**
- approve additional funding of £456,600 from the Improvement and Efficiency Reserve necessary to complete FireWatch Implementation;**
- note that the release of funding for the Self Service and RDS Pay modules is dependent on the delivery**

- of a clearer benefits Realisation Plan that identifies cashable and non-cashable efficiencies; and
- iv. note that periodic reports on project delivery will be made to Scrutiny & Audit Panel.
-

1 INTRODUCTION

- 1.1 In 2010/11 Corporate Management Team approved a bid of £100,000 to support the procurement of a new HR database to replace the previous HR systems which had been in place for a number of years in order to improve efficiency and reduce maintenance costs against the legacy systems.
- 1.2 In the course of the research for the HR System Replacement project, FireWatch (see Appendix 1) was identified as an Integrated Management System, bespoke to the needs of the fire service, which fulfilled all essential requirements identified in the original HR System. User Specification. It was also identified that FireWatch could be developed to provide broader improved functionality for systems such as crewing, competency and automated payment for Retained staff.
- 1.3 FireWatch is a modular based system where modules are installed as a fire service wishes to utilise them based on business requirements. Since initiation the FireWatch Project has implemented the Learning & Development Management system, real time crewing and availability for whole and part time, Sussex Control Centre (SCC), and on call officers and station based training.
- 1.4 FireWatch continues to be a system that is adaptable and able to evolve with the needs of the Service with the ability to continuously develop functionality of the current system and modules.

2 PROJECT IMPLEMENTATION

- 2.1 A report was presented to CMT in March 2017 that gave an update on the implementation of FireWatch for ESFRS and progress towards achieving the benefits that were identified in the original Business Case. Further to this update CMT requested a follow up report to provide greater detail of the resource and impact for the last stages of implementing the full FireWatch Project within a 24 month period.
- 2.2 CMT identified that there needed to be a review of resources to deliver FireWatch to ensure successful implementation and to maximise benefits that can be delivered, specifically the key priority of integrating the FireWatch Mobilisation Service with the 4i System at Sussex Control Centre. This report provides the greater detail on the resources required and an opportunity to restate:
- the benefits that have already been realised.
 - the benefits that will be delivered with the full implementation of FireWatch.

3 BENEFITS REALISATION – TO DATE

3.1 Integrated Personnel Records

FireWatch has delivered an integrated approach to a number of key HR functions. This includes electronic recording across all staff groups of:

- Holiday records
- Sickness
- Staff availability

Integrated personnel records has delivered efficiencies in terms of maintaining and updating multiple separate systems, as well as improving the quality of data in terms of both accuracy and availability.

The implementation of FireWatch has allowed for the retirement of the following systems:

- PDR Pro
- Impromptu
- PS Enterprise

This has achieved a total annual maintenance saving of £38,100.

Reducing the number of systems that the Service is required to support through its arrangements with telent also delivers cost savings.

3.2 Resource Availability

The most significant improvement in visibility of ESFRS resources has been within the implementation of retained availability on FireWatch which allows for a central view of real time availability of all stations and appliances. FireWatch has provided flexibility for Retained employees to book on from any location at any time and this has led to an identifiable increase in recorded availability. In a comparison between January 2016 and January 2017, 11 stations recorded improved availability. Broader comparisons are affected by changes in crewing patterns and levels.

Additionally, SCC has been using FireWatch to view Retained availability across the Service and have been able to effectively organise combined crewing, not only across different Stations but also across different workgroups that has ensured vital resources remain available for operational calls.

3.3 Improved recording of qualifications, competencies and training records.

The recording of qualifications and competency on one central system ensures visibility of qualifications for crewing. Refresher training can also be planned to ensure staff do not fall outside competency periods. A standard station based training programme is in place and whole-time crew use FireWatch to evidence and manage training records within required frequencies. This is also currently

being rolled out to Retained stations, as well as other work groups such as SCC & Business Fire Safety.

3.4 Centralised recording of information that can be shared across the organisation.

FireWatch is used by multiple business areas within ESFRS and provides immediate access to up-to-date information and avoids the need to request information from other departments.

FireWatch has allowed for considerable process improvements, for example, leave is now entered directly onto the FireWatch system by staff replacing a complex, resource intensive manual process.

3.5 Improved auditing, monitoring and reporting

FireWatch has also improved how the organisation monitors and audits data, for example sickness and equality monitoring reports. This also ensures that the Service can meet its statutory reporting requirements to central Government. Furthermore FireWatch has been integral to providing data for several external audits that ESFRS have commissioned.

FireWatch allows the monitoring of individual performance, as well as set parameters around processes. Recently 4 stations used FireWatch to review and evidence individual performance and identify areas for improvement.

With the use of FireWatch for support-staff time and absence, parameters can be set within the system in line with policies, for example capping the amount of flexi hours an individual can accrue.

FireWatch allows individuals to access information directly, for example managers can immediately access reports to inform their monitoring and planning.

3.6 Improved skill levels on one integrated system

FireWatch is now being used by the majority of ESFRS employees, including whole-time, Retained, Control and Support Staff. Knowledge and expertise of the system is continuously developing which has led to a greater awareness of what the system can already provide.

3.7 Fire Service specific functionality

FireWatch is and continues to be a system focussed on Fire Service business needs, for example providing a facility for Retained to book on and off remotely. It is a system used by over one third of all UK Fire Services and is able to evolve with the needs and changes within the Fire Service sector.

3.8 External Collaboration

FireWatch has led to closer working with West Sussex FRS. Future operational collaboration and integration will be made possible through our use of the same enterprise resource planning system.

East Sussex FRS has developed close working relationships with Hampshire, Surrey, Royal Berkshire and others within the South East region, to share knowledge and experience of best practice in the use of the FireWatch system, as well as to collaborate on future system development requests to the software provider.

4 DELIVERY OF FULL PROJECT

4.1 Savings

If the annual cost savings of £38,100 that have been achieved through the retirement of PDR Pro and PSE are offset, FireWatch currently costs the service an additional annual cost of £10,700.

The ongoing licensing and maintenance costs will stay the same during the next phase of implementation as this already includes the additional modules that will be delivered as part of next phase delivery. However the next phase of implementation will allow for the retirement of MIS which will deliver an additional saving of £47,100 and achieve an overall saving to the Service of £36,400.

4.2 Mobilising Integration

CMT has prioritised integration between FireWatch and the new 4i Mobilisation System. Integration with 4i will mean further collaboration with West Sussex FRS and provide a consolidated view of availability for both East and West Sussex and ensure that the Mobilising System has a real time picture of Service resource.

Although at point of 4i go live both East and West FireWatch systems will continue to work separately, there has been a clear priority that the two separate FireWatch systems will merge into a combined system and integrate into 4i. This will automate processes and assist control staff in making swift reviews and decisions in regard to disposition of staff resources, fleet and assets.

Successful delivery of 4i integration has several dependencies that need to happen before integration is achieved. These are:

- Upgrade the Test environment for the FireWatch Mobile Web Client and Availability Service;
- Two stage upgrade to FireWatch version 7.7.1;
- Upgrade use of FireWatch to recognise specialist officer and vehicle attributes.

Each of these steps delivers functionality in their own right and are absolutely essential for Mobilising Integration.

Benefits:

- B1 Improve the resilience of testing. All functionality can be tested before migration to live.

- B2 Reduce the risk of issues within the live environment requiring the involvement of technical teams to resolve with the associated costs this can incur.
- B3 Ensure future support and maintenance by Infographics of our version of FireWatch.
- B4 Ensure we are in line with the direction of travel in terms of technological developments to the system.
- B5 Ensure we can benefit from functional improvements that new versions deliver, for example system security requirements.
- B6 Continues harmonisation and collaboration with West Sussex.
- B7 V 7.7.1 facilitates integration with 4i mobilisation.
- B8 Allows FireWatch to support crewing of specialist officer and vehicle attributes.
- B9 Ensures training requirements for specialist attributes can be monitored and avoids them falling outside of competency periods.
- B10 Provide a consistent approach to recording of specialist attributes, this will be available in one place and will provide better timeliness and accuracy of data.
- B11 Provide SCC with a real time view of resource availability for deployment.
- B12 Deliver the key CMT priority of mobilisation integration to deliver an automated consolidated view of East and West Sussex resource availability.
- B13 Deliver process efficiencies to support retained pay through the automatic updating of FireWatch with incident data.
- B14 Deliver cost savings and efficiencies through improved workflows and processes.
- B15 Improve Service performance through better use of resources.

Table 1 – Cost of Delivery

Stages of Delivery	Cost
Upgrade Test Environment	£39,900
Upgrade to FireWatch version 7.6	£26,900
Upgrade to FireWatch version 7.7.1	£16,200
Specialist Officer and Vehicle Attributes	£16,400
Mobilisation Integration	£35,400
Grand Total	£134,800

ESFRS is currently using version 7.5 of FireWatch and there needs to be a two stage upgrade, firstly a major upgrade to version 7.6 and then a minor upgrade to 7.7.1. This will ensure the harmonisation of versions with West Sussex which is essential for 4i Mobilisation.

Upgrades require the involvement (sometimes out of hours) of technical teams to ensure the new version is reviewed, tested and installed into the live system.

The Project Team are using the upgrade to 7.6 to develop a repeatable process for upgrades, including using a Test Manger and/or Business Analyst to develop a set of test scripts.

Specialist Officer and Vehicle attributes ensures that the nearest available resource is automatically mobilised to the relevant incident.

The significant costs of mobilising integration are through the need to involve technical teams, including telent and Infographics. However, most of the costs for Remsdaq (4i) have been allocated in the SCC budget.

4.3 Retained Pay

Part of delivering Retained Pay will be the development of an Application Programming Interface (API) to connect FireWatch with SAP. Therefore this will deliver increased integration and the seamless passing of information between core systems. This will reduce the risk of manual errors in pay and speed up processing time. There will also be significant efficiency savings with the reduction in the need to maintain data in separate systems and will provide more timely and accurate pay data as well as reduce time consuming and inefficient manual processes.

The introduction of Retained Pay will further reduce the number of separate systems that need to be maintained and will allow for the retirement of MIS with an annual cost saving of £47,100. There is also additional savings through the Service having to support one less system through the arrangements with telent. Further work is being carried out to assess the efficiencies (cashable and non-cashable) that will be realised through the implementation of the RDS Pay module and CMT has agreed that funding will not be released until this is complete.

Benefits:

- B16 Allow for the retirement of MIS delivering an annual licence cost saving to the Service of £47.1k.
- B17 Deliver cost savings to the Service by having less systems to support through arrangements with Telent.
- B18 Deliver efficiencies through the reduction in manual processes. Particularly removing the need to enter information in two systems.
- B19 Improve the accuracy and timeliness of data.
- B20 Ensure Retained Firefighters are provided with appropriate remuneration.

Table 1 – Cost of Delivery cont.

Retained Pay	£65,700
---------------------	----------------

4.4 Self Service

With Self-service, employees can remotely access and update their personal information, and view and update their availability information via a Web browser. Staff can also request holidays, access personal development information, request training, and use other functions.

Self Service will provide an improved workflow for many of the Service's time consuming and inefficient processes. Further work is being carried out to assess the efficiencies (cashable and non-cashable) that will be realised through the

implementation of the Self Service module and CMT has agreed that funding will not be released until this is complete.

Benefits:

- B21 Allow staff to ensure that personal information is accurate and delivers efficiencies through central administrative teams no longer maintaining this information.
- B22 Improve the integrity and timeliness of employee data kept on FireWatch.
- B23 Allows staff to remotely view working shifts.
- B24 Allow staff to directly enrol on training courses and helps to ensure they don't fall outside competencies periods, increasing safety of staff and minimising the risk of crewing being adversely impacted.
- B25 Provides the ability for staff to remotely book holiday and provides efficient workflow approval.

Table 1 – Cost of Delivery cont.

Self Service	£54,500
---------------------	----------------

5 PROJECT DELIVERY AND STAFFING

5.1 Project Board and Delivery

In order to fully realise the benefits, the project needs to be both properly resourced and positioned within the Service to achieve a high level of strategic backing.

The introduction of the Programme Management Office provides an opportunity to review Project Board representation and refresh the Workstreams to deliver delegated tasks that support project delivery and ensure that the right people are providing expertise and advice.

The proposal is to re-organise the board with appropriate senior representatives from HR, Ops and Training and Assurance and a revised Terms of Reference. The next 12 board meetings need to be arranged for each month, potentially moving to once every 2 months in 2018/2019 to ensure maximum momentum and progress monitoring.

5.2 Staffing

There is a need to establish a FireWatch Optimisation Team with expertise in FireWatch and a Project Team with expertise in project management to support delivery of tasks within the Project scope. Members of the FireWatch Optimisation Team will be heavily involved in the FireWatch Project for its duration. This is the model adopted in other Fire Services such as Royal Berkshire and Hampshire where a Project Team is set up for a finite period of time but an Optimisation Team manage and support FireWatch during business as usual.

Project Team:

- 1 x Project Manager (fixed term two years)
- 0.5 x Business Analyst (fixed term two years)

The Project Manager and Business Analyst role are recommended to be part of Project Management Office (PMO) resource.

FireWatch Optimisation Team:

- 1 x System Manager/Subject Lead/Trainer (existing permanent post)
- 1 x Support Administrator (fixed term two years)

It was recognised by CMT in July 2014 that *“the significance of this corporate system requires dedicated management support in regard to maintenance, development and to ensure its operational and technical reliability... the eventual criticality of the system to ESFRS business will mean that the system will require continuous configuration, maintenance and oversight to ensure it operates reliably... the System Administrator would project manage both phases until completion, following which, the post holder will manage the ongoing use and development of the FireWatch application on behalf of ESFRS”*. (July 2014 CMT Item 09)

As the project has progressed the size of the FireWatch System Manager role has significantly increased, in part due to the time spent supporting the system and staff since more users and functionality has been rolled out. It is also a risk that there is only one system expert within the Organisation and therefore the role of FireWatch Support Administrator has been established to support the FireWatch System Manager for the duration of the 24 month project.

Table 1 – Cost of Delivery cont.

Title	ESFRS Job Family	Salary £	Salary plus on costs £
Project Manager x 1	6	39,186	50,800
Business Analyst x 0.5	5	17,440 pro rata	22,600 pro rata
FireWatch Support Administrator x 1	2	23,398	30,300
Total			103,700 pa

6 SUMMARY AND CONCLUSION

- 6.1 The total staffing and resource cost for the project for the next 2 years is therefore estimated as follows including on-costs where appropriate. Delivery of the above will ensure that the full benefits of FireWatch are achieved.

Table 2 – Cost of Delivery Total

Functionality to support integration to 4i Mobilising System (includes test environment, upgrades, specialist attributes)	£134,800
Retained Pay	£65,700
Self Service	£54,500
Staffing (2 years)	£207,400
10% Contingency	£46,200
Total	£508,600
Deduction of monies already allocated within the ITG budget	-£52,000
Grand Total	£456,600

7 RECOMMENDATIONS

7.1 The Fire Authority is recommended to:

- i. note the progress of the FireWatch project to date and the benefits delivered;
- ii. approve additional funding of £456,600 from the Improvement and Efficiency Reserve necessary to complete FireWatch Implementation;
- iii. note that the release of funding for the Self Service and RDS Pay modules is dependent on the delivery of a clearer benefits Realisation Plan that identifies cashable and non-cashable efficiencies; and
- iv. note that periodic reports on project delivery will be made to Scrutiny & Audit Panel.

FireWatch - an integrated resource management suite for fire & rescue

FireWatch® is an Enterprise Resource Planning & Management software solution that enables Fire and Rescue Services to streamline and integrate their operations across multiple departments.

It does so by providing within one integrated product suite the tools and real-time information needed to orchestrate 'joined-up' management of people, assets, skills and availability planning at an enterprise level.

FireWatch also supports the planning & management of emergency response, and collaboration with partner agencies for mobilisation and other functions.

Key FireWatch functions



HR & Contracts

The HR module holds organisational structure and individual employee data/personnel records, payments and salary calculations, and supports management of multiple contracts, incident/drill recording and recruitment. Acts as the source of base personnel, establishment and role data for other modules.



Payment Calculations

FireWatch supports automatic calculation of gross payments driven by event recording, drills, detachments, training, sickness and other configurable payment types, such as expenses. Supports Grey Book payment calculations in line with weekly wage system; supports back office staff in achieving streamlined payment practices.



Salary Calculations

FireWatch supports automatic gross salary calculation including (optionally) those based on an employee's Competencies and Role; supports salary administration, calculation authorisation and reporting, and helps administrative staff to efficiently and accurately manage staff salaries.



Availability Management

Availability supports time and attendance management for both operational and administrative staff, including a duty and rota planner. Provides support for flexible working patterns, annualised hours, dual/mixed whole-time and retained crewing, secondary crewed appliances, call sign priority, co-responder vehicles and resilience/staff-bank working practices.



Availability Map

Provides a Web-based geographical map/view of resources and assets, and includes auto refresh functionality for real-time status updates. This presents dynamically changing, strategic information to managers in an easily-consumable format, and also enables staff to book on/off directly from this area of the product. Supports multiple exception notifications based on change of appliance, qualifications or resource impacts.



Remote Booking

The Availability Service enables firefighters to remotely book on and off duty, and change their availability status in FireWatch, using pagers, text messaging or landline (third party service providers required). Includes functionality to alert the person booking off and managers regarding potential issues with crewing due to the impact.



Mobile Web Client

FireWatch offers a mobile Web Client that has been designed to support retained fire fighters in booking on/off using a mobile Web device, such as a smart phone or PDA. It features responsive UI design and scales to fit smaller devices, integrates with Availability Service to warn of booking impacts and feeds through impacts into availability figures.



Web-based Self-service

Allows employees to view and update their own personal information online, with the relevant notifications triggered. It provides access to areas including contact details, contracts, payments, training & development, holiday entitlement, and time management, and includes approval workflows for submission/processing of holidays, absences and training requests. Can be accessed via suitable Web browsers from remote locations.



Training & Development

Training & Development Module manages PDRs, NOS (or any role maps you wish to configure), NVQs, training centre resource management, assessments, and employee appraisals and performance reviews, including supporting documentation. Integrates with personnel management, event recording, drill recording, duty planner and other modules/functions.



Fleet Management

Fleet Management Module supports efficient planning, management and maintenance of fleet, including appliance availability, servicing, fuelling, barcode production and scanning, and audit processes. Also integrates with duty planner, personnel records and H&S to provide an overall organisation view of information.



Asset Management

Asset Management Module supports efficient planning, management and maintenance of assets, including: sites and buildings; operational, personal and general equipment; utility readings; barcode production and scanning; and audit processes. Also integrates with duty planner, personnel records and H&S to provide an overall organisation view of information.



Health & Safety

Health & Safety Module supports recording of Cause for Concern, Near Misses, Ill Health, Personal Injury, Equipment Failure and Vehicle Accident events. Can link Ill Health Events or Personal Injuries to Sickness, Assets or Incidents. This is delivered within a secure environment that protects employee confidentiality.



Occupational Health

Occupational Health functionality (located within the Health & Safety Module) enables you to securely manage encrypted medical records and vaccinations. OH also links to assets and sickness information, supports lifestyle assessments and recording, and welfare visits.



Reporting

Provides a comprehensive reporting tool for easy report production and template generation, with flexible export options, including PDF, Word, Excel, HTML, CSV and text. Assists with Government reporting across multiple departments and FireWatch functions. FireWatch also provides KPI displays for business critical areas, allowing senior managers to view engaging infographics and easily monitor status and trends.

Key FireWatch benefits

REDUCE RISK

FireWatch helps reduce risk

Industry sectors like the Fire and Rescue Service are continually faced with the challenge of managing and minimising operational risk within a 24x7 working environment.

Everyday our staff must put their lives on the line and respond to emergency situations. Senior managers must also be confident in their ability to deploy the right people, with the right skills, to the right jobs, and within target response times.

