

## EAST SUSSEX FIRE AUTHORITY

<b>Meeting:</b>	Extraordinary Fire Authority
<b>Date:</b>	23 April 2020
<b>Title of Report:</b>	Integrated Risk Management Plan 2020 – 2025
<b>By:</b>	Dawn Whittaker, Chief Fire Officer
<b>Lead Officer:</b>	Mark O'Brien, Deputy Chief Fire Officer
<b>Background Papers:</b>	None
<b>Appendices:</b>	A. High-level data in support of main proposals B. Integrated Risk Management Plan Consultation Draft C. Operational Response Review Main Report (IRMP Technical Appendix) D. High-level Equalities Impact Assessment

### Implications:

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

**PURPOSE OF REPORT** To seek approval for the 2020/2025 Integrated Risk Management Plan (IRMP) consultation draft to be published for public and stakeholder consultation.

**EXECUTIVE SUMMARY** The next IRMP, which details the strategic direction for this Authority for the next five years (2020 – 2025), is now ready for the Authority to consider and publish for public and stakeholder consultation.

This covering report introduces the main draft IRMP and summarises the key proposals for change.

It is important for the Fire Authority to note that no decisions are required at this stage on the proposals. Further detailed work will be required in relation to the impact assessments, planning assumptions, policy implications, delivery timeline and implementation options. This work will be completed and presented to the Fire Authority at its meeting on 3 September 2020, alongside the public consultation feedback reports, in order to help inform the Authority's final decisions.

A draft consultation, communications and engagement plan has been developed. This is presented via an additional report elsewhere on today's agenda, and reflects the latest options and recommendations given the need to consider alternative approaches as a result of the Coronavirus COVID-19 situation.

It is the view of the Chief Fire Officer that, notwithstanding the current situation, public and stakeholder consultation should continue.

## **RECOMMENDATIONS**

The Fire Authority are asked to:

- i. approve the draft IRMP (and relevant associated appendices) for public consultation;
- ii. note the proposed minor wording changes to the Authority's purpose and commitments and to agree formal adoption subject to public and stakeholder consultation;
- iii. agree the proposal to recommend an eight-week consultation period, alongside the associated draft consultation, communications and engagement plan; and
- iv. note the intention to bring back a fully costed project implementation plan, and additional suite of detailed impact assessments, to the Fire Authority meeting in September this year (2020).

## **1 INTRODUCTION**

- 1.1 Every Fire and Rescue Authority is required to produce an Integrated Risk Management Plan (IRMP). It outlines how the Authority will meet the Government's expectations of Fire and Rescue Authorities as described in the Fire and Rescue National Framework 2018 and related guidance.
- 1.2 The Chief Fire Officer (CFO) must, in exercising their functions, have regard to the Fire and Rescue Authority's IRMP and any set objectives and priorities outlined in the plan. The Authority should give due regard to the professional advice of the CFO while developing the IRMP and when making decisions affecting the fire and rescue service.
- 1.3 This Authority's current IRMP covers the period 2017 to 2020. The consultation draft IRMP for the period 2020 to 2025 is now ready to be considered by the Fire Authority.
- 1.4 The IRMP is the Authority's key planning document and describes how we will keep residents, and those that work or travel through our area, safe over the coming years. It describes the main risks to our communities and how we are proposing to use our available resources efficiently to reduce or mitigate those risks. The draft IRMP includes proposals which will ensure the continuous improvement in how the fire and rescue service is delivered across East Sussex and the City of Brighton & Hove.

- 1.5 At the heart of these plans is a robust and detailed Operational Response Review. Through this process, officers have assessed our community risks, using a range of sophisticated analytical tools to identify where incidents might happen, when they might occur and how serious they could be. Using this data alongside historical information about demand allows us to identify options to better target our resources, including firefighters and appliances, more effectively, resulting in a better balance of prevention, protection and response.
- 1.6 A programme of pre-consultation and engagement activities has been held over the past 12 months in order to help shape the strategic direction of the IRMP now outlined within the draft plan. The feedback received has been considered by the IRMP team, the Senior Leadership Team (SLT) and by Members of the Fire Authority informally via seminars, briefing sessions and workshops.
- 1.7 The draft plan (attached as appendix B) is our public consultation document; it is proposed that the consultation period will run from 24 April 2020 until 19 June 2020. An outline of the consultation, communications and engagement plan is provided elsewhere on today's agenda. Members should note that the communications and consultation plan has been significantly modified as a result of the ongoing Coronavirus situation.
- 1.8 Following the consultation period, the final IRMP (amended as necessary) will be presented to Members, alongside a consultation outcome report, at the CFA meeting on 3 September this year (2020). Subject to agreement, the IRMP will then be adopted forming the basis of Service planning over the medium term. Options for implementation (timeline, resources, and risks) are being considered and these will be presented to the Fire Authority in due course.
- 1.9 As part of this overall IRMP process, the Service has taken an opportunity to reframe our purpose and commitments in order to ensure our plan is relevant in an ever-changing world. These small changes have been considered by senior managers of the service and are articulated on page 9 of the main IRMP document. This covering report seeks approval from the Fire Authority to note the proposed minor wording changes and to agree formal adoption, subject to further consultation with other stakeholders (staff, representative bodies and partners).
- 1.10 The IRMP presents a clear way forward, in terms of priorities and strategy, to underpin the Authority's purpose and commitments and proposes important and necessary change across a number of service areas. There is a significant financial component to these proposals which is detailed later in this report. Should Members determine to approve these proposals, following consultation, at their meeting in September 2020, the financial implications will be reflected through the budget setting process for 2021/22 onwards, as part of the medium-term financial plan (MTFP).
- 1.11 The purpose of this report is to present the draft IRMP to the Fire Authority for consideration and agreement to commence public consultation. In formulating the final set of proposals for Fire Authority consideration, detailed financial analysis of the proposals, alongside high-level impact assessments, have been completed for equalities, training, HR, engineering services and estates.