Enterprise visibility and control

To achieve this efficiently whilst still carefully managing operational risk, it is essential for decision-makers to have both a real-time and forward looking view of the status of resources across the enterprise - including both human and non-human assets.

FireWatch® enables Fire and Rescue Services to orchestrate the enterprise-wide management of people, assets, skills and availability planning/deployment within one integrated environment. This helps FRSs to reduce operational risk and improve safety across the service.

INCREASE EFFICIENCY

FireWatch helps us become more efficient

There is always a clear argument for driving business change that can increase efficiency and reduce cost, particularly within organisations that rely on Government funding and operate within tight budgets.

Within the Fire and Rescue Service there has in recent years been increasingly strong support shown by Central Government, Chief Fire Officers and their Deputies for business transformation projects aimed at achieving these goals.

Drive organisational change and transformation

FireWatch® is a solution that is perfectly aligned with this strategic vision, and has resultantly enjoyed great success: FireWatch has now achieved a market-share of around one third within the UK Fire and Rescue Service.

FireWatch provides a solution, designed specifically for the Fire and Rescue Service, that enables the efficient management and co-ordination of assets and resources across the enterprise - including people, skills, appliances/vehicles, equipment, buildings and other key information.

It also supports closer collaboration with partner agencies, including joint mobilisation projects.

IMPROVE DATA QUALITY

FireWatch helps improve data quality

Quality, real-time management information drawn from accurate data underpins the ability to make effective strategic decisions.

Being able to provide the right management information, in a timely manner, to senior staff is a challenge that all business and organisations face - not just ESFRS.

But in emergency services the stakes are clearly very high if those driving the organisation forward at policy and senior operational level cannot access this essential resource.

Real-time picture of organisation status

FireWatch® provides access to real-time data on availability of resources, and supports reporting across core departmental areas, including staffing levels/availability, recruitment, training and development, payments, health and safety, occupational health, and assets such as PPE, fleet and buildings.

Where appropriate, the system also stores information once and reuses and updates the view of that data in multiple areas to improve accuracy as well as efficiency.

This ensures that senior managers are looking at a true picture of their organisation, and also helps them to meet compliance and Government reporting requirements.

BUSINESS TRANSFORMATION

FireWatch support business transformation

Business transformation is a fundamental change to the way an organisation operates, focused on aligning activities relating to people, process and technology more closely with strategy and vision.

Technology can be an important agent of such change, providing an underpinning framework to assist organisations in deploying new and improved business processes, improving collaboration and integrating teams.

FireWatch® is a solution ideally placed to help ESFRS drive significant changes in the way human resources, assets and information, and their complex interactions, are managed across multiple departmental areas.

FireWatch embeds best-practice processes, integrates previously disparate departments and workflows, and provides accurate, real-time management information that can form the basis of improved strategic decision-making.

INTEGRATION

FireWatch enables greater collaboration and an integrated approach

Historically, Fire and Rescue Services have followed an approach of each internal department purchasing solutions for their own function, often resulting in a very disconnected environment.

In reality, the functions and tasks being performed by these departments are actually all part of common processes to fulfil resourcing requirements.

Eliminate 'silo' working practices

FireWatch® is an integrated suite of modules designed to eliminate 'silo' working practices and increase collaboration across teams and departments.

Key benefits are: joined-up processes, people, information and systems - enabling the Fire and Rescue Service to create one enterprise-wide environment for efficient resource management.

ESFRS FireWatch

FireWatch is the market leader for Fire & Rescue Enterprise Resource Management. Around a third of UK Fire Services now use the FireWatch software. ESFRS bought the FireWatch ERP in 2011 and it has fast become an integral pillar IT system. It is used Service-wide by all staff groups for a variety of reasons.

FireWatch is the HR and Learning & Development Management system; crucial information such as personnel records, contracts, sickness, management of working time and absence, operational competency and qualifications, and operational training records are accessed on a day to day basis.

It is the ESFRS Resource Management System of real time operational crewing and availability for all Wholetime, Retained, Control, and on call Officers.

Example of FireWatch: Retained Availability

2016 saw the implementation of RDS Availability on FW. Prior to FireWatch, availability of staff and appliances at our Retained stations was managed locally on station on paper and whiteboards. This meant there was no Service-wide view of what the availability of these 18 stations was like at any given time. Due to the complexity of this huge organisational change, this part of the project has been broken down into 3 stages as follows;

Stage 1 – to introduce and train all RDS (and DayCrewed) staff to understand and use the FireWatch system to both manage and view availability of crew and appliances. This stage would also introduce staff to remote booking on and off via SMS text or internet based application from any location at any time. RDS employees will still book appliances on and off the run with SCC via a physical telephone call.

Stage 2 – SCC to use FW to view station and appliance availability. Changes to availability will be presented to SCC via a real time notification and change log and will provide an accurate view of resources available across the service. RDS employees will no longer have to book appliances on and off the run with SCC via a physical telephone call.

Stage 3 – Full automated integration between FW and the new mobilising system.

This implementation is now entering **stage 2**. This has been a significant shift in working practice and process and, as we move into the next stages we will continue to improve the resilient, efficient and swift operational response for our communities.

EAST SUSSEX FIRE AUTHORITY

Date: 7 December 2017

Title of Report: Review of Attendance Standards Consultation

By: Mark O'Brien, Interim Assistant Chief Fire Officer

Lead Officer: Liz Ridley, Assistant Director Planning & Improvement

Background Papers None

Appendices Appendix A – Fire Incident Response Times: April 2015 to March 2016, England (Home Office Report)
 Appendix B – ADF Fatality Rate 2015-16
 Appendix C – Attendance Standards Review Consultation Document Draft

Implications

CORPORATE RISK	✓	LEGAL	
ENVIRONMENTAL		POLICY	✓
FINANCIAL		POLITICAL	✓
HEALTH & SAFETY		OTHER (please specify)	✓
HUMAN RESOURCES		Service Delivery	
		CORE BRIEF	

PURPOSE OF REPORT To seek approval for the Attendance Standards Review consultation process.

EXECUTIVE SUMMARY Following the completion of the review of attendance standards commissioned in the Integrated Risk Management Plan (IRMP) 2017-2020, proposals are now ready for final staff, public and stakeholder consultation.

RECOMMENDATION Members are recommended to:

- i. approve the draft plan for consultation;
- ii. approve the proposed 8 week consultation period; and
- iii. approve the consultation and communications plan.

1 INTRODUCTION

1.1 Background

Since departing from the National Standards of Fire Cover, we have locally set our own attendance standards as detailed in the following timeline:

2004-2005

- Set performance standard for attendance to Road Traffic Collisions (50% in 8 min, 90% in 13 min)

2006-2007

- Speed
 - o "Life-threatening incidents" defined (dwelling fires & road traffic collisions). Incidents classified as life-threatening will attract the following minimum standard speed of response:
 - 50% of calls in 8 minutes
 - 90% of calls in 13 minutes
 - o Non life-threatening incidents will attract a minimum standard response of
 - 90% of calls in 15 minutes
- Weight
 - o Maintain a minimum attendance of 8 firefighters as the initial response to dwelling fires and road traffic collisions on 90% of occasions.

April 2011

- Speed
 - o Life-threatening will attract the following standard speed of response:
 - o 1st appliance:
 - 60% of calls in 8 minutes
 - 90% of calls in 13 minutes
 - 2nd appliance:
 - 50% of calls in 8 minutes
 - 80% of calls in 13 minutes
 - o All incidents attended within 20 minutes on 95% of occasions

- Weight

Maintain a minimum attendance of 8 firefighters as the initial response to dwelling fires and road traffic collisions on 90% of occasions.

- 1.2 Due to a number of operational policy changes, the above standards were no longer fit for purpose. For example, in May 2014 the Policy and Resources Panel agreed to mobilise a single pumping appliance (minimum crew of 4) to calls from Automatic Fire Alarm Detection systems unless a caller could confirm the call was a false alarm, in which no appliance would be mobilised. Since late 2015, we have been reporting against the Home Office's average response times. These were adopted to allow the public to benchmark performance against national data. As a result, the IRMP 2017-2020 commissioned to undertake a comprehensive review of our attendance standards, taking into account the success of the Service's reduction of false alarms and its change in resources mobilised. Feedback received during pre-consultation, engagement with

our staff and stakeholders showed support for developing new variable standards based on either risk by area or by local fire station duty type.

2 **SCOPE**

2.1 The following activities were within the original scope of the review and have been actioned and completed:

- Carry out stakeholder analysis and engagement activities with operational staff at various levels and locations, to shape and agree direction of review and to provide operational expertise and local knowledge.
- Engage with communications manager to identify challenges re public acceptance/understanding of new standards during consultation.
- Research comms and engagement and standards in place in other FRSs.
- A Service-wide breakdown of incidents by type and by location (location can include incidents occurring within a particular station admin area, or incidents attended by a particular station across a number of station areas split by 'own' vs. 'foreign' areas.)
- Identify which incidents typically pose a threat to life (fatalities, casualties and/or rescues) in order to define what is encapsulated in the term 'life-threatening incident'.
- Analysis of the impact of reporting on initial call type vs. final classification.
- Analysis of current response times achieved, broken down by area (incl. station area and (super) output area) and duty type.
- Analysis to identify the broader range and location of risk across the Service area e.g. location of vulnerable population, RTC risk, heritage risk, water-related risk, environmental risk, commercial risk etc.
- Consider housing development proposals and infrastructure changes.
- Identifying what appliance types should be monitored and the metrics involved (e.g. only pumping appliances vs. special appliances and whether distinct standards apply to 1st and/or 2nd appliances or utilise lag/phase time between 1st and 2nd appliances).
- Appraisal of options and recommendations.
- Assess costs, risks (including reputational risk) and benefits of each identified option

3 **NATIONAL CONTEXT**

3.1 Appendix A contains the Home Office Report: Fire Incident Response Times: April 2015 to March 2016, England, which shows that, overall, response times to fires have increased gradually over the past 20 years but did show slight decreases for some types of fire between 2014/15 and 2015/16.

3.2 Appendix B shows ESFRS accidental dwelling fire fatalities within the context of national figures and family group 2 figures.

3.3 Our Accidental Dwelling Fire (ADF) fatality rate in 2015/16 was 1 per 414,650 population, compared to national figures of 1 per 286,840 and family group 2 figures of 1 per 255,497.

4 **REVIEW ANALYSIS**

- 4.1 Comprehensive analysis was undertaken, as detailed in the scope, which was then presented to and discussed with a working group formed from staff volunteers across the Service.
- 4.2 Further staff engagement was then undertaken with Borough Commanders in a similar format and the results were discussed at CMT.

5 **PROPOSALS FOR CONSULTATION**

- 5.1 Having considered all staff input, national and local data and following full discussion at CMT in July and September, it is recommended that the following options are consulted on. In particular:

- whether the call-handling time should or shouldn't be included
- whether there should be a standard set for the second fire appliance or not
- whether we move to stretched/aspirational targets or not

The options are detailed in the table below. For clarity, "On-station response" refers to when staff are on the fire station and respond immediately, "on-call response" is when they are alerted by pager and need to travel from home or their workplace to the fire station first.

Call-handling time included		Call-handling time not included	
1 st fire appliance		1 st fire appliance	
On-station response	10 minutes 70% of the time	On-station response	10 minutes 80% of the time
On-call response	15 minutes 70% of the time	On call response	15 minutes 80% of the time
2 nd fire appliance		2 nd fire appliance	
15 minutes 70% of the time		15 minutes 70% of the time	

- 5.2 During the last Members Seminar on 17 November, Members noted that the above proposed standards could probably be met comfortably, particularly in the areas typically covered by wholetime shift firefighters e.g. The City of Brighton & Hove.

There is the opportunity, having taken these views on board, to stretch the above 'standard' targets into 'aspirational' targets to ensure that we hold to our commitment to deliver high performing services. These 'stretched targets' are shown in the following table.

Call-handling time included		Call-handling time not included	
1 st fire appliance		1 st fire appliance	
On-station response	10 minutes 80% of the time	On-station response	10 minutes 85% of the time
On-call response	15 minutes 75% of the time	On call response	15 minutes 80% of the time
2 nd fire appliance		2 nd fire appliance	
15 minutes 70% of the time		15 minutes 75% of the time	

- 5.3 East Sussex Fire Authority and East Sussex Fire and Rescue Service have a stated purpose of: 'We make our communities safer'. We want to improve the way we involved the public and local groups in our work.

Therefore, in addition to the specific questions around the proposed attendance standards, it is recommended we ask the public what else we can do and if they would be interested in any of the following:

- Online forum
- Citizen panel which meets in person
- Regular surveys
- "Ask the Fire Authority" sessions
- Attending roadshows in your area
- Some other way.

- 5.4 It is proposed that the consultation length is 8 weeks, commencing on Monday 08 January 2018 and closing on Monday 05 March 2018. The results of the consultation will be reported to the Fire Authority meeting on 14th June 2018.

- 5.5 Previous Government guidelines in 2013 stated: *'The timing and length of a consultation should be decided on a case-by-case basis; there is no set formula for establishing the right length. In some cases there will be no requirement for consultation, depending on the issue and whether interested groups have already been engaged in the policy making process.'*

- 5.6 Updated advice in 2016 states: *'Judge the length of the consultation.....taking into account the nature and impact of the proposal.'*

- 5.7 We have conducted a programme of pre-consultation engagement and therefore, stakeholders and staff will already be familiar with some of the subject matter and indeed have already given feedback on its development. However, as mentioned in the communications section, we can anticipate interest in our performance as this consultation increases the transparency of our response times in different situations.

- 5.8 East Sussex Fire & Rescue Service has been running consultations for Integrated Risk Management Plans and Service Reviews for many years and has found the following trends in responses to be typical:

- Interested parties respond very quickly, sometimes using more than one method of communication
- Any media coverage is usually immediate and will raise the public's interest very quickly after information is released
- People who attend the focus groups, forums and staff meetings tend to respond straight afterwards once information has been received and discussed
- Once initial meetings and communications have been sent, reminders do elicit further interest but at a very much lower level than the first responses
- During the last 2 or 3 weeks of the consultation period there is very little interest and requests for information have usually died down completely
- Regardless of the timescale there will always be people who respond after the deadline resulting in their responses being too late to be included in the resulting report. This, however, is usually very low i.e. the Hastings Review received 3 responses after the consultation had closed.

5.9 Expert Advice

Over the past few years we have worked very successfully with Opinion Research Services (ORS) on consultation and having asked their advice on holding an 8 week process they offered the following:

'...we are currently undertaking a consultation for a group of councils that is likely to be far more controversial than yours and they are only out for eight weeks. Similarly, Hereford and Worcester are out to consultation at the moment on merging three (fire) stations into a new 'emergency services hub' and they too are out for eight weeks. They would have gone for six but for the school holidays.'

- 5.10 It is felt that our proposed combination of consultation methods, each providing early opportunities to provide information to all audiences, using multiple channels and various communication styles, will allow stakeholders sufficient time to provide a considered response within an 8 week consultation period.

6 **CONSULTATION METHODS**

- 6.1 It is recommended that the consultation will follow a similar format to that undertaken for the latest IRMP document which received very positive response rates (over 500) and was shown to reach a wider audience than previous consultations. The following methods are suggested:

- Publication of the relevant documents on the Service web site
- An online questionnaire hosted by Opinion Research Services (ORS)
- Service Brief publications
- Emails/letters to councillors, businesses, stakeholders and community groups inviting them to view and consult on the review online
- Fire Authority Member engagement
- Staff forums conducted in house if required
- A stakeholder forum and 3 public focus groups facilitated by ORS

- 6.2 We are also proposing to run six additional roadshows across the Service area. The aim of these will be to:

- engage with members of the public in the main centres of population across the six local authority areas
- be visible at locations with a high footfall by a range of local people (e.g. supermarkets).
- be visible at times when there were likely to be greater numbers of people in the area, such as market days or lunchtimes.

The roadshows will be run by ESFRS staff from the Planning & Improvement and Communications & Marketing Teams. The aim is to engage with members of the public, informing them of the consultation process and to encourage them to respond by completing the questionnaire. At each of the six locations, they will distribute 250 ESFRS labelled bags, containing a copy of the consultation document, the ORS paper questionnaire with freepost envelope, along with a number of relevant safety messages etc.

This approach has been used successfully by Cheshire Fire and Rescue Service where, during their last consultation, it produced an uplift in the response rate to 16.4%, which is above average for the typical 10% response rate for postal surveys.

- 6.3 The estimated cost of the consultation is approximately £22k – (£18k for services provided by ORS, £4k in house) which will be met from existing budgets.

7 COMMUNICATIONS

- 7.1 This consultation presents different challenges to previous exercises. A careful explanation is needed to ensure that the public understand we are not changing our response itself but the way we measure our response.

We can anticipate there will be some concern from those living in rural communities who were previously unaware that our response standards were an average across the whole of the Service. In the eyes of some it may be assumed that our response is worsening or we are downgrading our response. This is not the case and we must make this clear.

It is especially important to engage with community leaders, including town and parish councils as these will be a key route to rural communities in particular.

7.2 Objectives

There are a number of key objectives for our communications plan:

- To contextualise and explain attendance standards
- To encourage participation in the consultation
- To ask how stakeholders would like to engage with the Fire Authority in future.

7.3 Increasing reach

We will make information readily available in a range of formats.

We have previously deployed free or low cost options and will repeat the most successful routes for engagement again.

7.4 Digital Communication

The website will act as a central hub for information about the consultation and attendance standards.

It will also include a link to the online survey once it is opened as well as videos, posters and leaflets. We will use social media campaigns including Facebook advertising to target members of the public who do not already follow our work. We will promptly answer any questions raised and signpost people to further information.

7.5 Media engagement

The media is a very powerful route to a wide range of audience groups and proved successful at reaching a different audience to that reached by digital communications. Interviews and press releases will be made available along with fact sheets and graphics. There will be media monitoring in place to help measure the reach of this

form of communication and help identify areas where we may need to promote the consultation further.

7.6 Stakeholder engagement

As mentioned above, stakeholder engagement is a key strand of this communication plan. In order to support stakeholder engagement we will produce the following supporting materials:

- Posters
- Flyers
- Videos
- Information for newsletters and websites

We will directly email a number of key stakeholders including but not limited to: Councils including Parish Councils, charities and support groups and partners.

- 7.7 We will support face to face engagement by Fire Authority members and ESFRS staff by producing packs which contain the relevant information and promotional materials.
- 7.8 Libraries will be sent a copy of the consultation along with posters and flyers for display purposes.
- 7.9 Following collation and analysis, the consultation results will be reported to the Fire Authority on 14 June 2018 where the preferred option will be agreed or amended accordingly. The new standards will then come into effect immediately and will form the basis for performance reporting for the financial year 2018-19.

8 RECOMMENDATIONS

- 8.1 Members are recommended to:
- i. approve the draft plan for consultation;
 - ii. approve the 8 week consultation period; and
 - iii. approve the consultation and communications plan.



Home Office

Fire Incident Response Times: April 2015 to March 2016, England

Statistical Bulletin 01/17

Produced by the Fire Statistics team

FireStatistics@homeoffice.gsi.gov.uk

020 7035 5022

19 January 2017

Key findings

1.1. Response times by type of fire attended

- Overall, response times to fires have increased gradually over the past 20 years, but did show slight decreases for some types of fire between 2014/15 and 2015/16.
- The average response time to **primary fires** (more serious fires that harm people or cause damage to property¹) in England in 2015/16 was 8 minutes and 47 seconds, an increase of 3 seconds since last year and an increase of 31 seconds since 2010/11.
- Two types of primary fires showed a slight decrease in response time (**dwelling, other buildings**) in 2015/16 (Figure 1).
- Response times to **secondary fires**² (can broadly be thought of as smaller outdoor fires, not involving people or property) have increased by 11 seconds, to 9 minutes and 13 seconds since last year. This is an increase of 38 seconds since 2010/11.

1.2. Response times by type of fire and rescue authority (FRA)

- Fire and rescue authorities (FRAs) in **predominantly urban areas** had the lowest average response time, of 7 minutes 46 seconds in 2015/16. This was an increase of 2 seconds and 24 seconds since 2014/15 and 2010/11 respectively.
- This compares with 10 minutes 44 seconds response time in **predominantly rural areas**, a decrease of 6 seconds since 2014/15 and an increase of 33 seconds since 2010/11.
- Response times in **significantly rural FRAs** was 9 minutes and 45 seconds in 2015/16, an increase of 13 seconds and 48 seconds since last year and five years previously, respectively.

2. Distribution of response times

- In 2015/16 for most fire incident types the majority of incidents were responded to within 7 minutes. However, for other outdoor fire³ incidents, the majority were responded to within 8 minutes.

3. Response times and outcome measures

- The average response time to **dwelling fires involving casualties and/or rescues** in England in 2015/16 was 7 minutes 34 seconds. This is unchanged compared with 2014/15 and an increase of 26 seconds since 2010/11 (Figure 5).

¹ For more detailed technical definitions of different types of fire, see the [Fire Statistics Definitions document](#).

² This excludes chimney fires. For a full definition of chimney fire, please refer to the definitions document.

³ Other outdoor fires are fires in either primary outdoor locations, or fires in non-primary outdoor locations that have casualties or five or more pumping appliances attending. For a full definition of other outdoor locations, please refer to the definitions document.

Introduction

This statistical release presents Official statistics on fire incident response times between April 2015 and March 2016. It focusses on trends in average response times in England, at the national level.

This publication defines response time as the duration from time of call to time of arrival of the first vehicle at the scene of the incident. Other sources, such as the fire and rescue authorities (FRAs) themselves, may use different definitions.

This publication is accompanied by reference data tables. All fire statistics tables can be found at: www.gov.uk/government/statistical-data-sets/fire-statistics-data-tables

The following tables have been updated as part of this publication:

FIRE: 0204, 0305, 1001, 1002, 1003, 1004, 1005, 1006, 1007, 1008, 1009, 1403.

These tables include data on FRA areas. When attempting to compare response times between different geographical areas, it is important to consider that there are a range of factors that affect average response times, for example, population density and firefighter crewing arrangements.

Each time a fire and rescue service (FRS) attends an incident in England, details of that incident are uploaded to the Home Office's Incident Recording System (IRS) by the FRS. The IRS is used as the source for all the statistics in this publication. More information on the IRS can be found at:

www.gov.uk/government/publications/incident-recording-system-for-fire-and-rescue-authorities

It should be noted that because records of incidents are added and edited constantly throughout the year, revisions to the details of incidents occur regularly. As such, the figures for 2015/16 in this publication and supporting tables are deemed provisional and some figures for 2014/15 have been revised since the last publication. The data in this release is consistent with the IRS as at 4th August 2016.

Around 15% of incidents were excluded for the purpose of analysis. For more detail on these exclusions, please refer to the [technical note](#).

Definitions for terms used throughout this publication can be found in the accompanying Fire Statistics Definitions document on this page:

www.gov.uk/government/statistics/fire-statistics-monitor-april-2015-to-march-2016

Contents

1	Response times	4
2	Distribution of response times	6
3	Response times and outcome measures	8
4	Further information	10

1 Response times

1.1. Response times by type of fire attended













The average response time to primary fires (more serious fires that harm people or cause damage to property⁴) in England in 2015/16 was 8 minutes and 47 seconds, an increase of 3 seconds since last year and an average increase of around 6 seconds per year since 2010/11.

Response times to secondary fires (can broadly be thought of as smaller outdoor fires, not involving people or property⁵) have increased by 11 seconds, to 9 minutes and 13 seconds since last year. This is an average increase of around 8 seconds per year since 2010/11.

Overall, response times to fires have increased gradually over the past 20 years. A range of possible factors could contribute to this. These may include changing traffic levels, health and safety policies, 'drive to arrive' policies and control staff typically asking more questions of the caller to better assess the risk and attendance needed. However, it is difficult to isolate the impact of any of these individual factors, and there may also be other factors, locally or nationally, which affect response times.

Some response times did show a decrease for some types of primary fires (dwellings, other buildings) in 2015/16 (Figure 1). It's too early to say whether these decreases are a one-off fluctuation or a change in the longer-term trend. Table 1 provides a summary of the trends in the last year for response times to fires.

Table 1⁵: Response times to fires by type of fire⁶ in 2015/16, with a summary of trends; Source table FIRE1001

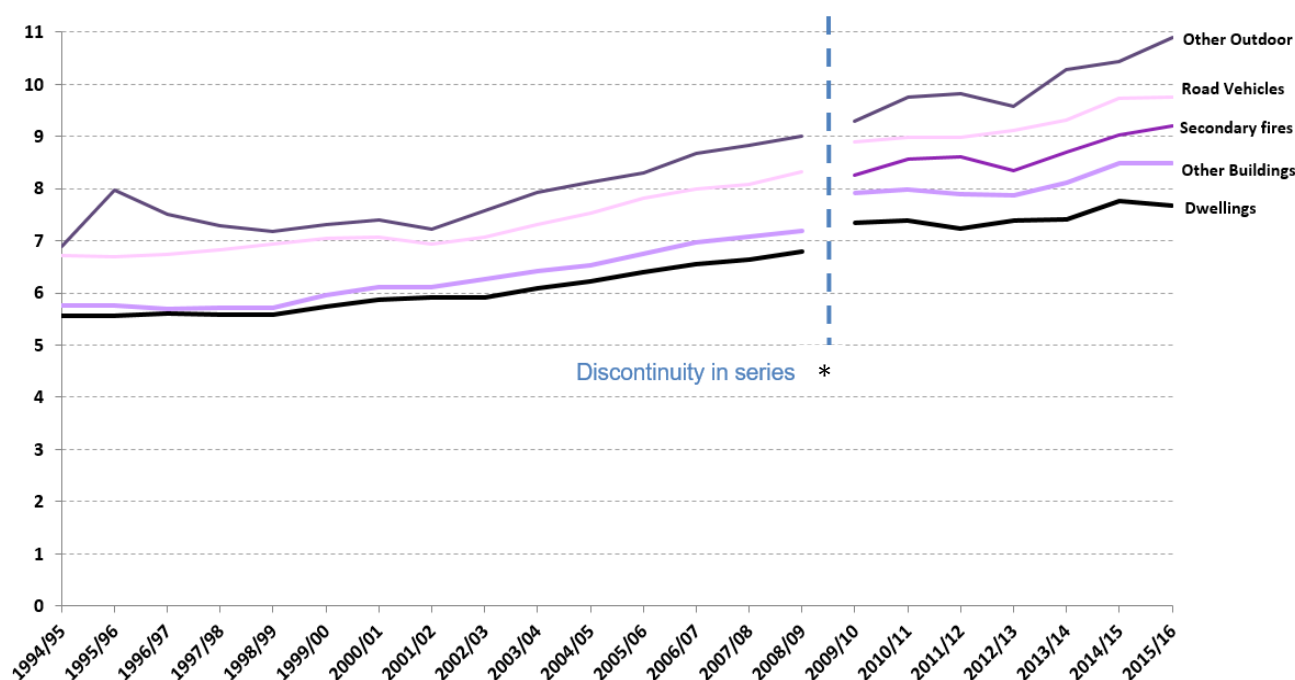
Type of Fire	2015/16	Change since 2014/15	Change since 2010/11
Primary	8 minutes 47 seconds	3 seconds 	31 seconds 
Dwelling	7 minutes 41 seconds	4 seconds 	17 seconds 
Other building	8 minutes 29 seconds	1 second 	30 seconds 
Road vehicle	9 minutes and 46 seconds	2 seconds 	47 seconds 
Other outdoor	10 minutes and 54 seconds	28 seconds 	1 minute 8 seconds 
Secondary	9 minutes 13 seconds	11 seconds 	38 seconds 

⁴ For more detailed technical definitions of different types of fire, see the [Fire Statistics Definitions document](#).

⁵ This excludes chimney fires. For a full definition of chimney fire, please refer to the definitions document.

⁶ Arrows in this table are not to scale. Arrows pointing upwards indicate an increase and arrows pointing downwards a decrease in response time. None of these figures have been tested for significance.

Figure 1: Average response times (minutes) by type of fire, in England, 1994-95 to 2015/16; Source table FIRE1001



*Please see technical note on the discontinuity in series.

1.2. Response times by type of fire and rescue authority (FRA)

Of the 46 fire and rescue authorities (FRAs), 24 showed a decrease in average response time to primary fires between 2014/15 and 2015/16, 21 showed an increase and one showed no change.

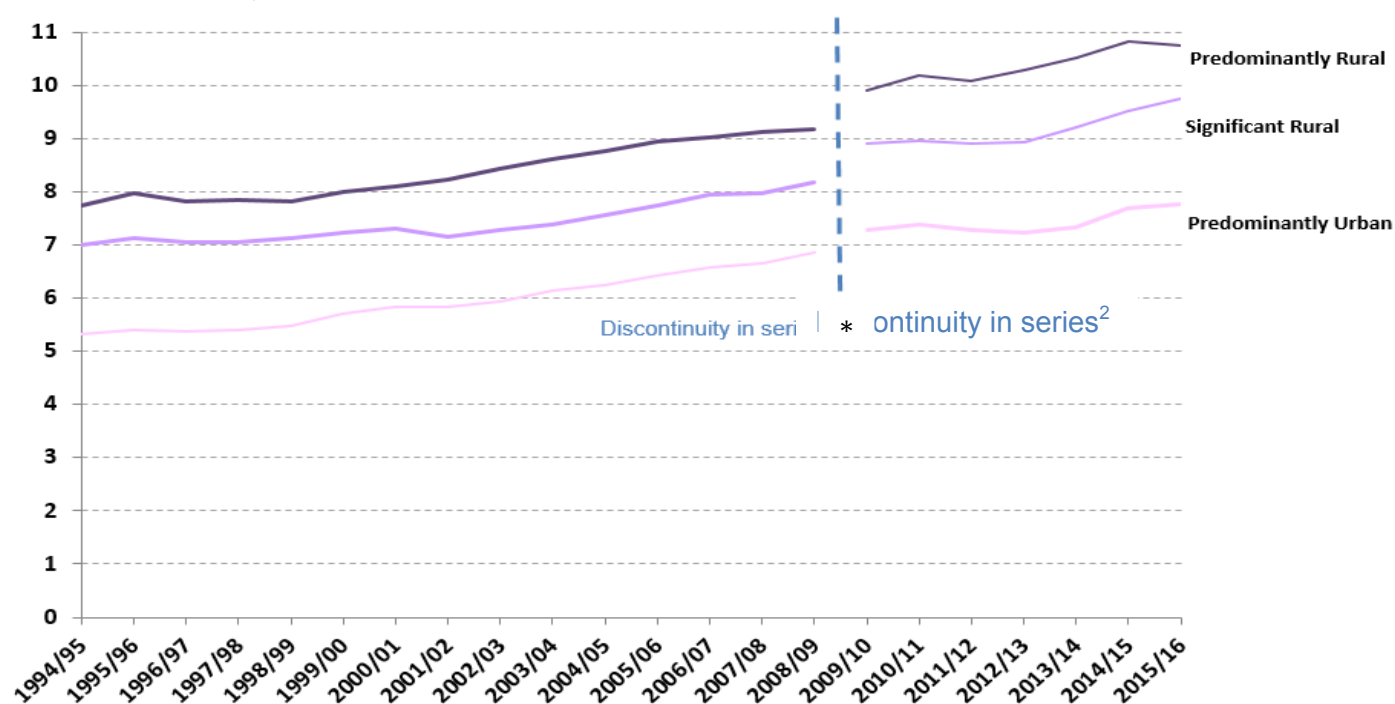
FRAs can be split into rural-urban classifications defined by the Department for Environment, Food and Rural Affairs (DEFRA)⁷. As shown in figure 2, average response times are lower in predominantly urban areas. The difference in average response times between predominantly urban and predominantly rural fire authorities has been around two to three minutes every year since 1994/95. All three types of FRAs, as defined by the DEFRA classification, have shown gradual increases in average response time over the past twenty years. Significantly rural and predominantly urban areas recorded their highest figure over twenty years in 2015/16. Predominantly rural areas showed their highest figure over this time in 2014/15 and had a slight decrease in 2015/16.

The average response time in England during 2015/16 in:

- Predominantly rural FRAs was 10 minutes and 44 seconds, a decrease of 6 seconds since 2014/15 and an increase of 33 seconds since 2010/11;
- Significantly rural FRAs was 9 minutes and 45 seconds, an increase of 13 seconds and 48 seconds since last year and five years previously, respectively;
- Predominantly urban FRAs was 7 minutes 46 seconds, an increase of 2 seconds and 24 seconds since 2014/15 and 2010/11, respectively.

⁷ As defined by the Department for Environment, Food and Rural Affairs: 2011 Rural-Urban Classification of Local Authorities and other geographies

Figure 2: Average response times (minutes) by FRA type, in England, 1994-95 to 2015/16; Source table FIRE1003



*Please see technical note [here](#) on the discontinuity in series.

2 Distribution of response times

Figures 3 and 4 show the distribution of incidents by one minute response time bands for fires in dwellings and other buildings. The shapes of the curves reflect both the long-term reduction in the total number of fires between 2005/06 and 2015/16 (decrease of 32% and 45% for dwelling and other buildings, respectively) and the increasing response times to these fire incidents. In 2015/16 for most fire incident types the majority of incidents were responded to within 7 minutes. However, for other outdoor fire³ incidents, the majority were responded to within 8 minutes.

- In 2015/16 41% (22,500) of primary fires were responded to within 7 minutes or less. This compares to 42% (22,000) in 2014/15 and 46% (31,700) in 2010/11.
- Secondary fires were responded to within 7 minutes or less in 35% (27,700) of incidents in 2015/16 and 37% (27,100) of incidents in 2014/15. This compares with 42% (49,500) of incidents five years previously.
- For dwelling fires 51% (10,700) of incidents were responded to within 7 minutes. This is unchanged since 2014/15 (10,700) and compares to 56% (13,400) five years previously.
- 43% (5,200) of response times to other building fires were within 7 minutes in 2015/16, compared with 44% (5,000) the previous year and 49% (7,600) in 2010/11 (Figure 4).

- In 2015/16 33% (5,300) of road vehicle fires were responded to in 7 minutes or less. This compares to 32% (5,000) in 2014/15 and 39% (8,400) in 2010/11.
- The proportion of other outdoor fire incidents responded to in 7 minutes or less was 25% (1,300) in 2015/16, 27% (1,200) in 2014/15 and 32% (2,200) five years previously.

Figure 3*: Number of incidents in one minute response time bands for fires in dwellings, England, 2005/06 to 2015/16; Source table FIRE100

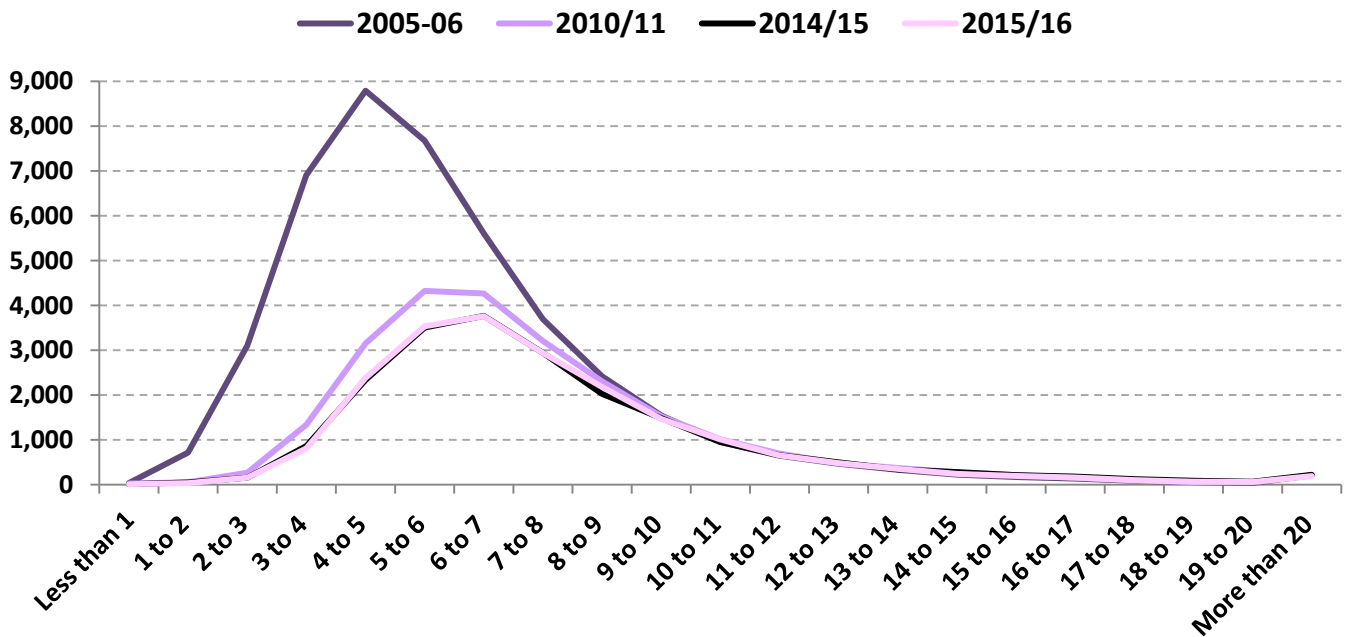
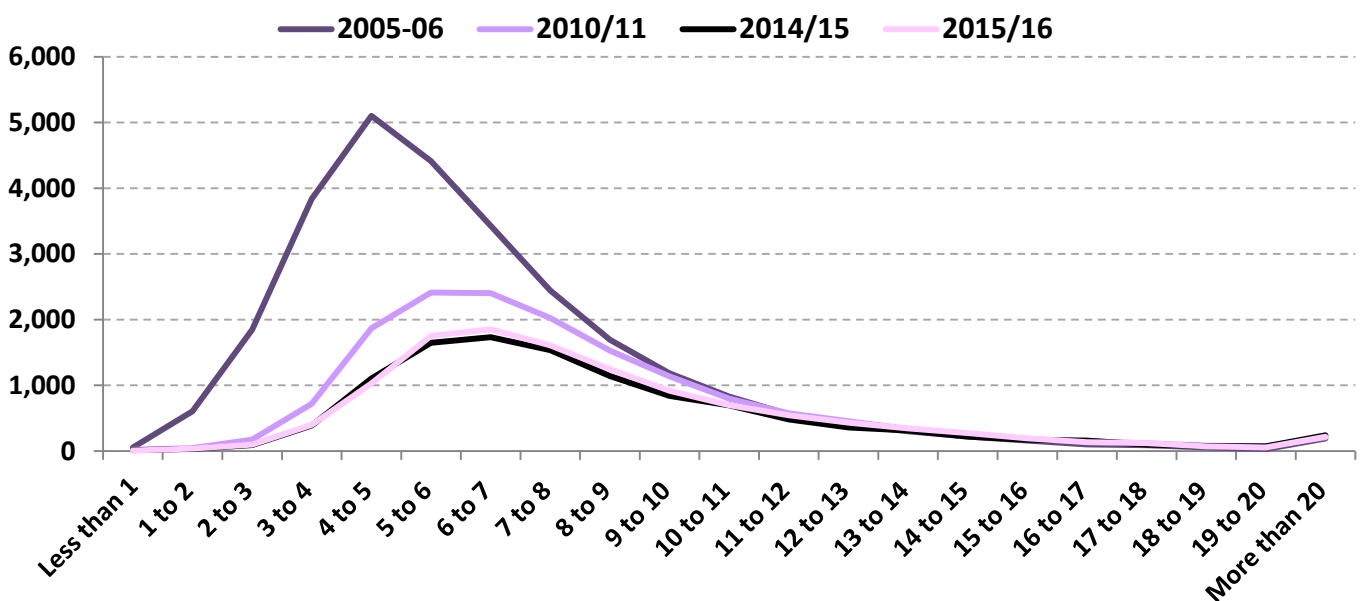


Figure 4*: Number of incidents in one minute response time bands for fires in other buildings, England, 2005/06 to 2015/16; Source table FIRE1004



*Please note that in these figures each incident is recorded by the midpoint of each response time band.