- 1.12 Whilst these assessments indicate that there are no material barriers to the implementation of the proposals as currently outlined, it is recognised that there is significant further detailed analysis to be completed over the next few months in order to fully understand impacts and implications. Any material matters will be brought back to the Fire Authority in September as necessary, to help inform Fire Authority decision making.
- 1.13 The Fire Authority should note that no decisions on these proposals are required at this stage. Subject to the outcome at today's meeting, the IRMP will be published for public and wider stakeholder consultation. The feedback from that consultation will also be made available to the Fire Authority at the meeting on 3 September 2020.
- 1.14 It remains the recommendation of officers that the Authority continue with the planned public and stakeholder consultation despite the challenges faced as a result of the coronavirus situation. An alternative, but robust, consultation and engagement plan has now been developed by officers and the detail can be seen in the subsequent report later on today's agenda.
- 1.15 If the Authority were not to proceed to public consultation, this would result in a significant delay to the Service's ability to meet the potential financial challenges that lay ahead. There is significant uncertainty about our funding beyond 2020/21. The Government is planning to review how much it spends on public services, how much of this goes to the fire service, how this is divided between each fire authority and how much of this funding comes from business rates. This makes it difficult to make firm plans for the future. In our MTFP we have modelled a range of scenarios and these suggest that we may need to make new savings of between £0.7m and £3.6m by 2024/25.
- 1.16 The IRMP will determine how we intend to allocate our resources in the future and how much money we need to run our service. It will help us make informed decisions about the level of savings that we need to make and the extent to which we can afford to invest in new services. If the IRMP is delayed there is a risk that we will need to make short term decisions to balance our budget that could adversely affect the efficiency and effectiveness of our service in the future.
- 1.17 In addition, the plan as presented will allow the Service to meet the challenges laid out in this Service's HMICFRS inspection report and the accompanying HMICFRS State of Fire & Rescue Report. The plan will allow us to improve community safety, improve our resources (for example, through providing an additional fire appliance in Hastings), and free up capacity for staff to do more prevention and business safety work, all areas which the HMICFRS has identified as important. We have been advised by the Inspectorate that our current IRMP is not fit for purpose to extend and not progressing would negatively impact on the Services performance and ability to improve.
- 1.18 The proposals as outlined represent significant and important change to how the Authority delivers services to our communities and these changes are needed to ensure that we are able to deliver the most effective service, based on risk, and within our available resources, and to deliver significant improvements across our service area.

1.19 Finally, Members will be aware of the Authority's legal obligations in relation to IRMP. The Fire & Rescue Services Act gives legal standing to the Government's National Framework document. This document requires all FRAs to produce an IRMP. Our current IRMP covers the period 2017 to 2020; there is therefore a strong legal case to progress with consultation with a view to the Authority being able to approve a final IRMP in the Autumn of this year. This requirement has not changed despite the coronavirus outbreak.

## **2 IRMP - PLANNING FOR A SAFER FUTURE**

2.1 This IRMP will take the Authority through the next five years to 2025 and shows how the Service aims to balance prevention, protection and response, mitigating risk within available resources. The IRMP will ensure that the Authority's strategies, projects and day to day business underpins the commitments and ensures that the Authority can fulfil its purpose.

2.2 The Operational Response Review (ORR) is the most significant piece of operational risk analysis work ESFRS has undertaken in recent years and the ORR main report serves as the principle technical appendix to this IRMP. It is attached to this report as appendix C. Using multiple data sets and information (from a wide variety of sources not just ESFRS data), officers have identified the many and varied risks across the service area - past, present and future.

2.3 This analysis has been fundamental to creating this plan and understanding how best to use our resources in terms of firefighters, appliances, and specialist capabilities to provide the most effective response to emergencies. It has allowed officers to look at where we can realign our resources to deliver improvements to prevention, protection and response.