3 Response times and outcome measures

It is difficult to isolate the impact of a change in response times, as there is not a straightforward relationship between response times and the outcomes of a fire. However, some measureable outcomes include fire fatalities, fire casualties and the extent of fire damage. This section compares the trends in these outcomes with the trends in response times.

There has been a long-term increase in response times over the last 20 years whilst the number of casualties, fatalities and extent of fire damage have shown a long-term downward trend over this period.

In 2015/16 the number of fire-related fatalities in England increased by 15% (an increase of 39 since 2014/15) and the number of non-fatal casualties increased by 1% (an increase of 56 since 2014/15) compared with 2014/15⁸. Within the overall long-term downward trend, there have been previous year-on-year fluctuations in fatalities. It's too early to say whether the increase in 2015/16 is a one-off fluctuation or a change in the longer-term trend.

The extent of damage (due to smoke, heat, flame and water) to dwellings and other buildings has generally fallen over the same time frame.

Dwellings:

- The average response time to dwelling fires involving casualties and/or rescues in England in 2015/16 was 7 minutes 34 seconds. This is unchanged compared with 2014/15 and an increase of 26 seconds since 2010/11 (Figure 5).
- The number of fatal casualties in dwelling fires has increased by 17.4% (34 fatalities) since 2014/15, whilst the number of non-fatal casualties (excluding those requiring first aid or precautionary checks) has decreased by 3.4% since 2014/15.
- In 2015/16 the average area of fire damage to dwellings (excluding those over 5,000m²) in England decreased by 3.9% compared with 2014/15, while the average response time to dwelling fires decreased by 0.6% (4 seconds) over the same time.

Other buildings:

- The average area of fire damage to other buildings (excluding those over 1,000m²) decreased by 1.0% since 2014/15, while the average response time to other building fires decreased by 0.1 % (1 second) over the same time (Figure 6).

Note that figures 5 and 6 use measures that exclude dwellings with more than 5,000m² of damage and other buildings with more than 1,000m² of damage because fires of these sizes can skew the averages; however, for completeness, other measures are available in tables 0204 and 0305, which accompany this release. It should be noted that this excludes less than 0.01% of dwelling incidents and 1% of other building incidents.

⁸ <https://www.gov.uk/government/statistics/fire-statistics-monitor-april-2015-to-march-2016>

Figure 5: Response times and outcome measures for dwelling fires, England, 1994/95 to 2015/16 (Index 1994/95 = 100); Source tables FIRE1002, FIRE0204

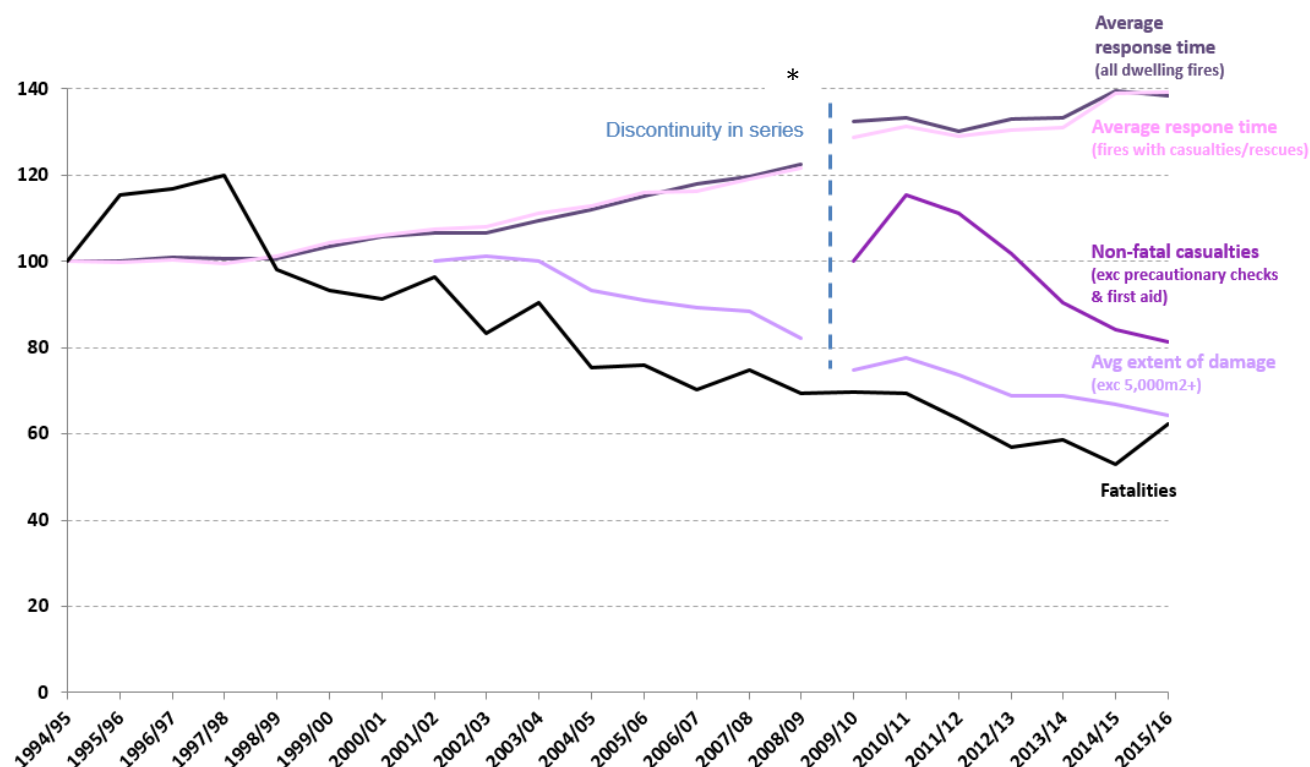
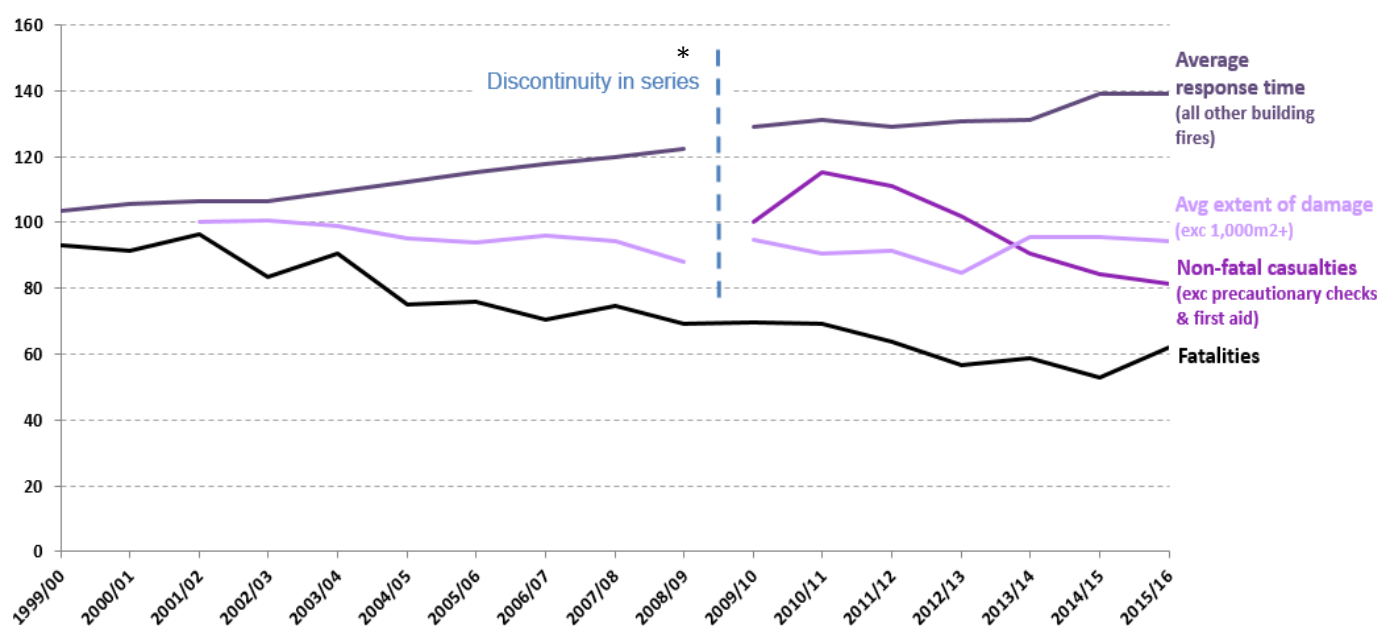


Figure 6: Response times and outcome measures for other building fires, England, 1999/00 to 2015/16 (Index 2009/10 = 100); Source table FIRE0305



*Please see technical note [here on the discontinuity in series](#). Data for non-fatal casualties are only available since 2009/10.

4 Further Information

Guidance for using these statistics and other fire statistics publications can be found on the fire statistics collection page: www.gov.uk/government/collections/fire-statistics and all the fire statistics tables can be found at:

www.gov.uk/government/statistical-data-sets/fire-statistics-data-tables

Media enquiries via Home Office news desk:

Office hours: 020 7035 3535; 7am-8pm Monday-Friday

Out of hours: 07659 174240

Statistical or public enquiries:

The responsible statistician for this publication is Georgina Smalldridge.

To contact the Fire Statistics team:

Email: FireStatistics@homeoffice.gsi.gov.uk;

Telephone: 020 7035 5022

The information published in this release is kept under review, taking into account the needs of users, burdens on suppliers and producers, in line with the Code of Practice for Official Statistics. Feedback and proposals for future changes, are welcome.

If you have any comments, suggestions or enquiries, please contact the team via email using FireStatistics@homeoffice.gsi.gov.uk or via the [user feedback form](#).

Statistical Bulletins are prepared by staff in Home Office Statistics under the National Statistics Code of Practice and can be downloaded from GOV.UK:

www.gov.uk/government/organisations/home-office/about/statistics

ISBN: 978-1-78655-331-7

ISSN: 1759-7005



© Crown copyright 2016

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3 or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: psi@nationalarchives.gsi.gov.uk.

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

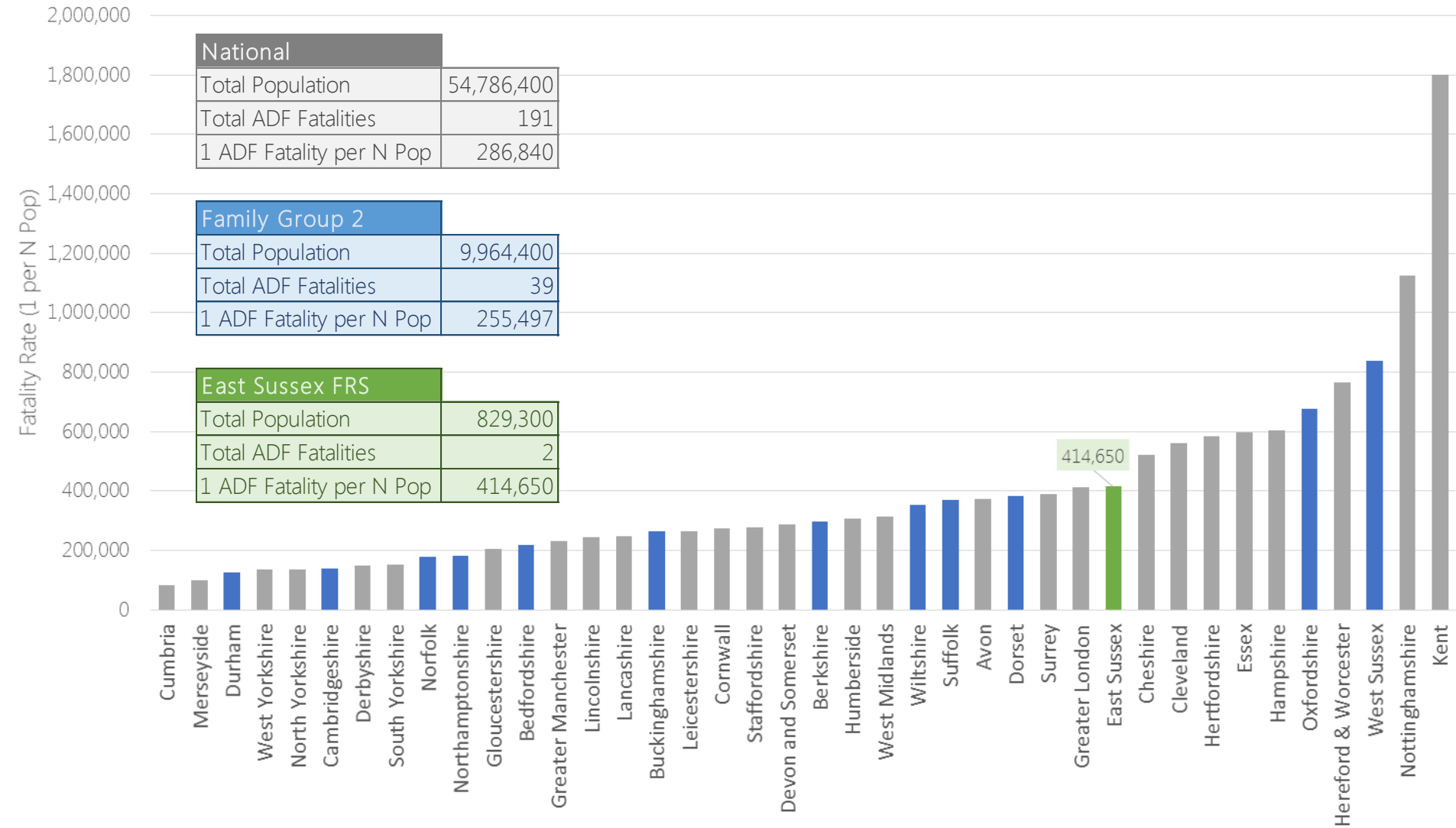
Appendix B

ADF Fatality Rate (1 death per N population) 2015-16

National	
Total Population	54,786,400
Total ADF Fatalities	191
1 ADF Fatality per N Pop	286,840

Family Group 2	
Total Population	9,964,400
Total ADF Fatalities	39
1 ADF Fatality per N Pop	255,497

East Sussex FRS	
Total Population	829,300
Total ADF Fatalities	2
1 ADF Fatality per N Pop	414,650



Fire & Rescue Service

Your Service



Our Performance

East Sussex Fire Authority



**REVIEW OF ATTENDANCE
STANDARDS**

www.esfrs.org/irmp

Alternative formats and translation

Albanian	Me kërkesë, një përmbledhje e këtij dokumenti gjendet edhe në gjuhën shqipe.
Arabic	ملخص لهذه الوثيقة متاحا أيضا باللغة العربية عند الطلب.
Bengali	এই ডকুমেন্টের সারাংশও অনুরোধে বাংলায় পাওয়া যায়।
Cantonese	本文件的摘要也可應要求製作成中文(繁體字)版本。
Farsi	خلاصه شده این مدرک هم در صورت درخواست به فارسی موجود است.
Russian	Краткое содержание настоящего документа по отдельному запросу предоставляется также на русском языке.
Gujarati	આ દસ્તાવેજનો સંક્ષિપ્ત સારાંશ ગુજરાતીમાં પણ મળી રહેશે.
Kurdish	کورتەیهکی ئەم بەلگەیە هەروەها بە پێی داواکاری بە زمانی کوردی دەست دەکەیت
Portuguese	Encontra-se também disponível um sumário deste documento em Português, a pedido.
Polish	Dokument ten jest na życzenie udostępniany w języku polskim.



0303 999 1000

The following formats are available on request:

Large print

(reformatted and increased to 18 point sans serif font)

CD ROM in plain text format to enable computer 'reader' systems to access and translate the information. Audio tape, audio CD and braille. Pictorial format suitable for people with learning difficulties ('easy read').

For translations of this document, please contact the Publicity and Media Officer.

Tel: 0303 999 1000

Fax: 01323 725574

Minicom: 01323 462003





Contents

Introduction	4
Background	4
Why we are consulting on this	4
Our proposals - What's agreed so far	6
Our proposals - Your voice	8
How you can give us your views	14

INTRODUCTION

Attendance standards are one way in which we monitor and measure our performance.

They help members of the public understand how long it could take East Sussex Fire & Rescue Service to respond to emergencies.

Our Integrated Risk Management Plan 2017-20 promised to look again at how we report on our attendance standards. Consultation feedback indicated that staff, stakeholders and the public alike, all wanted to see more transparent reporting of our attendance at incidents rather than a single, service-wide standard which had been used to date. This consultation document presents the outcome of this work, in response to those views.

Our aim has been to develop a new standard that is simple, meaningful, easy to understand, and representative of a typical attendance time wherever that may be within the East Sussex Fire & Rescue Service boundary.

It is important to remember that these new attendance standards will simply be a new way of measuring how quickly we respond to emergencies; your feedback to this consultation does not change how quickly we will respond to you.

BACKGROUND

Our approach to emergency response is to ensure we have the right numbers of firefighters, fire engines and specialist appliances, at the right place, at the right time, delivering the right standard of response.

Prior to the implementation of the Fire and Rescue Services Act 2004, there were national standards for responding to fires. The national standards were removed and each Fire Authority was required to establish its own attendance standards according to their local risks. Since 2004/05 we have locally set our own attendance standards.

WHY WE ARE CONSULTING ON THIS

We currently measure our attendance standards using the Home Office's definition of average response times to certain types of fires. These measures show that we are the quickest responder when compared against similar fire and rescue services. As part of our Integrated Risk Management Plan 2017-2020 we asked the public, our staff and stakeholders for their views and they showed support for developing new variable standards that measure our response to all incidents. They wanted standards which would more clearly demonstrate the varying travel times to urban and rural areas across the Service. They felt the single, service-wide attendance standard that covered both the urban and rural areas of our community gave unrealistic expectations of attendance times in the rural areas.



We considered many factors and a wide range of information during the review, including:

- Stakeholder analysis and engagement activities with operational staff at various levels and locations, to shape and agree the direction of the review and to provide operational expertise and local knowledge.
- Research standards in place in other fire and rescue services.
- Historical incident analysis; type and location of incidents.
- Analysis of current response times achieved, broken down by station area, by fire engine and duty type.
- Analysis to identify the broader range and location of risk across the Service area e.g. location of vulnerable population and those representing a 'rurality risk' due to the travel-time from the nearest fire station.
- Consideration of housing development proposals and infrastructure changes.

Given budgetary restraints, this review assumed the following were out of scope for the purpose of defining new attendance standards:

- Building new fire stations
- Relocating fire stations or fire appliances
- Changing crewing arrangements and shift patterns

A working group formed from staff volunteers across the Service was presented with the comprehensive analysis for discussion. The group were encouraged to challenge the data presented and provide suggestions, feedback and concerns and helped shape the final recommendations that we are proposing in this document.

OUR PROPOSALS – WHAT’S AGREED SO FAR

Having listened to feedback from staff, stakeholders and the public, followed by the discussions held with the working group and our corporate management team, the following has been decided:

- Our new attendance standards will apply to all incident types to which we are called to. Previously, we applied standards to ‘life-threatening’ incidents which represent only a small (but significant) fraction of the total number of incidents that we go to.
- Our new attendance standards will reflect the differences in the way that we crew our fire stations. We provide our operational response from:
 - 6 wholetime shift stations, where crews are ‘on station’ 24 hours a day
 - 6 day-crewed stations, where crews are ‘on station’ during day time hours and ‘on call’ via pager during the evening and night time hours
 - 12 retained stations, where crews are ‘on call’ via pagers 24 hours a day

On-station response



An ‘on-station’ response is where a 999 control room operator alerts firefighters who are already at the fire station and ready to immediately get into a fire engine and attend an incident.

On-call response

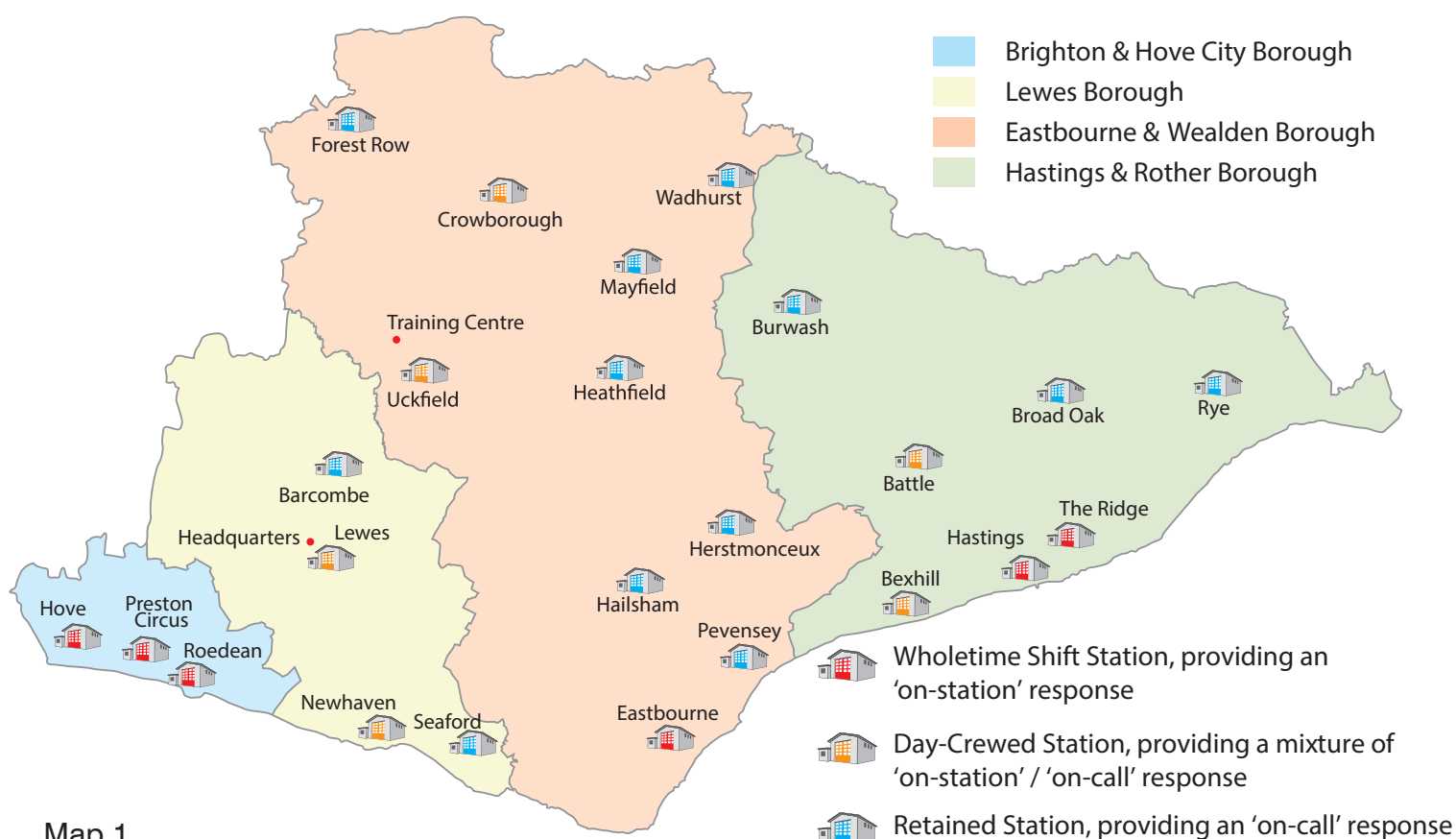


An ‘on-call’ response is where a 999 control room operator alerts firefighters by pager who firstly have to travel to the fire station from their home or workplace before getting into a fire engine and attending the incident; typically a five minute delay.

Map 1 shows the location and crewing type of each of our 24 fire stations and whether it provides an 'on-station' or an 'on-call' operational response. It can be seen from the map that the rural areas of the County are generally covered by 'on-call' crews which results in longer response times to incidents in those areas, as well as incidents occurring at a greater distance from the nearest fire station. 'On-call' crews are alerted by pager and have to travel to the station before they can get on the fire engines and begin their response to the incident; typically a 5 minute delay. The new proposed standards will show this variation in response times and gives a much clearer view of what attendance times our communities can expect across our Service area. Journey times are reduced in the urban areas, where crews are 'on-station' and the incidents also tend to be nearer to the fire station than a rural, retained fire station.

Our new attendance standards will therefore show a varied response time relating to whether the response is coming from an 'on station' fire engine and crew or from an 'on call' fire engine and crew.

Our fire stations



Map 1

OUR PROPOSALS – YOUR VOICE

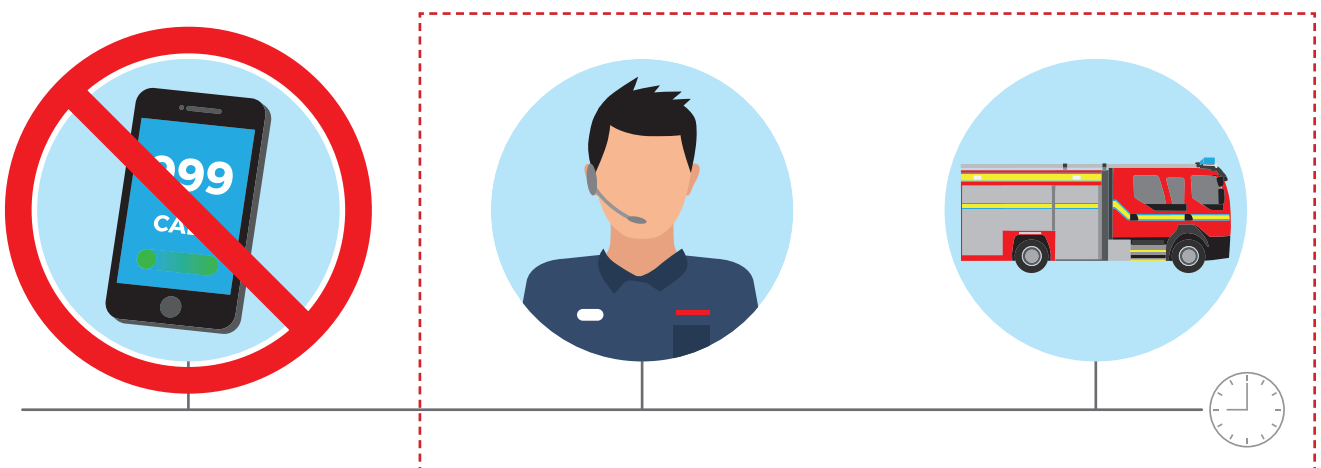
As a result of the analysis undertaken and feedback from staff, stakeholders and the public, your feedback to the following questions will help us to finally decide on the most appropriate measure for our new attendance standards. Our aim all along has been to develop a new standard that is simple, meaningful, easy to understand, and representative of a typical attendance time wherever that may be within the East Sussex Fire & Rescue Service boundary.

It is worthy to note that the following questions do not represent any change in the way that we deliver our Service to you. It is important to remember that these new attendance standards will simply be a new way of measuring how quickly we respond to emergencies; your feedback to these questions does not change how quickly we will respond to you.

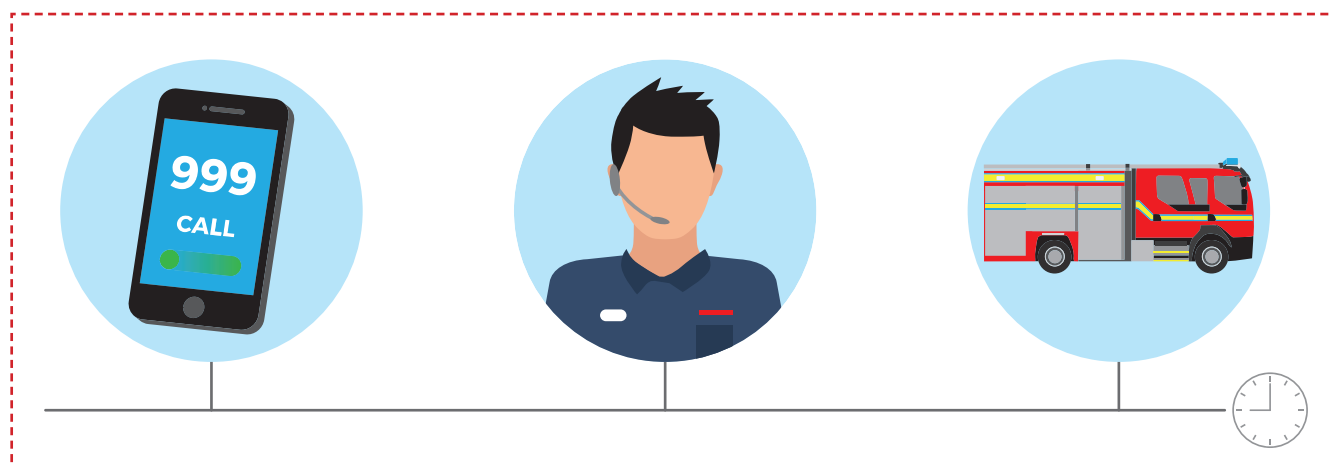
How should we measure the time taken to respond to an incident?

When a 999 call is made, it is answered by one of our control room operators who will ask about the nature of the emergency and the location of the incident, before alerting the appropriate fire engines and crews to respond to the incident. The time taken between a 999 call being answered by the control room operator and the fire engine and crews being alerted is known as the ‘call-handling time’.

Our previous measures have not included ‘call handling time’. Previously, our attendance times have been measured from the time a 999 Call Operator at our Control Centre alerts the firefighters to respond to the incident to the arrival of a fire engine at the incident.

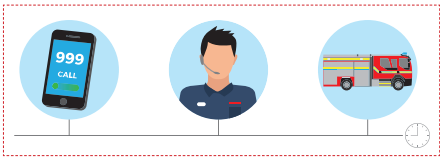





An alternative measure is to include the ‘call handling time’. ‘Call handling time’ is the time between a call being received by Control and the Call Operator alerting the firefighters to respond to the incident.



Measuring our response time in this way would be a clearer measure that starts the clock running from the moment a caller dials 999, and aligns with the Government’s definition of a response time.

The table below sets out two proposed alternative standards, based on whether the ‘call-handling time’ is included as part of the overall response:

	 Call-handling time included	 Call-handling time not included
 On-station response	10 minutes xx% of the time	10 minutes xx% of the time
 On-call response	15 minutes xx% of the time	15 minutes xx% of the time

Question 1 - Should we include the ‘call handling time’ as part of our attendance standard?

How many fire engines should be measured in the attendance standard?

We currently measure the average response time of the first arriving fire engine, in line with national guidance. The Government's definition of a response time is

'the minutes and part minutes taken from time of call to time of arrival at scene of the first vehicle'

We send as many fire engines and other specialist support vehicles as necessary to emergency incidents across the county. For example, a car fire will typically require a single fire engine, but a dwelling fire or road traffic collisions typically requires a minimum of 8 firefighters to manage the incident which equates to 2 fire engines. For larger and/or more complex incidents, several fire engines and other specialist vehicles may be required.

The rationale for measuring the first fire engine only in the attendance standard is:

- To more closely align ourselves with the Government's definition of a response standard by measuring the attendance of the first fire engine only from the time the 999 call was answered by our Control Centre.
- It could be said that we have 'responded' as soon as someone has arrived at the scene to assess the situation and undertake immediate rescue operations if necessary i.e. this covers the time from the 999 call being answered, to us attending the incident.
- It is more consistent in that this measure will apply to all incidents irrespective of their size or type.

The rationale for measuring the second fire engine in the attendance standard is:

- Some incident types require two or more fire engines / specialist appliances to be able to fully manage the incident to a successful conclusion. The number of appliances required is initially specified by our pre-determined attendance, as described above. Further appliances can be requested by the incident commander if he or she feels these are necessary to deal with the incident.
- It could therefore be said that our 'response' isn't complete until all necessary fire engines or other appliances have arrived at the incident

The table below sets out a standard for the second fire engine:

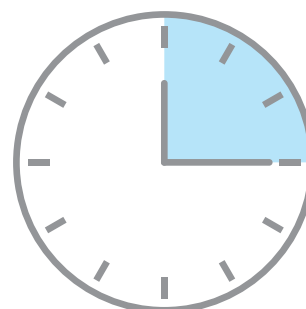
Call-handling time included	Call-handling time not included
2nd fire engine	2nd fire engine
15 minutes xx% of the time	15 minutes xx% of the time



Not all of our stations have two fire engines so often the second fire engine is sent from a neighbouring station which could result in a longer travel time. Some of the neighbouring fire stations have firefighters already on station and others will have on-call firefighters who need to travel to the station. It is therefore difficult to determine which kind of response the second fire engine will have – an on-station or on-call response.

For this reason, if the preferred option is to measure the second fire engine, then this would be a Service-wide average and not based on response type. This is a situation that previous consultation has said our staff, stakeholders and the public would prefer to move away from because it did not give a true picture of the response the public can expect. Furthermore, this measure would not apply to all incidents but only to those where we need to send more than one fire engine and, naturally, also does not include a standard for any subsequent fire engines that may be needed at larger/more complex incidents.

Question 2 - Should the second fire engine be measured in the attendance standard?





East Sussex Fire Authority and East Sussex Fire and Rescue Service have a stated purpose of:

We make our communities safer

We want to improve the way we involved the public and local groups in our work.

Our Fire Authority meetings are open to the public, we also have a regular newsletter which promotes our work and safety advice and we run consultations on matters such as attendance standards. We also have an active volunteers group.

Question 3 - What more we can do?

Please can you let us know if you would be interested in any of the following:

- Online forum
- Citizen panel which meets in person
- Regular surveys
- “Ask the Fire Authority” sessions
- Attending roadshows in your area
- Other (please specify)

HOW YOU CAN GIVE US YOUR VIEWS

The review of attendance standards consultation will run from Monday 08 January to Monday 05 March 2018. We value your feedback and views.

There are many ways in which you can contribute to this consultation whether you are a member of staff, a member of the public, a local business owner, a partner organisation of an interested stakeholder.



You can respond to the IRMP consultation by completing the on-line questionnaire on our website www.esfrs.org



You can write to us with your comments, ideas or views at:
East Sussex Fire & Rescue Service Headquarters, Planning & Intelligence Team,
Church Lane, Lewes, East Sussex, BN7 2DZ



You can email us as consult@esfrs.org



You can telephone 0303 999 1000 and leave a message

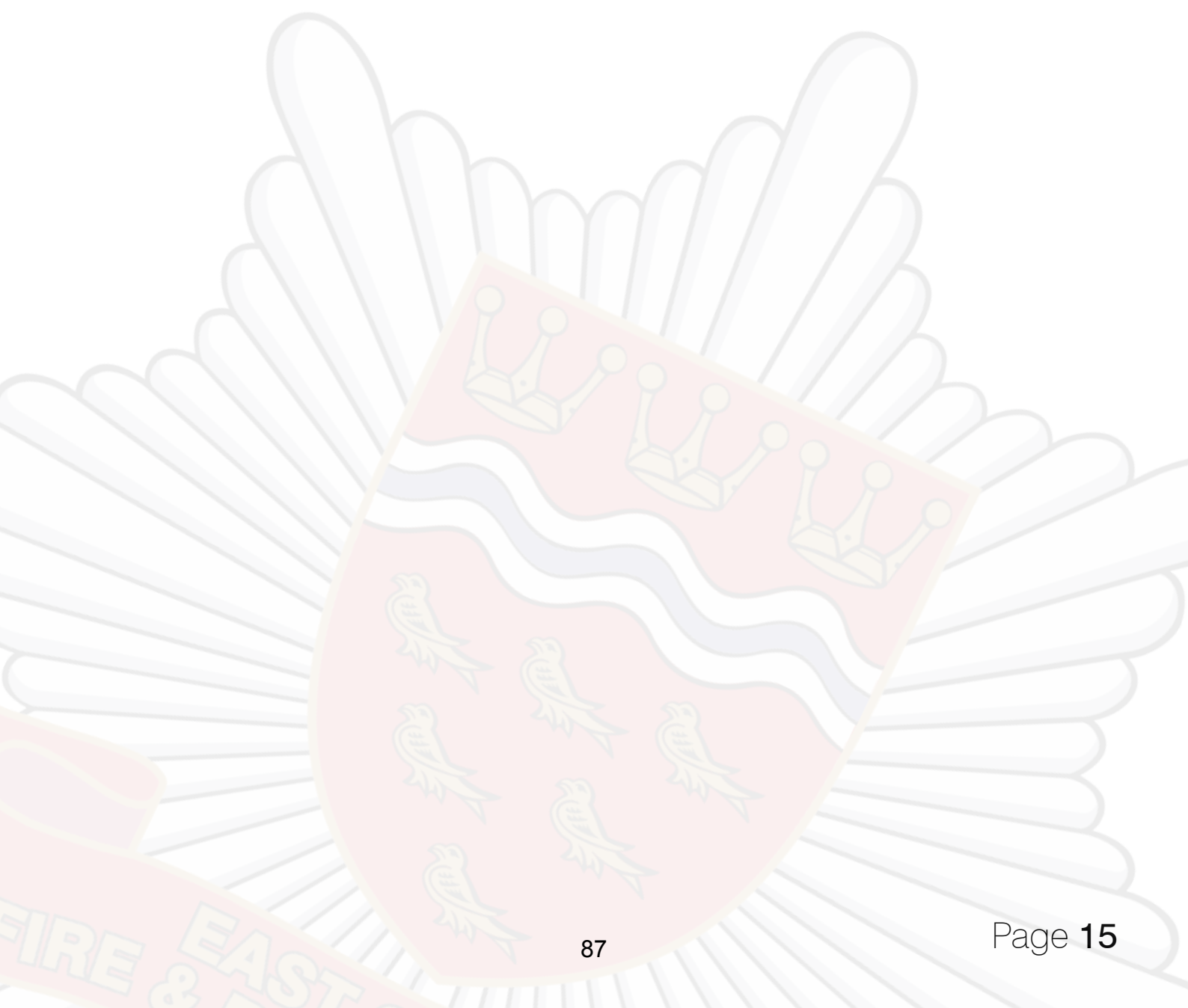


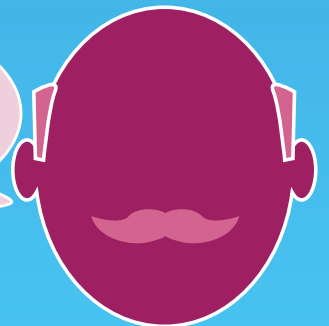
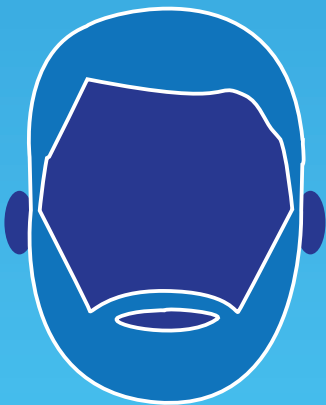
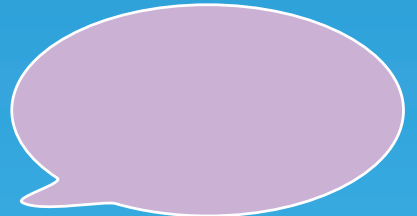
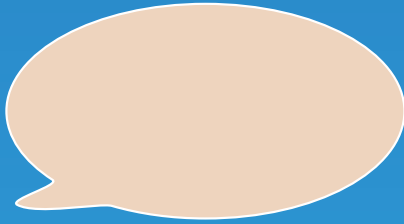
You can follow us on twitter [@EastSussexFRS](https://twitter.com/EastSussexFRS)



You can follow us on facebook [@eastsussexfireandrescue](https://facebook.com/eastsussexfireandrescue)

You can also use our e mail, postal address or phone number above to request printed copies of the documentation and questionnaire.