2.4 The following sections explain the proposals that have come from the ORR. These proposals mean we will have a more balanced approach to risk and ensure we are able to do more to prevent incidents from occurring in the first place. Aimed at enhancing our Service, they will be delivered through a five-year programme to get the right resources in the right place at the right time based on risk and evidence.

2.5 Key outcomes for the Fire Authority to note:

- We are proposing to maintain 24 fire stations
- We are proposing to improve our risk cover and resilience by enhancing the 24/7 availability of some fire appliances that have historically had limited availability.
- We will balance our resources across the Service to reinvest in more:
  - prevention work (e.g. home safety)
  - protection work (e.g. business safety)
  - training (e.g. firefighter safety)
- We are proposing to have the right specialist vehicles and equipment so we are ready to respond to all types of incidents.
- We are proposing to introduce a second fire appliance into Hastings Bohemia Road to improve risk cover and make residents in that area even safer.

- We are proposing to introduce another dedicated fire appliance into Eastbourne and swap the existing aerial rescue pump (ARP) for a dedicated aerial ladder platform (ALP).
- 2.6 In order to make these improvements, there needs to be some changes to the Services service delivery model, re-allocating resources more effectively against the risk profile and response standards.
- 2.7 There are 7 key areas of proposed change which are being put before the Fire Authority and which are recommended for public and stakeholder consultation:
1. Operational Resilience Plan (ORP)
  2. Changes to day crewed duty stations
  3. Removal of second fire appliances at day-crewed and on-call stations and reclassification of three “maxi-cab” stations
  4. Changes to the resources in Hastings
  5. Special vehicles – including aerial appliances (high-reach vehicles)
  6. Review of previous IRMP decisions
  7. Changes to full time operational duty systems

### **3 PROPOSALS FOR CHANGE**

#### **3.1 Proposal 1 – Operational Resilience Plan (ORP)**

- 3.1.1 We propose to enhance our operational resilience by increasing our core number of fire appliances available at the start of the day to 18. The Service’s current approach, underpinned by operational policies, looks to provide 15 appliances. We are proposing to improve this.
- 3.1.2 Data analysis has clearly demonstrated that providing 18 ‘immediate response’ fire appliances at strategic locations around the Service, will have the biggest impact on community risk, population and density index, overall activity and ability to reach critical incidents etc. This is the fundamental basis of the proposed ORP.
- 3.1.3 We will also plan to secure a further 6 fire appliances at all times for operational resilience purposes. These identified appliances do not cover such high-risk areas; however, they are still required to be available in times of high demand to provide resilience to the 18 immediate response appliances. The ORP will ensure these 6 appliances are maintained by introducing greater flexibility into the mobilising arrangements (giving longer for the crew to respond and therefore creating greater flexibility for our on-call staff) and through introducing improved ‘on call’ contracts.
- 3.1.4 Both the 18 immediate response and 6 resilience appliances will continue to be supported by the remaining ‘on call’ stations and appliances as they are today, and their availability will continue to be monitored through our central and local operations teams.
- 3.1.5 In order to support the delivery of these new arrangements we are proposing a number of new approaches to staff resourcing. We are proposing to enhance the flexibility of our workforce availability through the introduction of a “flexible crewing pool” consisting

of firefighters who will be posted to stations as necessary to cover for staff absences due to sickness, training or other matters affecting availability.

3.1.6 We are also proposing to introduce new contractual arrangements for our on-call firefighters in order to enhance their availability. Our on-call firefighters are currently paid a small retaining fee but the majority of their pay comes from attending emergency calls. There has been a significant reduction in the volume of calls they are asked to attend which has resulted in long periods of cover with much less reward for doing so.

3.1.7 Despite efforts to recruit and retain on call firefighters, this has led to challenges finding sufficient crew to keep fire appliances available to respond. We will therefore look to introduce:

- new contracts where required which are aligned to periods where cover is needed to maintain fire appliances availability
- a phased implementation of on-call “combined payment contracts” at those stations which support the 18 ORP appliances.

3.1.8 These contractual improvements will form part of an overall approach to focused recruitment and retention initiatives across our on-call service.

3.1.9 The ORP improves our risk profile in a number of ways and these are laid out in more detail on pages 40 of the draft IRMP (Appendix B). Further supporting evidence can be found in Appendix A (annex 1) of this report. Full data can be found in the ORR Main Report (Appendix C) and the station profiles shared with Members previously.

## **3.2 Proposal 2 - Changes to day crewed duty stations**

3.2.1 We are proposing to change staff contracts at our current day crewed fire stations: Battle, Bexhill, Crowborough, Lewes, Newhaven, and Uckfield.

3.2.2 On these stations firefighters work a combination of “positive” and “standby” hours over a 24-hour period. Positive hours are worked on the fire station and standby hours are worked on call from a location within a five minute ‘turn in’ time of the station (in the same way our on-call firefighters do).