East Sussex Fire Authority

www.esfrs.org/irmp

EAST SUSSEX FIRE AUTHORITY

Date: 7 December 2017

Title of Report: Grenfell Tower Incident Response and Impact

By: Mark Andrews, Interim Deputy Chief Fire Officer

Lead Officer: Andrew Gausden, Group Manager

Background Papers None

Appendices

Appendix A – ESFRS initial post Grenfell action plan.
 Appendix B – DCLG Guidance 8 October 2017
 Appendix C – Independent Review submission
 Appendix D – list of tallest buildings
 Appendix E – Somerset Point Sprinkler project - feedback

Implications

CORPORATE RISK	✓	LEGAL	✓
ENVIRONMENTAL		POLICY	✓
FINANCIAL	✓	POLITICAL	✓
HEALTH & SAFETY	✓	OTHER (please specify)	
HUMAN RESOURCES		CORE BRIEF	

PURPOSE OF REPORT

To summarise the East Sussex Fire Rescue Service (ESFRS) response to the tragic fire at Grenfell Tower in London and summarise the longer term impact and proposed plan to manage any risk associated with the potential outcome of the inquiries associated with the fire.

EXECUTIVE SUMMARY

This report details the immediate coordinated response by ESFRS to provide public reassurance and support the National Fire Chiefs Council (NFCC) inspection programme in the days and weeks following the tragic incident that occurred at Grenfell Tower in London on 14 June 2017.

The situation was summed up by the Police and Fire Minister's comment, '...Grenfell changes everything'. The report also details other emerging risks that could have significant impacts on ESFRS's ability to deliver its related Prevention, Protection and Response activities over the next few years.

This report outlines a proactive approach to the management of risk so that the Fire Authority can clearly demonstrate that it has exercised due diligence in the performance of its statutory functions.

A plan has been produced and is being implemented to manage these additional risks and demands. Some of these additional requirements have already arisen since the incident. It is anticipated that others will emerge when more information is released through the process of the public inquiry which may require additional resources to be allocated into fire safety to meet the increased demand.

The intention behind this plan is not only to deal with the initial critical phase of activity following the Grenfell incident directed and co-ordinated by the National Fire Chiefs' Council (NFCC) on behalf of the Home Office but also to take a proactive approach to managing the risks with existing resources throughout this period of change, shaping the way we deliver services for the future using the latest information and intelligence.

The report also highlights the progress of the sprinkler match funding project and recommends additional funding to reinforce the Fire Authority commitment to ensure the safety of residents who are particularly vulnerable to death or injury from fire and to reduce the risk to our firefighters when tackling blazes in high-rise buildings

RECOMMENDATIONS

That the Fire Authority:

- i. note the report:
- ii. approve the review of Business Fire Safety and alignment with Safer Communities subject to final costs;
- iii. approve the evaluation of a new risk based inspection tool to better identify premises of high risk where the vulnerability of residents is considered; and
- iv. approve an additional £200,000 funding from reserves to support the Sprinkler Match Funding project.

1 INTRODUCTION

- 1.1 In the early hours of 14 June 2017, a fire took hold in Grenfell Tower, a high rise residential tower block in London. The fire started in a flat and spread quickly outside and then up and across the external Aluminium Composite Material (ACM) cladding. The fire resulted in the deaths of at least 80 people. It required the attendance of 40 fire engines and several special appliances. No operational attendance was made by

ESFRS but serving part time East Sussex firefighters attended in their role within London Fire Brigade.

- 1.2 The fire was so severe and the consequences in terms of loss of life so significant that a public inquiry chaired by Sir Martin Moore-Blick is to be held, alongside an independent review of building regulations and fire safety which is being led by Dame Judith Hackett.
- 1.3 The fire has caused a great deal of anxiety and uncertainty across the country for residents of high rise residential buildings, whether fitted with cladding or not. It has also caused anxiety for those who occupy other buildings fitted with external cladding. Fire safety is at the forefront of people's minds and this has resulted in a large spike in the number of requests for fire safety advice and in the scale and complexity of Freedom of Information requests.
- 1.4 ESFRS has been reviewing operational plans, providing advice to residents, assessing fire safety standards in high rise buildings in our area, liaising closely with building owners and managers and local authorities and providing reports to the NFCC. Officers have provided regular updates to Members and the public particularly in the first few days after the incident. A copy of the initial 4 week plan is attached as Appendix A.
- 1.5 DCLG has issued guidance for responsible persons for high rise buildings fitted with ACM cladding. On the advice of an Expert Panel¹, it has commissioned a series of fire tests of cladding materials and assemblies. A number of other Government departments have also required fire safety returns to be submitted for their building stock. This has included education for schools, colleges and universities and the NHS and care facilities. All of this generated work for ESFRS and will generate further work over the coming months.
- 1.6 It is likely that as a result of this fire and the subsequent inquiries that there will be a fundamental change to the regulatory system for fire safety and building regulations to deliver greater consistency and safety. This may well demand greater resources to be invested into business fire safety in the future. It is premature to determine what and where these changes may affect ESFRS therefore Officers are proposing to reorganise service delivery within existing budgets in order to create greater capacity in business fire safety to better target risk and protect vulnerable people.

2 ESFRS INITIAL RESPONSE AND IMPACT

- 2.1 DCLG wrote to all local authorities 18 June 2017 requesting the authorities carry out the actions below:

By the end of day on Monday 19th June 2017, local authority and registered providers of social housing should:

- Identify and record the number of properties that are more than 18 metres high

¹ The Panel was made up of a range of building and fire safety experts including Sir Ken Knight, Dr Peter Bonfield, Chief Executive of the Building Research Establishment, Roy Wilsher, Chair of the National Fire Chiefs Council and Amanda Clack, President of the Royal Institution of Chartered Surveyors.

- Identify and record the properties that have been clad with aluminium type panels
 - Inspect those identified to establish whether they are panels made of an Aluminium Composite Material (ACM) and record this
 - Report all of the above findings for each building to DCLG
- 2.2 ESFRS started joint inspections with local authority housing officers 20 June 2017 and in the first tranche (phase 1) carried out joint inspections of 43² mainly local authority blocks of high-rise flats. Whilst a number of these buildings had been renovated including the application of cladding applied, none of the premises were identified as having ACM fitted.
- 2.3 These joint inspections were carried out in conjunction with operational personnel from local fire stations to ensure that operational crews were familiar with the premises including reviewing current operational risk information (Site Specific Risk Information SSRIs).
- 2.4 Phase 1 progressed rapidly with Business Safety staff redirected from routine audits to undertake these inspections. During Phase 1 a further request was made by DCLG to carryout joint inspections of NHS premises, which led to a further 7 joint inspections of NHS premises.
- 2.5 The Communications team acted as a central point for logging incoming and outgoing corporate communications, as well as keeping track of the inspections being carried out by the different teams. This included liaison with operational risk information to ensure all premises inspected by Business Safety staff included up to date firefighter risk information.
- 2.6 DCLG issued further guidance 28 June 2017 with regards to premises identified as having ACM including clarity on how the height of premises should be measured.
- 2.7 The communications team has kept a clear record of responses given to the NFCC including the Phase 1 Activity, specifically 43 NFCC pro formas giving information about inspections on high-rise premises in our area and the 7 NHS sites inspections. Whilst all Phase 1 returns were completed 27 July 2017, a significant number of these premises had fire safety deficiencies identified during the inspections and further follow up inspections are still taking place to ensure compliance with the Fire Safety Order.
- 2.8 Officers have now moved on to Phase 2 inspections which are a combination of local authority and private sector high-rise flats. The service has recently been notified by the NFCC of a private school and flats above commercial premises fitted with ACM in the city, both premises are programmed for joint inspections with local authority.

3 ENFORCING AUTHORITIES

- 3.1 The FSO brought the common parts of blocks of flats within the scope of mainstream fire safety legislation for the first time. However whilst the DCLG issued a number of guides to support the introduction of the legislation there was initially no specific guide for purpose built flats.

² These high-rise were identified and targeted from ESFRS databases where it was believed refurbishment works may have been carried out in the past 10 years.

- 3.2 As a result the application of the FSO to blocks of flats has proved problematic and led to widely varying outcomes. In some buildings, significant work to upgrade fire safety standards within the common parts has been undertaken to satisfy this legislation. In others, none has been considered necessary.
- 3.3 There has also been confusion over the scope of this legislation: how it relates to those who live in the flats, and, indeed, to what extent, if any, this legislation can require improvements beyond the flat entrance door.
- 3.4 The DCLG, CFA and representative groups from the housing sector came together in 2011 to produce the guide to “Fire safety in purpose-built blocks of flats” to meet the needs of housing providers and enforcing authorities tailored to purpose-built blocks of flats. The document is intended to assist responsible persons to comply with the FSO and the Housing Act 2004. Accordingly, it is expected that enforcing authorities will have regard to this guide.
- 3.5 To provide further clarity the DCLG wrote to all local authorities 8 October 2017 to provide interpretation of the Housing Act 2004, the regulations and Housing Health and Safety Rating System made under it. DCLG’s view is that the powers available to local authorities under this regime are available in respect of the external cladding systems of tall residential buildings, a copy is attached as Appendix B.

4 COMMUNICATION STRATEGY

- 4.1 ESFRS rolled out a programme of activities and communications which aimed to offer the public and other stakeholders timely and relevant advice and ensure that staff were kept up to date with actions they need to carry out.
- 4.2 Officers worked with local authorities and other stakeholders to ensure there was a joint approach, supported by the use of existing networks and established communication channels e.g. website, social media and email to provide reassurance and advice.
- 4.3 A new section of the ESFRS website was created to make it easier for people to find relevant information – this included basic fire safety advice, smoke alarms and what to do in a fire; Officers also published and circulated a new booklet for residents of high rise residential buildings.
- 4.4 Officers have also created two guides for Councillors to explain what they should look out for during estate visits, and questions they should put to housing managers and wardens. (Specifically the Councillor guide on fire safety for use during council meetings and Councillor guide on fire safety for use during estates visits).
- 4.5 Officers shared national advice and signposted useful additional information on the ESFRS website about cladding and information about the model of Hotpoint fridge freezer involved in the fire including advice to residents about product recall.
- 4.6 Media interest was high and officers carried out radio interviews and provided regular updates to journalists.

- 4.7 In addition to the central communications activity, Corporate Management Team members dealt with enquiries from Local Authority CEOs, MPs and NHS Trusts, Business Safety Hubs dealt with queries from members of the public and local contacts and Community Safety assisted with requests for Home Safety Visits.

5 **HIGH RISE IN EAST SUSSEX**

- 5.1 The NFCC clearly defined high-rise premises following the Grenfell Tower incident to ensure consistency across fire services. The definition used by NFCC is all residential buildings 18m and above as stated in the Building Regulations 2010 [Approved Document B (fire safety)]

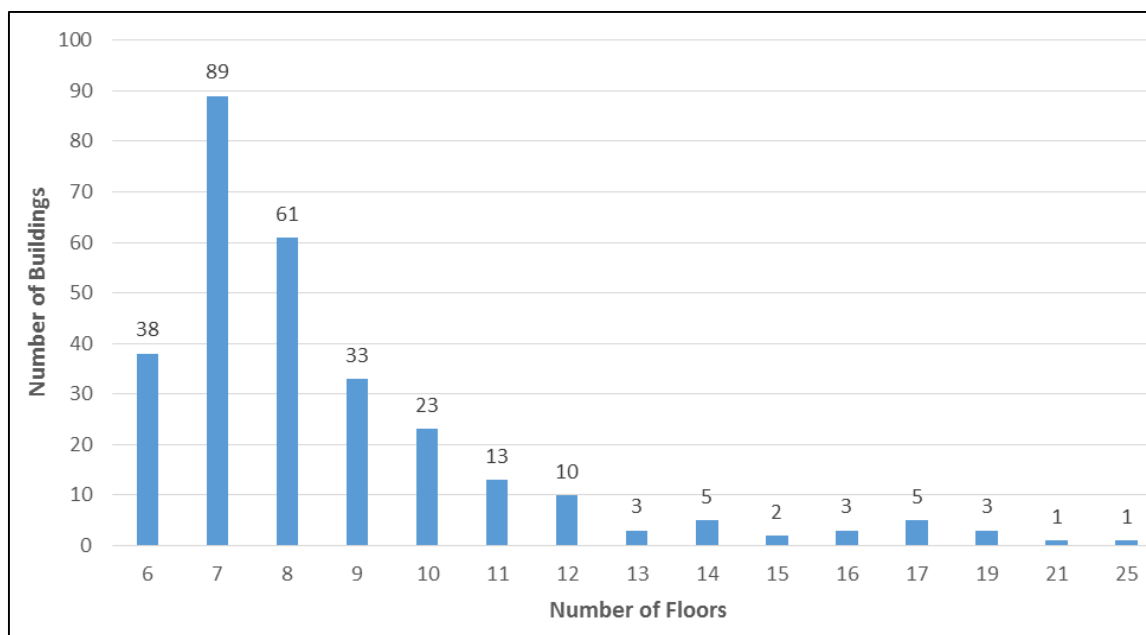


Table 1 - number of high-rise premises in East Sussex B&H

- 5.2 Whilst table 1 identifies 290 premises in East Sussex and Brighton & Hove, the 37 premises identified as having 6 floors fall outside the definition of high-rise premises, but are included within operational guidance as high-rise premises. Therefore these premises have been included within the post Grenfell Tower inspection program and provided with SSRIs as part of the firefighter risk information program.

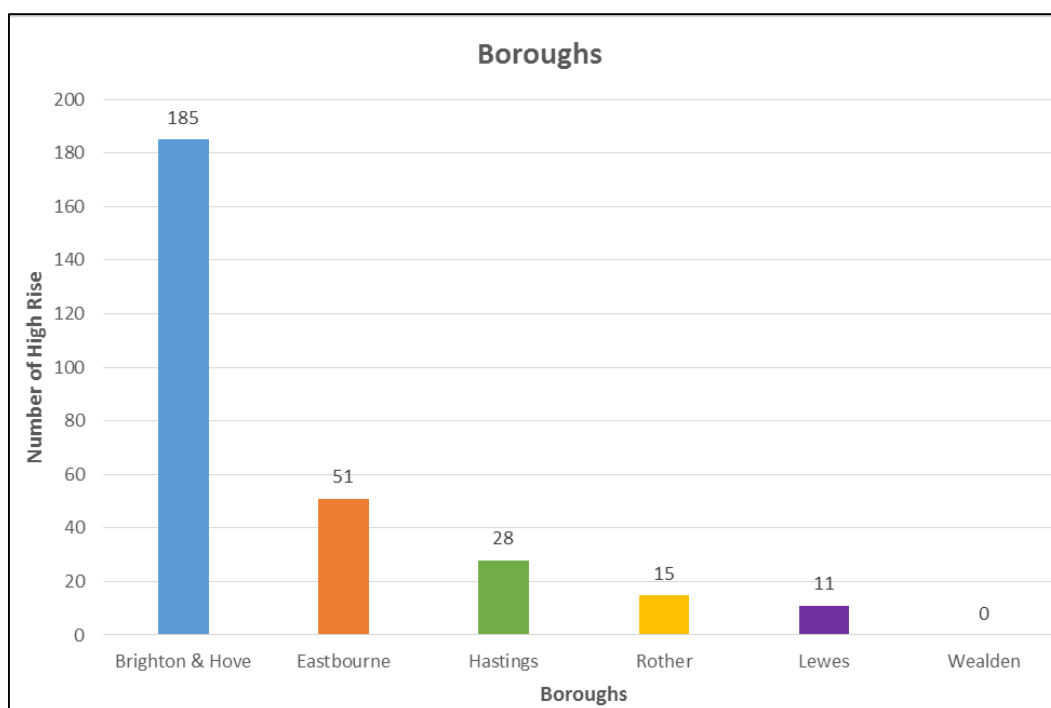


Table 2 – Number of high-rise in East Sussex by borough

- 5.3 The majority of high-rise premises in ESFRS are located within the City as expected, with coastal towns containing the remaining high-rise premises; Wealden District currently has no high-rise premises.
- 5.4 There is a common misconception that those living on the higher levels of a high-rise block of flats are at greater risk from fire than people living in low-rise blocks, or in bungalows and two-storey houses. However, statistically, there is no evidence to support this, even though, in principle, the potential risk might be regarded as greater.
- 5.5 Fire Safety Strategy in high-rise residential flats is determined based on a number of assumptions³ including that a fire is most likely to occur in a flat and that the level of compartmentation will be sufficient to contain that fire to up to 1 hour. Other fire safety elements of escape such as corridors and staircases will be further protected such that fire should not spread to other parts of the building. These assumptions allow for a strategy of 'stay-put' where in the event of a fire in a flat only the affected flat needs to evacuate whilst the fire and rescue service responds and tackles the fire. Other residents stay put in their flat and often do not know the fire has occurred. The fire at Grenfell challenged these assumptions but it is accepted the circumstances at this fire were unprecedented and the NFCC position on high-rise fire safety strategy remains that stay put is appropriate subject to suitable fire safety conditions elsewhere in the premises.

6 OPERATIONAL RESPONSE AND RESILIENCE

- 6.1 Operational response to a fire in high-rise premises within East Sussex is set out in Tactical Operational Guidance. This guidance is based on an operational risk assessment (ORA) which is informed by National Operational Guidance which identifies the hazards and risk control measures associated with high rise incidents.

³ Fire safety in purpose-built blocks of flats. LGA 2012

This is in turn further supported by the development of Site Specific Risk Information (SSRI) plans which are available to crews for each of the high-rise in East Sussex. This will include the provision or otherwise of aerial appliances.

- 6.2 It should be noted that it will always be most expedient to fight a fire from within the building using the facilities designed for use by the FRS such as dry or wet rising mains. ESFRS crews have applied the high-rise operational procedures on many occasions both in simulation and at incidents. Exactly a month after Grenfell ESFRS crews responded to a fire on the 14 July 2017 at Sussex Heights following reports of a fire within the 24 storey building. Crews arrived within 6 minutes at 0905 and the fire had been extinguished by 0938 using the wet riser within the building. Although the neighbours directly adjacent to the affected flat were evacuated this was to aid firefighting procedures. No other resident was affected and the fire was fully contained to the flat of origin.
- 6.3 The broader impact of the Grenfell Tower Fire is also being reviewed within the Sussex Resilience Forum to ensure the lessons of the post incident phase are considered. This will include a review of the emergency planning functions, including whether they are adequate to cope with situations where large numbers of people may need temporary emergency accommodation, such as occurred at Grenfell Tower.

7 PUBLIC INQUIRY AND INDEPENDENT REVIEW

- 7.1 The Prime Minister appointed Sir Martin Moore-Bick as the chair of the Independent Inquiry, with the Inquiry considering evidence from all parties involved, including victims and their families.
- 7.2 The Chair initially consulted on the terms of reference for inquiry and through the NFCC; ESFRS made representations on a number of areas including the impact of the Construction (Design and Management) Regulations 2015 and on the refurbishment works carried out on Grenfell Tower prior to the fire. ESFRS assisted the NFCC with the development of the NFCC Position Statements which have been submitted to the Inquiry.
- 7.3 The government also announced an independent review of building regulations and fire safety on the 28 July 2017 following the fire at Grenfell Tower, which raised serious questions about the fire safety of high rise residential buildings, and subsequent government testing of aluminium composite material (ACM) cladding from similar buildings across the country.
- 7.4 Review Chair, Dame Judith Hackitt will consult the Buildings Regulations Advisory Committee which advises the government on changes to building regulations, as well as the construction and housing industry, the fire sector, international experts, MPs and the public.
- 7.5 The review team issued a call for evidence 12 September 2017 whereby ESFRS worked with both WSFRS and Surrey FRS to provide a regional response direct to the review panel with separate submissions to the NFCC, a copy is attached as appendix C.

- 7.6 It is expected that the review will present an interim report before the end of the year, and a final report no later than Spring 2018.

8 CONSTRUCTION, REGULATION AND CONSULTATION

- 8.1 Prior to the introduction of the Regulatory Reform (Fire Safety) Order 2005 (FSO), 1st October 2006 the fire service had no regulatory powers with regards to purpose built flats and as a result was not consulted on their construction or alteration, with the exception of fire service access. This has resulted in a wide variation in the standard of fire safety within existing premises built prior to 1 October 2006.
- 8.2 The large proportion of purpose built high-rise flats were constructed post war with construction peaking in the early 1960s, comprising of 26% of social housing. The majority of these premises were constructed prior to the introduction of the building regulations and importantly Code of Practice CP3.
- 8.3 CP3 was totally revised in 1971 when "*it became apparent that external rescue by the Fire Service may not always be possible from blocks of flats*", the overarching principles have changed very little still 1971 and are still used in current building regulations having stood the test of time, however these principles were drafted prior to fire engineering solutions and modern methods of construction.
- 8.4 Since the introduction of the FSO the fire service have become a statutory consultee under the building regulations for the construction and alteration of purpose built flats, but only with regards to the common parts of the premises and facilities for firefighters, this does not address potential flaws in the original design of premises built prior to current building regulations.
- 8.5 Following the structural failure at Ronan Point in 1968 which led to the death of 4 residents, the construction of high-rise flats declined. However due to the increase of land and property prices over recent years we have seen a significant growth in the following areas:
- Construction of high-rise flats – currently significant number of blocks in planning or construction in the city over 18m.
 - The conversion of commercial high-rise offices to flats.
 - The construction of additional floors on top of existing premises.

All of these projects bring significant challenges in maintaining an adequate level of life safety when applying out of date regulations.

- 8.6 ESFRS Business Safety offices have seen a significant increase in the number and technical complexity of Building Consultations for housing developments in recent years, with a 25% increase between 2016 and 2017 to 884, this is additional workload since the introduction of the FSO.

9 BUSINESS FIRE SAFETY PLAN

- 9.1 ESFRS Business Safety Department are currently trialling the introduction of Business Safety inspections by operational crews, to increase the services capacity to support the risk based inspection program.

- 9.2 The training of 16 operational station based personnel has been completed and two stations are now 1 month into the trial with initial feedback from crews positive. Once the trial has been completed the project team will progress the formal consultation and stakeholder engagement to embed operational business safety inspections as a recognised operational activity.
- 9.3 The current officer review includes an examination of the effectiveness of the current Business Safety department structure and consideration of the potential benefits of the realignment of Business Safety within the Safer Communities structure. This will allow Safer Communities leads to target resources more effectively to premises where there is a greater risk of fire. This will also have a benefit with front line crews learning more about the built environment and identifying risk to firefighters due to poor compartmentation or unexpected sleeping risks.

10 SPRINKLER PROJECT

- 10.1 Sprinklers are the most effective way to ensure that fires are suppressed or even extinguished before the fire service can arrive. They save lives and reduce injuries, protect firefighters who attend incidents and reduce the amount of damage to both property and the environment from fire. In the last 12 months, the National Fire Chiefs Council (NFCC) has investigated⁴ the effectiveness and reliability of sprinkler systems. The evidence produced indicates that sprinkler systems operate on 94% of occasions demonstrating very high reliability. Furthermore, it is evident that when they do operate they extinguish or contain the fire on 99% of occasions and are thus very effective. The research also found that in both converted and purpose built flats that sprinklers are 100% effective in controlling fires.
- 10.2 Further to the Lakanal House fire in July 2009 in which 6 people died & Shirley Towers fire in April 2010 in which 2 fire fighters died, Rule 43⁵ letters were sent from the coroners with recommendations in both instances that “Social housing providers should be encouraged to consider the retro-fitting of sprinklers in all existing high rise buildings in excess of 30 meters in height”.
- 10.2 Following a successful pilot at Somerset Point (Housing & New Homes Committee – project completion report 11/16⁶), a sheltered housing scheme in Brighton, for the retro fitting of a sprinkler system in a high rise premises match funded by ESFRS, officers are now progressing the installation of sprinklers in St James House and investigating the feasibility of similar project in Essex Place. Both premises are located in Brighton and are owned by the City Council. The tender process closes on Friday 10 November and the tenders will be evaluated jointly between B&HCC and ESFRS w/c 20 November. Talks with the residents at both premises are scheduled for w/c 13 November.
- 10.3 Additional schemes in Bexhill (The orangery) and Eastbourne (508 Seaside) have also attracted match funding to support sprinkler installations taking the total expenditure

⁴ [https://www.nationalfirechiefs.org.uk/write/MediaUploads/Position%20statements/Protection/Cost_Benefit_Analysis_of_Residential_Sprinklers_-_Final_Report_March_2012_\(5\).pdf](https://www.nationalfirechiefs.org.uk/write/MediaUploads/Position%20statements/Protection/Cost_Benefit_Analysis_of_Residential_Sprinklers_-_Final_Report_March_2012_(5).pdf)

⁵ Rule 43 are recommendations which have been made by local coroners with the intention of preventing deaths and learning lessons from the cause of death.

⁶ [https://present.brighton-hove.gov.uk/Published/C00000884/M00006161/AI00054482/\\$20161108092055_009759_0040358_CommitteereportSprinklerFINAL.docxA.ps.pdf](https://present.brighton-hove.gov.uk/Published/C00000884/M00006161/AI00054482/$20161108092055_009759_0040358_CommitteereportSprinklerFINAL.docxA.ps.pdf)

to £119,000 with a further commitment (St. James House) of £112,000 making a total commitment of £231,000.

- 10.4 The Fire Authority has committed £400,000 from to match fund sprinkler initiatives. The pilot project for Somerset demonstrated that a sprinkler system can effectively be fitted with minimum disruption to residents at a cost of around £2000 per flat. The fire at Grenfell has once again highlighted the importance of sprinklers in residential high rise flats. Currently none of the 15 tallest residential buildings in East Sussex and Brighton & Hove (Appendix D) are fitted with a sprinkler system and officers are seeking an additional £200,000 to support the continued match funding of sprinkler installations in residential buildings where there is greatest risk.
- 10.5 A further report will be presented to Fire Authority in due course outlining the further progress of the sprinkler project and the on-going impact of any initial findings from the Inquiry.

11 FINANCE

- 11.1 The service is currently progressing an officer review which includes a review of the current structure arrangements for Safer Communities, there are a number of considerations with regards to increasing the capacity of Business Safety including:
- Investing savings to create additional Business Safety Inspector posts
 - The creation of development posts within Business safety to increase staff development opportunities.
 - Investing in training of operational staff to undertake Business Safety audits.

12 RISK BASED INSPECTION

- 12.1 The CFOA risk calculator which drives the services risk based inspection plan, is based on premises categories and as a result is reactive to data input and does not take account of resident vulnerability and fire loss history. Therefore the current system creates an inspection programme that doesn't include premises such as take away shops, sheltered housing or Houses in Multiple Occupation.
- 12.2 Services across the country are currently reviewing the limitations of the CFOA risk calculator and are looking at alternative approaches to quantifying premises risk score, ESFRS have recently met with Experian who provide a database of all commercial premises in our regulatory area, combining premises type, occupancy, premises and loss profile to generate a risk score.
- 12.3 The Experian database has been successfully used by a number of F&RS in the region with the database currently delivering a fire loss predictor with over 80% accuracy; there is national review currently underway to identify best practice with regards to risk based inspection plans for premises falling within the FSO.
- 12.4 In May this year the NFCC published the Specialised Housing Guide, this guide has been produced by the NFCC with input from ESFRS following our experience gained following the serious fires at both Marlborough and Thalia House. This guide makes specific recommendations with regards to the protection of vulnerable through person centred fire risk assessments.

13 CONCLUSIONS

- 13.1 The Government has recognised that Grenfell “changed everything”. It has certainly presented additional demands for ESFRS across its Prevention, Protection and Response functions. In the immediate aftermath of the Grenfell Tower tragedy ESFRS worked with local authority and housing colleagues to provide reassurance to residents of high-rise buildings through a systematic program of communication and site inspections.
- 13.2 A total of 50 premises (high-rise residential and NHS sites) were inspected within the NFCC timeframe; none of these buildings were fitted with ACM cladding.
- 13.3 ESFRS has contributed significantly and provided evidence to the Grenfell Inquiry and the independent review of building regulations and fire safety.
- 13.4 Business Fire Safety will be aligned with front line operational crews to target premises where there is greatest risk of fire, fire deaths and injuries and risk to firefighters. Front line crews will also be carrying out fire safety checks to increase the numbers of inspections in commercial premises.
- 13.5 Business Fire Safety is reviewing the process by which inspections are programmed to ensure premises where high risk housing and high risk residents are located such as Houses in Multiple Occupation, Specialised Housing and flats above commercial are a priority.
- 13.6 Operational response policy to high-rise incidents was reviewed and tested in September 2016. Since the Grenfell Tower fire there have been a number of high rise incidents in East Sussex where the new operational procedures have proved effective. Crews have been working with business safety colleagues to review SSRI plans in all residential high-rise.
- 13.7 Plans are in place with the Sussex Resilience Forum to review emergency plans to deal with an incident involving the temporary housing of large numbers of people similar to those affected by Grenfell Tower.
- 13.8 The match funding sprinkler project has proved challenging to deliver due to the engineering and tenancy challenges of the buildings. However on completion of the initial installation at Somerset Point, Brighton & Hove City Council has approved further projects for match funding and is looking to extend the retro-fitting of sprinklers into other high rise buildings if the further pilot projects prove successful.

14 RECOMMENDATIONS

- 14.1 That the Fire Authority:
 - i. note the report;
 - ii. approve the review of Business Fire Safety and alignment with Safer Communities subject to final costs;

- iii. approve the evaluation of a new risk based inspection tool to better identify premises of high risk where the vulnerability of residents is considered; and
- iv. approve an additional £200,000 funding from general reserves to support the Sprinkler Match Funding project.

Residential High Rise action plan

Friday 16 June 2017

Following the tragic fire at Grenfell Tower in London this week East Sussex Fire & Rescue Service will, in addition to the current policy & procedures, be taking the following steps to ensure we have a coordinated and measured response to reviewing fire safety and operational risk in high rise buildings across East Sussex and Brighton and Hove.

Stage 1: Stakeholder engagement - Borough Commanders will meet with relevant local authority and housing partners to develop joint situational awareness and a joint approach to any immediate inspection or audit process.

Stage 2: Data and definition – ESFRS operational and business fire safety teams will consolidate the relevant databases to provide a single list of residential high rise blocks by borough. The borough teams will then work with local partners or through local knowledge identify which of these buildings *may* have been refurbished within the last 10 years so that a joint fire service and landlord inspection can be undertaken.

Stage 3: Inspection and audit – Any residential high rise block where it is believed there has been significant refurbishment within the last 10 years will receive a fire service inspection. This inspection will comprise of operational and business fire safety staff. Where possible the landlord or responsible person will be present for the visit. Fire safety and operational risk information will be updated following these visits. All other high rise blocks will be considered for inspection on a case by case basis.

Stage 4: Communication and reassurance – ESFRS communications team will provide regular updates on the latest fire safety messages for residents. The ESFRS website will be updated to reflect emerging advice from the National Fire Chiefs Council on issues such as sprinklers, refurbishment and stay put policy.

Officers will also be providing Members with additional information on fire safety in high premises for use during visits, press or local meetings to cover the key issues that may be discussed or raised by tenants.



Department for
Communities and
Local Government

Neil O'Connor CBE
Director, Building Safety Programme

Department for Communities and Local Government
4th Floor, Fry Building
2 Marsham Street
London SW1P 4DF

Tel: 0303 444 1367
E-Mail: neil.o'connor@communities.gsi.gov.uk

www.gov.uk/dclg

8th October 2017

To: Local Authority Chief Executives,

Identifying all residential tower blocks with Aluminium Composite Material (ACM) cladding: Legal Clarification

Since Tamara Finkelstein wrote to you on 5th September, I have become aware of concerns a number of you have raised regarding the legal powers under which you can act should enforcement action be required.

I am therefore writing to you to provide DCLG's interpretation of **the Housing Act 2004, and the regulations and Housing Health and Safety Rating System made under it. DCLG's view is that the powers available to local authorities under this regime are available in respect of the external cladding systems of tall residential buildings.** In addition, I have set out reminders of additional enforcement powers which may be available in some circumstances. This is not intended to be an exhaustive list however and local authorities will need to make their own considerations based on the circumstances of each particular case. I would also like to remind you of existing guidance such as guidance on the Housing health and safety rating system (HHSRA) at <https://www.gov.uk/government/collections/housing-health-and-safety-rating-system-hhsrs-guidance>

DCLG's considered position as outlined in Annex A is that the 2004 Act, the Regulations and both sets of statutory guidance made pursuant to the 2004 Act, which comprise the HHSRS regime, are clearly designed and intended to ensure the safety of residents in relation to a range of prescribed hazards, including fire, many of which will derive from the construction of the wider fabric of residential buildings which are external to the elements of individual dwelling units. The safety of any cladding system fitted to a residential building over 18m (whether in respect of fire or structural integrity) is entirely within the scope of the HHSRS regime and amenable to statutory enforcement in appropriate cases. These powers can be considered and deployed with other potential enforcement action as identified above.

However, it is of course for each local housing authority to make its own decision about what is lawful on a case by case basis, and to take their own legal advice where necessary.

Any enforcement action taken by local housing authorities under the 2004 Act can be challenged on appeal to the First-tier Tribunal in the first instance, and ultimately it is for the Tribunal and the courts to make any determination about the application of these provisions on a case by case basis.

I hope you find the above helpful. If you have any further questions, please contact housingchecks@communities.gsi.gov.uk.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'N. O'Connor', written in a cursive style.

Neil O'Connor

Director, Building Safety Programme Policy

Annex A

1. DCLG considers that the provisions of the Housing Act 2004 (the “Act”) will be available in principle for local authorities to inspect and take enforcement action in respect of ACM cladding where that poses a hazard under the HHSRS.
2. DCLG’s view is that the regime is targeted wider than the individual units of occupation in a block. The legislation is designed with a number of different purposes in mind, not all of which are dealt with expressly in guidance, and there are no grounds to consider that the external cladding on a building is not caught by the regime. Taking samples of the cladding, if necessary under warrant, would fall within the regime and the local housing authorities’ enforcement powers under that regime at part 1 and 7 of the Act.
3. There are many examples in the legislation and guidance which support that this is the only sensible interpretation.

Housing Act 2004 (“the 2004 Act”)

4. Under the 2004 Act, the section 1(4) definition of “residential premises” includes any common parts of a building containing one or more flats. The section 1(5) definition of common parts expressly includes the structure and exterior of the building **and therefore includes a cladding system on a residential block**, which is part of the exterior of a building.
5. The definition of hazard at section 2(1) includes health and safety risks arising from a deficiency in a dwelling or in any building or land in the vicinity. This is clearly beyond individual dwelling units. Hazard is cast widely – it includes not only the building (thus the cladding) but even the land in the vicinity, when a dwelling will fall within it.
6. The enforcement powers available to local authorities, in particular those at section 239 and section 240, but also all other relevant powers, must be interpreted in line with these earlier definitions in the Act which include common parts. Thus the powers are available in respect of cladding which might pose a hazard.

Housing Health and Safety Rating System (England) Regulations 2005 (the “Regulations”)

7. Regulation 3(1) and paragraph 24 of Schedule 1 define a prescribed hazard for the purposes of the 2004 Act as including exposure to uncontrolled fire and associated smoke. Exposure to such a hazard is not confined to matters arising, for example, from the construction of elements within an individual dwelling unit, but will include aspects of the wider fabric of the building or structure within which the unit is located.
8. Within Schedule 1 there are other examples of prescribed hazards which will likely derive from the wider fabric of a building, including paragraph 29 (“structural collapse and falling elements”). Such hazards clearly require consideration and inspection of a building’s wider structural elements. Indeed, if there was a potential for cladding

panels to fall from a building because of defects or deterioration in their fixings, this is a matter which would fall within the ambit of the hazard defined by paragraph 29. There can be no valid reason to exclude such panels from consideration of any exposure to uncontrolled fire and smoke which they might present.

9. Regulation 3(2) prescribes that the risk of harm arising from hazard may be at a dwelling or house in multiple occupation (HMO), or “in any building or land in the vicinity of the dwelling or HMO”. Again, it is clear that a hazard is not confined to circumstances pertaining in an individual dwelling unit, but is defined in much wider terms, consistent with the provisions in the 2004 Act referred to above.
10. In relation to the requirement to consult with fire and rescue authorities imposed by section 10 of the 2004 Act, regulation 4 prescribes that a fire hazard is where the risk of harm is associated with exposure to uncontrolled fire and associated smoke. This duty is not restricted to circumstances which concern only an individual dwelling unit.
11. Even if there was ambiguity in the interpretation of provisions of the 2004 Act and underlying regulations (and DCLG does not consider that there is such ambiguity), the regime as a whole must be interpreted purposively so as to ensure the safety of residences in respect of fire hazards.
12. In any event, DCLG’s interpretation of the primary legislation, as set out above, is also confirmed by the statutory guidance issued pursuant to section 9 of the 2004 Act.

Housing Health and Safety Rating System - Operating Guidance

13. At paragraph 1.1.2 of the Operating Guidance:

“The underlying principles of the HHSRS is that –

Any residential premises should provide a safe and healthy environment for any potential occupier or visitor”.

14. Paragraph 1.13 of the Operating Guidance is explicit that the materials with which a dwelling is constructed are within the regime; it follows that external cladding materials are within the scope of the rating system.
15. Paragraph 4.03 of the Operating Guidance makes clear that the external parts of the dwelling are expressly covered in the context of inspections.
16. At paragraph 5.03 of Operating Guidance the list of what should be included in an assessment includes at sub-paragraph (d) “the building associated with the dwelling” i.e. encompassing the wider fabric of a building which may contain several individual dwelling units.
17. Paragraphs B17 to B19 of Annex B of the Operating Guidance (Inspections for an HHSRS Assessment) explicitly mention the exterior of the building.

Annex D of the Operating Guidance (Profiles of potential health and safety hazards in dwellings) covers potential types of hazard. In particular, at paragraph 29.01 – there is the need to assess the external structure of the building. Although this is about risks of fabric being displaced or falling, it shows that the external aspects of the building are in scope of an assessment. Cladding is specifically mentioned in this context, at 29.08 and at 29.18.

Housing Health and Safety Rating System – Enforcement Guidance

18. In the Enforcement Guidance, paragraphs 6.6 - 6.11 specifically contemplate deficiencies external to any individual dwelling unit leading to enforcement action against the wider building owners.
19. In particular, paragraph 6.9 deals expressly with a deficiency relating to the structure which should be dealt with by a notice on the person that owns the building.
20. It follows from the above that DCLG considers that there should be no doubt about the ability to use the enforcement powers under the 2004 Act to address ACM cladding deficiencies which may give rise to fire hazards.
21. In addition, there are other relevant enforcement powers which we summarise below.