3.2.3 Day-crewing duty systems are traditionally used by fire and rescue services where risk levels are lower e.g. less urban. Two workgroups or “watches” of 6 staff cover an average of 42 daytime hours per week and remain on-call during evening periods helping to guarantee fire appliance availability.

3.2.4 We propose to introduce a ‘day only’ crewing model maintaining a 24/7 response from these stations through a different crewing pattern. In this arrangement, full time firefighters would be on-station during the daytime Monday to Friday, with on-call firefighters providing cover in the evening and at weekends. The differences between the existing system and day-only is that day only does not require the fulltime staff to provide additional on-call cover during the evening and weekends. This cover is provided by existing and newly recruited on-call staff (see Proposal 1).

3.2.5 The evidence in our ORR demonstrates that this is an effective way to provide emergency cover on these stations based on community risk. The community would still have a 24/7 response from these stations but it would mean we take slightly longer to attend during the daytime at the weekend in these station areas. However, our analysis shows this represents a very small number of incidents and that this proposal will therefore have a negligible impact on:

- community risk
- attendance standards
- incident demand

3.2.6 A number of our day crewed stations have a very low level of activity when compared nationally with other fire and rescue services stations covering similar sized population areas. Looking more locally, some of our current day crewed stations have less demand than some of our “on call” stations, demonstrating that resources could be used more effectively. Two alternative options to resource this duty system have been identified.

### **3.2.7 *Proposal 2 - Option A***

3.2.7.1 This option involves one team of 6 staff guaranteeing the immediate availability of the fire appliance Monday to Friday (09:00 – 17:30) with each individual firefighter on the station working 5 days per week and with on-call firefighters providing cover in the evening and at weekends.

3.2.7.2 This option results in a reduction of 33 posts across these stations providing the opportunity to reinvest highly trained and skilled staff into the service-wide flexible crewing pool (see Proposal 1), training, prevention and protection teams (subject to being able to meet future financial challenges).

### **3.2.8 *Proposal 2 - Option B***

3.2.8.1 This option involves one team of 7 staff, guaranteeing the immediate availability of the fire appliance for 10.5 hours every weekday on a self-rostering shift pattern. This means that the staff have the flexibility to agree their workdays a minimum of 6 weeks in advance to guarantee the appliance is available.

3.2.8.2 This alternative option would mean that staff on these stations would work 4 longer days (4 X 10.5 hours days rather 5 x 8.5 days under option A) and the proposed station staffing would need to increase by 1 on each station (from 6 to 7) to ensure that all 5 days of the week could be covered.

3.2.8.3 The impact of this option would reduce the overall number of staff posts released from 33 to 27 and the Fire Authority will need to consider whether such a change would still allow the Service the flexibility to reinvest into the flexible crewing pool prevention, protection and / or to take sufficient savings should the need arise.

3.2.8.4 However, option B does provide a number of operational benefits, such as increasing the period of day in which day crewed stations would have staff immediately available to respond, as the

working day would extend from 8.5 to 10.5 hours, providing enhanced cover at a time of greater risk.

- 3.2.8.5 Members will recognise the potential impacts on staff from this proposal. The IRMP team and officers have been considering options to mitigate the impacts of these changes on staff and to develop a constructive consultation process with trade unions. A number of options have been tabled which would see the impact managed as far as possible whilst still achieving our overall aims. These include aspects of pay protection, ring-fencing and priority transfers etc. These HR “protections” are subject to further consultation and agreement and will be further developed over the coming months.
- 3.2.8.6 Subject to final agreement, a number of post implementation reviews will be conducted during the lifetime of the IRMP to ensure that the most appropriate crewing options are considered for all stations to ensure we maintain the most effective and efficient model. If any further options are considered, these will be brought back to the Fire Authority, and through public consultation, as necessary.
- 3.2.8.7 Further detail on this proposal is laid out in more detail on pages 42 to 44 of the draft IRMP (Appendix B). Further supporting evidence can be found in Appendix A (annex 2) of this report. Full data can be found in the ORR Main Report (Appendix C) and station profiles provided to Members previously.

### **3.3 Proposal 3 – We are proposing to change the number of fire stations that have two fire appliances based on them**

- 3.3.1 Every one of our 24 fire stations have at least one fire appliance and 9 have two appliances. A further 3 stations operate a hybrid system where a “maxi-cab” fire appliance is provided (this has a larger crew cab to accommodate a crew of 6 firefighters) and these 3 stations are currently considered (for operational purposes) as 2-appliance stations.
- 3.3.2 We have reviewed the usage and availability of these second fire appliances against the risk profile and concluded that the second appliances at day-crewed and on-call stations are an over provision based on the risk and demand profile. The data also indicates that the 3 maxi-cab stations should be reclassified as single appliance stations.
- 3.3.3 This proposal affects: Battle, Bexhill, Crowborough, Lewes, Newhaven, Rye and Uckfield; along with the three maxi-cab stations of Seaford, Heathfield and Wadhurst.
- 3.3.4 The public would still have a 24/7 response from these stations but it would mean that, if a second fire appliance was required at an incident in these areas, it would come from a different fire station. However, this is often what happens already, particularly during the daytime when low on-call availability means that these appliances are only available between 10%-50% of the time.
- 3.3.5 The data analysis suggests the risk impact from these changes is very low. We have analysed historical data including demand, levels of activity, on-call availability, incident types and operational activity at the incident. For example, 74% of all calls in these fire station areas are dealt with by one fire appliance.

- 3.3.6 This proposal will therefore ensure a more efficient use of our resources and will also lessen the demand on our future capital programme, reducing the need to borrow in the future, and allowing us to reinvest in other proposals being put forward. There will also be a corresponding reduction in the engineering equipment budget as the significant cost of equipping these appliances will be removed.
- 3.3.7 There are also considerable additional service-wide benefits, across areas such as recruitment and training, by lowering the staffing requirements at these stations to a level that is appropriate to the risk profile, can be maintained efficiently, and that is sustainable.
- 3.3.8 Further detail on this proposal is laid out in more detail on pages 46 and 47 of the draft IRMP (Appendix B). Further supporting evidence can be found in Appendix A (annex 3) of this report. Full data can be found in the ORR Main Report (Appendix C) and station profiles provided to Members previously.

#### **3.4 Proposal 4 - We are proposing to change the way we crew stations in Hastings and introduce an additional fire appliance**

- 3.4.1 Both Bohemia Road and The Ridge community fire stations currently each have one fire appliance on an immediate 24-hour response. Based on the ORR risk information we have analysed, we are proposing to:
- Introduce a 'day-crewed' system at The Ridge in Hastings, which would maintain a 24/7 response through a different crewing arrangement; and
  - Introduce a second, additional, fire appliance at Bohemia Road which will provide an enhanced 24/7 response; and
  - Change the crewing of the aerial ladder platform (ALP, high-reach vehicle) at Bohemia Road to a shared crewing model.
- 3.4.2 The ORR and individual station profiles identified that Bohemia Road has a significantly higher risk profile than The Ridge and we need to realign our resources accordingly. Bohemia Road responds to some of the most deprived areas of Hastings and our analysis shows there is a strong correlation with deprivation and the number of fires that occur.
- 3.4.3 For example, Bohemia Road station area ranks 2nd across the Service for the highest number of critical incidents and has had the most life-risk fire incidents over the last 9 years, surpassing Preston Circus in Brighton. It is a high-risk area and given its resource provision compared to the City, there is an imbalance, hence the proposed changes.
- 3.4.4 By introducing a second fire appliance at Bohemia Road (crewed by 24-hour shift firefighters) we are significantly improving the risk cover for both Hastings station grounds, building more resilience in the area, and crucially improving firefighter safety.
- 3.4.5 These changes in Hastings will allow us to provide an overall improvement in the service we deliver to those communities and to reinvest highly trained and skilled staff

into the service-wide flexible crewing pool, training, prevention and protection teams (subject to being able to meet future financial challenges).

3.4.6 Further detail on this proposal is laid out in more detail on pages 48 and 49 of the draft IRMP (Appendix B). Further supporting evidence can be found in Appendix A (annex 4) of this report. Full data can be found in the ORR Main Report (Appendix C) and station profiles provided to Members previously.

**3.5 Proposal 5 – We are proposing to make changes to how we provide and crew specialist vehicles including aerial (high-reach) appliances**

**3.5.1 Aerial Appliances**

3.5.1.1 An Aerial Ladder Platform (ALP) differs from a conventional fire appliance and is designed for operations where working from height is advantageous or a necessity. These appliances typically reach up to 32 metres in height (9-10 storeys) and are able to supply water or foam jets as well as a stable rescue platform. We propose to maintain three aerial appliances in Brighton, Eastbourne and Hastings to ensure response is matched to risk, considering the different local risk profiles in the ORR.

3.5.1.2 Our analysis suggest we do need to make some improvements in Eastbourne. We are proposing to put a second, dedicated, fire appliance into Eastbourne and swap the existing aerial rescue pump (ARP) for a dedicated aerial ladder platform (ALP) in order to provide a better mix of resources based on the risks and demand profile within the town and surrounding areas.

3.5.1.3 We do propose to change how these aerials are crewed as follows:

- The City of Brighton & Hove	Dedicated crew
- Hastings	Shared crewing model
- Eastbourne	Shared crewing model

3.5.1.4 The concept of “shared crewing” for ALPs is a common crewing system across the UK fire and rescue service. Indeed, it is the most common approach and currently ESFRS are one of only a small number of services (6) who “primary crew” aerial appliances. The higher risk profile in Brighton requires us to crew the ALP permanently with a full-time crew, and we believe this is entirely appropriate for the City. The City has one of the highest densities of high-rise properties in the UK. 64% of properties that are over five floors across ESFRS are located within the City.