Building Act 1984

22. Where building work has been carried out in breach of the Building Regulations, especially where such work has been recently completed, local authority building control bodies may:
 - a. enter any premises at reasonable hours for the purpose of undertaking their functions under the Building Act and building regulations. This includes to ascertain whether there is, or has been a contravention of the Building Act or of any building regulations, and to take any action or execute works required by the Building Act or regulations where the local authority is authorised or required to do so (section 95). If admission to the premises is refused, a justice of the peace may issue a warrant under section 95(3) and 93(4);
 - b. serve an enforcement notice on a building owner to require the removal or alteration of work that does not comply with the Building Regulations under section 36(1). Such a notice must be served within 12 months of the date of completion of the building works in question as per section 36(4). If the enforcement notice is not complied with the local authority may itself take action to remove the offending work or effect such alterations in it as it deems necessary (section 36(3));
 - c. prosecute contraventions of the Building Regulations through summary proceedings in the magistrates' court (section 35), within six months of the breach being discovered, provided that action is taken within two years of completion of the building work that is in breach (section 35A).

Appendix C

Call for Evidence from NFCC for the Independent Review of the Building regulation and fire safety.

Joint Response from;

Surrey fire and rescue

West Sussex fire and rescue

East Sussex fire and rescue

The overarching legal requirements

Q1 To what extent are the current building, housing and fire safety legislation and associated guidance clear and understood by those who need to follow them? In particular:

- **What parts are clear and well understood by those who need to follow them?; and, if appropriate**
- **Where specifically do you think there are gaps, inconsistencies and/or overlaps (including between different parts of the legislation and guidance)? What changes would be necessary to address these and what are the benefits of doing so?**

Response; Over the recent decades of fire regulation we have moved from a prescriptive regime to goal based objectives for self-regulatory fire safety and the fire safety building regulations.

However, this move away from prescriptive approaches has now led to many endless interpretation of what is 'suitable and sufficient' or 'reasonable'

Many employers just want to know what is required of them, through a process of risk assessment that leads to clear outcomes. The supplementary guidance to sleeping accommodation (Purpose built flat guidance, LACoRS and Specialized Housing guidance) draws the user to their specific type of premises and a more tailored set of risks and solutions

The CLG guides in many aspects are too generic and many of them could be split into a suite of guides under each general heading. This would make much clearer to FRSs and Responsible persons the solutions that they should be looking at within a risk assessed approach.

For the Building regs part B, the Functional requirements should be less generic and contain slightly more directed language. This will assist designers, clients, architects, approving bodies and FRSs to focus time and costs on effective results.

Roles & Responsibilities

Q2 Are the roles, responsibilities & accountabilities of different individuals (in relation to adhering to fire safety requirements or assessing compliance at each key stage of the building process clear, effective and timely? In particular:

- Where are responsibilities clear, effective and timely and well understood by those who need to adhere to them/assess them? and, if appropriate
- Where specifically do you think the regime is not effective?
- What changes would be necessary to address these and what are the benefits of doing so?

Response; The procedural guidance for the building regs. makes clear that approving bodies should decide on the level of compliance with part B and any further measure that may be required. Only then should they ask for additional comments from the FRS.

What often happens is they send it to the FRS for all comments in relation to part B.

To enable all parties to adhere to the functional requirements of B3 it needs to be reviewed to set out a holistic approach and not one that has resulted from years of layered regulation and testing regimes. Why is B3 far too complicated? An example is that it is easy to miss interpret 'institutional' and 'other residential' sleeping with 'flats' guidance when looking at levels of compartmentation.

Can the review ensure that Approved Inspectors carry out consultation with fire and rescue services at a defined stage, ahead of substantial works being started, rather than leaving the design develop and construction to a point where FRSs cant influence part B and are 'cornered' into accepting compromises?

Fire and rescue services should seek to implement the level 5 and 6 competencies level under the national competency framework for fire safety officers. If we don't start to develop a greater depth of skills for complex building designs we are in danger of not being able to provide fire safety advice and scrutiny in line with our responsivities under FRSA 2004, the Order and part B of the building regulations.

Q3 Does the current system place a clear over-arching responsibility on named parties for maintaining/ ensuring fire safety requirements are met in a high-rise multi occupancy building? Where could this be made clearer? What would be the benefits of doing so?

1 References to 'fire safety' requirements in Q2 & 3 should be taken to cover the range of requirements set out across Building Regulations, the Fire Safety Order etc.

2 In other words the planning, design, procurement and construction of new builds and the refurbishment of existing buildings and the ongoing management and maintenance of those buildings

Response; should we not have a proper definition of 'common areas'? To clarify flat front doors, roof voids, service ducts etc... to enable the design, construction and ongoing maintenance and compliance to be more effective and clear.

Within ADB the underlying principals behind each part of the document are not set out clearly enough. Approving bodies do not have a good understanding this key information when deciding whether the functional requirements are being met. A 'Perceived Incites' document or text should set out the underlying principals behind the goals in part B.

Sleeping accommodation where the fire strategy relies on people staying in the building has resulted in the greatest amount of supplementary guidance in addition to the CLG guides. General fire risk assessments for 'conventional work places' works well with self-regulation. However, how can we continue to justify continuing with the inconsistent and poorly understood approach to stay put and progressive horizontal strategies in premises?

A high competency under the current assessor register schemes framework for carrying fire risk assessments on premise that are designed around any delayed approach to evacuation should be established.

Competencies of key players

Q4 What evidence is there that those³ with responsibility for:

- Demonstrating compliance (with building regulations, housing & fire safety requirements) at various stages in the life cycle of a building;
- Assessing compliance with those requirements

are appropriately trained and accredited and are adequately resourced to perform their role effectively (including whether there are enough qualified professionals in each key area)? If gaps exist how can they be addressed and what would be the benefits of doing so?

Response; The trouble with the design stage of buildings is the various guidance documents that an architect or fire engineer can use i.e. Approved Document B, BS9999 etc. These can be used sometimes to manipulate the desire and outcome of the build to suit. In other words, if one document won't allow it, use another until it can be. Once a document has been used the build is supposed to adhere to that guidance, but once again, a mix match of documents can be used as evidence to get the desired outcome. This does not make it easy for those who have to install products, check compliance and sign off or enforce fire protection.

Regulation 38 aims to ensure that information critical to the life safety of people in and around the building is communicated to the owner, occupier and/or end user, so that the building can be operated and managed correctly. It should ensure that – provided the building is constructed in accordance with the design information available when most fire safety strategies are developed and drafted, i.e. RIBA Stage 3 – the fire safety strategy given to the responsible person is correct and accurately reflects the fire safety precautions in the building. This document is often not handed over, again making the end user and respective enforcer's etc. jobs harder.

We deal with our local council Building Regs department who are struggling with workload compared to staff numbers. They do not have time to visit anywhere near as many premises as they used to do and I have heard talk on training courses I have attended that not suitably qualified and experienced staff are carrying out basic checks on builds across the country and that builders know this and will direct them to where they want a sample check taken whilst maybe cutting corners in others. Builders I have spoken to in the past have commented how they used to have to stop building until certain stages of the build had been checked and signed off by building control, but that is very rare now due to staffing levels and competency. More officers suitably trained are required.

It is the design and initial build stage that is crucial. If we have enough suitably qualified staff that can carry out the necessary checks at this early stage and follow through to Regulation 38 being handed over, then the problems we encounter now would be minimal. Narrowing down the different guidance books to one would also be a huge benefit. One book would lay down the guidance for everyone, stopping the mix & match picking what you want culture.

As a fire service we don't always receive building plans and notifications within the allocated time frame and with a reduced workforce, struggle to work through the ones that we do receive. Fire services in the past used to have qualified fire engineers and building control officers whose sole job would be to check these and carry out site visits. These are now carried out by inspecting officers who have many other duties to carry out. We need more inspecting officers nationally and specialised officers to ensure compliance.

Fire risk assessments that are there to protect the occupants and check compliance of the building are often carried out by poorly qualified or not very competent persons. There are no official qualifications required to set yourself up as a fire risk assessor and the term 'competent person' is very non-descript. Better regulation of this with a national qualification for risk assessors would help towards making a safer environment for all with a national register like gas installers etc. have to have.

Questionable competence across all stakeholders in particular FRS and LA officers

Insufficient quality at sign off during and at completion of building works,

Lack of understanding of importance of Reg 38 doc's in relation to on-going compliance

Competent staff shortages at FRS, LA and BC

Enforcement & Sanctions

Q5 Is the current checking and inspection regime adequately backed up through enforcement and sanctions? In particular

- Where does the regime already adequately drive compliance or ensure remedial action is always taken in a timely manner where needed?
- Where does the system fail to do so? Are changes required to address this and what would be the benefits of doing so?

Response; Enforcing authorities now primarily carrying out risk based audit programmes themed at local interpretation and known building stock. This is down to interpretation of the order by enforcing authorities and application of guidance from CFA /NFCC.

The overall application of the order as self-regulation with guidance and support from FRS's has given small businesses the ability to judge and seek advice prior to full enforcement activities being applied.

With regard to building control the duty to consult with the enforcing authority before passing plans is well covered under Article 45 in relation to building control and submission of plans; however this only applies to premises covered under the Order.

There is some confusion over the boundaries of the Housing Act 2004 and application by Local Authorities.

Confusion over what constitutes "suitable and sufficient" and Competent with regards to Fire Risk Assessors.

Going forward, there needs to be better appreciation of the definitions outlined in the FSO and the overlap in legislation to ensure self-regulation continues to meet the needs of business and the enforcing authorities.

This coupled with greater regulation around risk assessors would help to ensure the end user gets the best advice for the individual premises.

Tenants' & Residents' Voice in the current system

Q6 Is there an effective means for tenants and other residents to raise concerns about the fire safety of their buildings and to receive feedback? Where might changes be required to ensure tenants'/residents' voices on fire safety can be heard in the future?

Response; Residents are very much an afterthought and have limited if any voice when refurbishment works take place

Fire safety concerns can be raised with the LA FRS but as tenants are given limited if any information that is easily understood often the concerns are actually a misunderstanding of FS requirements which can lead to complacency on the part of FRS IO's in responding when they themselves are under pressure to prioritise their work load and responses.

Tenant forums and tenants involved in LA and FRS groups to look at FS provisions within housing stock.

Technically there is an effective way for tenants and other residents to raise concerns about fire safety of their buildings and to receive feedback.

This process will and does require that person to identify the correct route of enquiry, first possible hurdle. For example to direct themselves to the Business Fire Safety department relevant to their location, in our case West Sussex Fire and Rescue Service and from there raise their concern following the guidelines as prescribed.

From here the issues should/will be logged by our support staff for the attention of our inspecting officers (IO'S). That person raising the concern will be contacted by our IO'S within a prioritised timeframe and the issue discussed with the potential outcome explained to them.

Currently this does work well with those persons contacting us as above. We do reply and give feedback in a timely manner and normally good resolutions are found.

However residents/ tenants appear to raise fire safety issues individually and aren't aware of the same issues or others being addressed in their premises. This creates confusion;

- As to whether or not an issue has been raised, is there a re-occurring issue, or has no action been taken by the management company.**
- Who has and hasn't been contacted with regards to that issue as confusion grows with more communication between all involved.**
- Our clerical response can become time consuming in dealing with one premises through continuous communication on one issue.**

Also some residents/tenants aren't always aware if an issue actually exists due to the lack of knowing general fire safety principles within their premises.

Going forward there could be some positive moves for more reporting and feedback of fire safety issues within their premises;

- Information and education from us (someone) on creating resident/tenant groups. This creates a lead person that takes issues forward as a group and therefore all involved have an idea of the problems or resolutions to issues raised on their premises. This also improves a fire safety culture.**
- Better basic fire safety principals highlighted to residents/tenants through the groups as said above.**
- The creation of easy to use fire safety forums i.e. Questions asked and answers given in words and pictorial reference, very simple and quick reference (the rights from the wrongs).**

A clear path to our reference material or forums. People lose interest in trying how to raise an issue even if they suspect one.

Quality Assurance and Testing of Materials

Q7 Does the way building components are safety checked, certified and marketed in relation to building regulations requirements need to change? In particular:

- Where is the system sufficiently robust and reliable in maximising fire safety and, if appropriate
- Where specifically do you think there are weaknesses/gaps? What changes would be necessary to address these and what would be the benefits of doing so?

Response; The current system of tests are primarily based on surface spread and ignitability performance and limiting fire hazard through fire resistance. More clarity is needed on the definition and boundaries of 'limited combustibility' and smoke products hazards for materials use with sleeping accommodation where materials produce high levels of smoke or flaming droplets (s3 d2)? Table 13 9.11.

Where a building design contains important design detail on fire resisting compartmentation that supports any form of delayed evacuation, third party certification of this work can be beneficial to confirm the suitability of the building to support the evacuation strategy within a design application.

Differentiation within the current Regulatory System

Q8 What would be the advantages/disadvantages of creating a greater degree of differentiation in the regulatory system between high-rise multi occupancy residential buildings and other less complex types of residential/non-residential buildings?

For example, architects, those with responsibility for installing products, those undertaking Building Control sign-off or fire protection and enforcement work For example in terms of higher competency requirements, pro-activity/frequency of safety sign-off

Where specifically do you think further differentiation might assist in ensuring adequate fire safety and what would be the benefits of such changes?

Response; Just creating a differential between high rise multi occupancy residential buildings and other less complex types of residential and non-residential buildings misses the key point that the higher level of risk comes from relying on people to stay in relative safety in the building whilst a fire is dealt with elsewhere in the building.

The differential should be by the type of evacuation strategy and not by the type of building. Delayed types of evacuations (stay put or progressive horizontal)

should attract a higher level of construction scrutiny on fire resisting structure by building control or a third part certification system and a higher level of competency in carrying out a fire risk assessment or reviewing that risk assessment.

Risk assessment for sleeping accommodation where delayed approaches are use should not be advocated by use of the sleeping CLG guide or DIY risk assessment. Sleeping accommodation 'stay put approach' features such as high levels of reliable compartmentation, warranting greater competency in fire risk assessment.

International Comparisons and Other Sectors

Q9 What examples exist from outside England of good practice in regulatory systems that aim to ensure fire safety in similar buildings? What aspects should be specifically considered and why?

Response; One aspect in which the approved inspectors carry out consultation on part B that causes continued difficulties and frustration is the practise of late consultation with the FRS. We often get consulted on a design that is far down the road of being approved and sometimes under construction when an issue under part B is raised by the FRS that should have been addressed much earlier if consultation had been carried out in a timelier manner. Consequently the pressure to accept a compromise solution or a badly evidenced departure from ADB is immense.

I believe in Scotland, fire safety matters must be agreed before the construction is started. This saves time and continued frustration with the current working practices of many AIs. It is worth noting that the overwhelming majority of consultation under part B with FRSs today are from AIs.

Q10 What examples of good practice from regulatory regimes in other industries/sectors that are dependent on high quality safety environments are there that we could learn from? What key lessons are there for enhancing fire safety?

Reminder - Respondents should answer questions as broadly as possible and focus on making suggestions for future improvements as well as identifying areas that currently.

Response; 'Permits to work' in other industries' control activity with risk critical elements of a process or building. If permits to work were used to control work that affected or altered fire resisting compartmentation in buildings that rely on a delayed approach to evacuation, then competency and quality of work can be far better controlled.

Appendix D

Tallest High-rise in East Sussex & Brighton & Hove

1.	Sussex Heights, 14 St Margaret's Place, Brighton (built over Hotel Metropole)	Private ownership 25 Floors – Two stairs 1 wet rising main No sprinkler system Audit in progress
2.	Chartwell Court, Russell Square, Brighton (built over Churchill Square)	Private ownership 21 Floors – Single stair 1 wet rising main No sprinkler system Audit in progress
3.	Bedford Towers, Kings Road, Brighton (built over Holiday Inn)	Private ownership 19 Floors – Two stairs 1 dry rising main No sprinkler system Audit booked
4.	South Cliff Tower, 16 Bolsover Road, Eastbourne	Private ownership 19 Floors – Two stairs 2 dry rising mains No sprinkler system Audit completed February 2014 – Medium risk
5.	Theobald House, Blackman Street, Brighton	Brighton & Hove City Council 19 Floors – Single stair 1 dry rising main No sprinkler system Audit completed June 2017 – Medium risk
6.	St James House, High Street, Brighton	Brighton & Hove City Council 17 Floors – Two stairs 1 dry rising main No sprinkler system Audit completed June 2017 – Medium risk
7.	Essex Place, Montague Street, Brighton	Brighton & Hove City Council 17 Floors – Two stairs 2 dry rising main No sprinkler system Audit in progress

8.	Wiltshire House, Lavender Street, Brighton	Brighton & Hove City Council 17 Floors – Single stair 1 dry rising main No sprinkler system Audit completed June 2017 – Low risk
9.	Kennedy Court, Stonehouse Drive, St Leonards on Sea	Primary Authority Partnership between Optivo and LFB 17 Floors – Single stair 1 dry rising main No sprinkler system Audit completed June 2017 – Medium risk
10.	Roosevelt Court, Stonehouse Drive, St Leonards on Sea	Primary Authority Partnership between Optivo and LFB 17 Floors – Single stair 1 dry rising main No sprinkler system Audit completed June 2017 – Low risk
11.	Hereford Court, Hereford Street, Brighton	Brighton & Hove City Council 16 Floors – Single stair 1 dry rising main No sprinkler system Audit in progress
12.	Churchill Court, Stonehouse Drive, St Leonards on Sea	Primary Authority Partnership between Optivo and LFB 16 Floors – Single stair 1 dry rising main No sprinkler system Audit completed June 2017 – Low risk
13.	Bevin Court, Stonehouse Drive, St Leonards on Sea	Primary Authority Partnership between Optivo and LFB 16 Floors – Single stair 1 dry rising main No sprinkler system Audit completed June 2017 – Medium risk
14.	Nettleton Court, Upper Hollingdean Road, Brighton	Brighton & Hove City Council 15 Floors – Single stair 1 dry rising main No sprinkler system Audit completed June 2017 – Medium risk
15.	Dudeney Lodge, Upper Hollingdean Road, Brighton	Brighton & Hove City Council 15 Floors – Single stair 1 dry rising main No sprinkler system Audit completed June 2017 – Medium risk

Somerset Point – Sprinkler Installation Pilot evaluation report

Somerset Point was selected for a pilot study by ESFRS & BHCC as it was a high-rise premises housing elderly people, both of which created added challenges to ensuring the safety of the occupants from fire. The premises contains 72 flats on 13 floors plus various communal facilities. The guest flat was fitted out to show the residents how the system would look in their flat on completion.

A comprehensive consultation process was carried out with residents before the commencement of the project, by BHCC, ESFRS and Triangle Fire Systems (the installer). The main concerns from residents were around aesthetics, however the project was able to demonstrate how the pipework would be sympathetically 'boxed in' following installation and this was well received. The project is due to be completed in early October 2016 which meets the anticipated target completion date.

Project Feedback:

- a) Resident disruption – The Project Team sought to keep disruption and inconvenience to an absolute minimum and each resident was consulted personally before commencement of works to fully explain the installation procedure. The pipework was 'boxed in' and decorations made good. There was only one complaint throughout the project.
- b) Scope of Works / VFM – As this was a pilot scheme, BHCC procured the works through a supplier known and trusted by ESFRS. BHCC conducted some soft market research around the quotes / estimates received and were satisfied that the project offered VFM. The final cost for the Somerset Point installation was £136,000 and this was match funded by ESFRS.
- c) Tenant Satisfaction – BHCC have carried out a Tenant Satisfaction Survey following the works and our survey (achieving a 55% response rate) demonstrated a high Satisfaction rate, where most residents gave a satisfaction rate of 9 or 10. (Table attached).
- d) Ongoing costs – maintenance – We have established that the ongoing maintenance costs are relatively low. The systems will need an annual maintenance regime which is currently being quoted at around £250 pa. BHCC will continue to review costs and value for money.