3.5.1.5 Shared crewing is considered a risk proportionate approach which allows the officer-in-charge to share the crew on station across all appliances based on the incident type and information received with the call. Shared crewing allows us to maintain the immediate availability of all fire appliances, including the ALP, with the on-duty staff. On receipt of a call, the crew splits up to take both the available fire engines and the specialist vehicle to the incident – the ALP in this case.

3.5.1.6 The ORR reviewed the use of these vehicles, how many we need and where they should be located, all based upon the analysis of risk. We used incident information from the past, the present and what we could reasonably anticipate for the future using

local planning information and knowledge of the current built environment. Although located at particular fire stations, these vehicles provide a County-wide resource i.e. they can be expected to be called anywhere in the County or City.

### **3.5.2 Other specialist capabilities**

- 3.5.2.1** We also have a number of other “special” vehicles and capabilities. Many of these support our day to day core operational duties, others are there to provide an appropriate response to infrequent rescue scenarios such as large animal rescue or building collapse. The data analysis found that the majority of our specialist capabilities are already well placed. A small number of changes to location and capability are planned and reflected in the map on page 51 of the draft IRMP (Appendix B).
- 3.5.2.2** We currently have a range of different vehicles, equipment and capabilities and we will look to continually review our options available to us so that we can tailor our approach to best suit each emergency. Specifically, there is further work being carried out in relation to our “technical rescue” capability. Technical rescue relates to a range of low frequency but complex rescue scenarios such as building collapse, road traffic collisions involving large goods vehicles etc.
- 3.5.2.3** The review of technical rescue capability requirements will be concluded by the summer and reported to the Senior Leadership Team in August in order that any material change or proposal can be discussed with the Fire Authority (if necessary) at the September meeting. This will also include options for the future provision of our rope rescue capability.
- 3.5.2.4** One material change can now be formally noted. The data and analysis so far have demonstrated that we no longer need to maintain a swift water rescue team in its current guise and this capability will be withdrawn once the final IRMP is agreed in September this year. Alternative but appropriate arrangements for mitigating water risk in our area will be implemented in due course.
- 3.5.2.5** Further detail on the proposals outlined above can be found on pages 50 and 51 of the draft IRMP (Appendix B). Further supporting evidence can be found in Appendix A (annex 5) of this report. Full data can be found in the ORR Main Report (Appendix C) and station profiles provided to Members previously.

### **3.6 Proposal 6 – Previous IRMP Decisions**

Previous IRMPs committed the Service to a number of initiatives and programmes of work. Most have been completed, however there are some which were ‘on hold’ until such time as the more comprehensive and up to date ORR was completed.

#### **3.6.1 Appliance Design**

- 3.6.1.1** A previous IRMP suggested that a smaller type of fire appliance could be provided to Preston Circus and The Ridge fire stations. This proposal was later subsumed into a broader project to review appliance sizes and capabilities across the whole Service. This, in particular, was looking at options to introduce a “three-tiered approach” to appliance design; essentially, small, medium and large appliances. This was in line

with changes taking place nationally and was seeking to ensure that appliances were designed and built in the most economical way based on local need.

- 3.6.1.2 The evidence from the ORR, alongside the impact of the other proposals for change in this IRMP, mean that it is no longer be necessary or effective to pursue such a change.
- 3.6.1.3 In relation to the impact in Hastings for example, 9 years-worth of incident data was reviewed and there was no evidence to suggest that the Service was unable to access any premises, address or location with the standard sized fire appliance, particularly around the Hastings Old Town area. This included our largest vehicles, the ALPs. Notably, there was an average attendance time in the Hastings Old Town area of 7.01 minutes (the average across the County and City was 8.12 minutes).
- 3.6.1.4 As a further consideration, we have found that having fire appliances of differing size will affect the quantity and type of equipment we currently carry. The new operational resilience plan (ORP – see Proposal 1) relies on the availability of a consistently-sized and consistently equipped fleet of 18 appliances.

## 3.6.2 **Managing Demand**

- 3.6.2.1 The current IRMP (Your Service Your Voice 2017-2020) noted that, whilst overall demand on fire and rescue service resources has reduced over recent years, there was a need to undertake more targeted work to ensure that we continually review and improve efficiencies across the Service, specifically looking at our attendance to all non life-threatening incidents. By reducing the demand on our Service for calls that are not deemed appropriate to attend, we will free up our resources to undertake meaningful community safety work that will make people safer.
- 3.6.2.2 That work has now been completed and as a result, the Service is aiming to manage demand across three operational areas to reduce the number of unnecessary mobilisations which impact on our other work, businesses and commerce. These changes will release capacity into prevention, protection and training.

## 3.6.3 **Automatic Fire Alarms (AFAs)**

- 3.6.3.1 We average around 9,200 operational responses to incidents each year. Automatic fire alarm (AFA) systems account for 34% of all these calls. 96% of the calls initially categorised as AFAs turn out to be false alarms – these are often described as “unwanted fire signals”.
- 3.6.3.2 Only 2% of calls to AFAs in non-domestic premises turn out to be fires (average of 32 per year). Of these 32 fires, 20 do not require any firefighting action (the fire will already be out when the crews arrive). The remaining 12 require varying amounts of firefighting action, ranging from an item being taken outside, use of portable extinguishers, and use of main jets. On average, only one call per year to an AFA in non-domestic property requires use of main firefighting jets.
- 3.6.3.3 Members will note that our HMICFRS report was critical of the Service in relation to this matter. We have the largest number of AFA calls compared to our family group average (our family group of comparable and similar sized fire and rescue services) and

attendance at these particular call types are widely considered to be an unnecessary drain on valuable fire service resources.

- 3.6.3.4 They divert essential service resources rendering them unavailable, with the possibility of delayed attendance at genuine emergencies; they create unnecessary risk to fire crews and members of the public when appliances are responding under emergency conditions; they are disruptive to work routines, particularly community and business fire safety activity, and training; they have a demoralising effect on personnel attending a high number of false alarms, and instil a culture of complacency with an expectation of a wasted trip; they impose an additional financial burden on the Service, particularly salary and vehicle fleet costs; and they adversely impact upon other employers who release on-call staff for such calls.
  - 3.6.3.5 Many other Services have already introduced sweeping changes to how they manage calls to premises with AFA systems. A number have simply stopped attending completely and will only attend if there is a confirmed fire.
  - 3.6.3.6 We are proposing a more measured and risk-based approach. This includes appointing a subject matter expert on a fixed term contract to lead an engagement and education project with property owners and responsible persons, in order to allow them to better understand and comply with their responsibilities. Further, we will be introducing a more robust call challenge process via our control centre in line with best practice.
  - 3.6.3.7 In relation to non-attendance, we are proposing that the Service no longer automatically attend calls to fire alarms operating in low risk commercial premises. These premises are classified as commercial (non-domestic) premises with no sleeping risk, such as offices, shops, factories, pubs, clubs and restaurants. In these premises, when people are present, they are able to check for fire and call back on 999 to confirm; we would then attend as a confirmed fire call with the full attendance of appliances. When people are not present, such as when the business is closed at night, then the life risk is very low.
  - 3.6.3.8 Finally, we are also reviewing whether, at some point in the future, we should charge a fee for attending unwanted fire signals in some other premises types, in some circumstances. If the Fire Authority are minded to consider such an approach, this would be subject to a separate public consultation in due course.
- #### 3.6.4 **Lift releases**
- 3.6.4.1 We are regularly called to release people from lifts that have malfunctioned. We want to engage and communicate with building owners to ensure that they are improving the maintenance of their lifts and have in place suitable arrangements for releasing people in their lifts.
  - 3.6.4.2 We are proposing to develop a risk assessed operational policy which would introduce a delay in responding to some incidents where people are not vulnerable or in distress, to give the building owner time to resolve the issue themselves in line with their responsibilities. We are also considering whether, at some point in the future, we should charge a fee for attending such calls. This would bring us in line with a significant

number of other fire and rescue services. If the Fire Authority are minded to consider, such an approach, this would be subject to a separate public consultation in due course.

3.6.4.3 Members will want to note that we will continue to attend calls to release members of the public from lifts when appropriate and necessary.

### 3.6.5 **Trapped birds**

3.6.5.1 We already work alongside animal charities to reduce the number of calls we get to birds trapped in netting. However, we continue to attend a small number which tie-up our resources for a period of time and restrict our ability to attend incidents involving risk to human lives. It is often necessary to use aerial ladder platforms and other specialist equipment, making this service disproportionately time consuming and expensive. Therefore, we are proposing that we should no longer attend calls to birds trapped in netting in the future.

3.6.5.2 Further detail on these proposals is laid out on pages 52 to 54 of the draft IRMP (Appendix B). Full data can be found in the ORR Main Report (Appendix C) and station profiles provided to Members previously.

## 3.7 **Proposal 7 – We are proposing to make changes to the duty system that is operated at our six fire stations that are crewed 24/7 on the traditional 4 watch system**

3.7.1 This proposal is about the contractual arrangements of the firefighters who work on our six full time shift fire stations at Bohemia Road Hastings, Eastbourne, Hove, Preston Circus, Roedean and The Ridge Hastings; and the resulting and crewing arrangements.

3.7.2 The current duty system requires a firefighter to work two day shifts followed by two night shifts, then with four days off duty. Although this system has been in place for some time, there are now alternatives which present the opportunity to improve how we deliver our Services in a more efficient manner without detriment to the speed or weight of our response.

3.7.3 With the exception of The Ridge (which we propose will become a day crewed station - see Proposal 4), we have identified two options for change. One option (option A) would impact on the remaining 5 shift stations; the second option (option B) would only impact on the three stations in the City.

### 3.7.2 **Proposal 7 - Option A**

3.7.2.1 Option A would be to implement a “Flexible Rostering Duty System” at 5 shift fire stations. In this arrangement, one team of firefighters plan an average of 11 to 12 shifts per month split between day and night shifts, a minimum of 6 weeks in advance, to ensure the appliance(s) at that Station are always available.

3.7.2.2 The alternative Flexible Rostering Duty System will:

- improve the release of firefighters for training without affecting fire appliance availability

- reduce overtime and staff employed on fixed-term contracts
  - enable the firefighters to have more flexibility in which shifts they work each month
  - introduce a more family-friendly work pattern
- 3.7.2.3 This option (if agreed) would result in a net extraction of 5 posts; which could then be used to support enhancement in prevention, protection, training, resourcing of the flexible crewing pool or, subject to future financial modelling, taken as savings.
- 3.7.3 **Proposal 7 - Option B**
- 3.7.3.1 Option B would be to implement a “group crewing” system at Preston Circus, Hove and Roedean. This system enables the Service to provide the same level of response with fewer posts. The term “group crewing” indicates that resources are reduced in one station and enhanced in another, in order to allow the group of stations to operate on a self-sufficient basis for managing cover.
- 3.7.3.2 In this option, crews working on the current 4 watches continue to use the existing shift pattern (2 days shifts, followed by 2 night shifts, followed by 4 days off) with an average of 16 shifts per month. Depending on sickness or other absence levels, one station supports the others in the “group”.
- 3.7.3.3 This option (if agreed) would only apply to the three City stations and would result in a net extraction of 4 posts; which could then be used to support enhancement in prevention, protection, training, resourcing of the crewing pool or, subject to future financial modelling, taken as savings.
- 3.7.3.4 Both options outlined above allow the Service to maintain our 24/7 immediate response and attendance standards from Bohemia Road Hastings, Eastbourne, Hove, Preston Circus and Roedean. In addition, both options will release a number of posts which we can reinvest into other vital areas of service delivery such as prevention and protection work as well as into the training department without adversely affecting the Service to our communities.
- 3.7.3.5 Further detail on this proposal is laid out on 55 and 56 of the draft IRMP (Appendix B). Full data can be found in the ORR Main Report (Appendix C) and station profiles provided to Members previously.
- 4 HIGH-LEVEL IMPACT ASSESSMENTS**
- 4.1 As part of the analysis of the proposals outlined above, a high-level impact analysis has been undertaken against six key areas; equalities, training, HR, engineering services, estates and finance.
- 4.2 The high-level equalities impact assessment is attached as appendix D. More detailed equalities impact assessments against each of the proposals will be further developed and refined during the consultation period (to allow the opportunity to engage with specific groups and via the focus groups) and this will form part of the final information provided to the Authority ahead of the September meeting in order to help inform the Authority’s decisions.

- 4.3 A detailed financial assessment is provided later in this report (see section 5) with the key aspects reflected in the draft IRMP (pages 60 and 61).
- 4.4 The key headline from the remaining impact assessments is that there are no legal, operational, financial, or resourcing barriers which would prevent the proposals as outlined being implemented. There are, of course, significant impacts, particularly in relation to HR matters, which will require further assessment in order to develop a robust and evidence-based implementation plan. As with all the impact assessments the development of a detailed implementation timeline will be critical to successfully managing impacts and implications.
- 4.5 This work will be carried out ahead of the Fire Authority meeting in September and any material issues will be raised with the Authority in order to inform their decision making.

## **5 FINANCE**

- 5.1 The finance impact assessment has been based both on the core proposals within the IRMP and the other functional impact assessments completed as part of the review. This has proved complex and it is clear that further refinement will be required especially as more detailed implementation planning progresses. Nevertheless, it seeks to assess the material financial implications of the proposals, in revenue terms over the period to 2028/29 when implementation will be complete (and full savings will be realised) and in capital terms over the life of the current five-year capital programme. The full impact on the capital programme over the 15-year fleet replacement cycle will require further analysis over the summer.
- 5.2 In consultation with the ORR Board and other stakeholders a number of key assumptions have been made which underpin the assessment and these have been agreed by SLT.
- 5.3 A summary of the impact of the ORR proposal on the revenue budget is set out in Table 1 below. It includes two alternative options for the flexible crewing pool of either eight or 12 full time equivalents. Alternative options for proposals to 2 and 7 have also been costed. The total forecast savings are shown as upper and lower figures, the former reflecting options 1a, 2a and 7a and the latter options 1b, 2b and 7b. Clearly there is a significant difference between the two (£0.7m by 2028/29) reflecting the equivalent of 11 posts. Officers are working to identify additional savings that may mitigate this difference and this work will be completed and costings developed over the summer. Other combinations of these options are possible and the resulting savings would sit within the upper and lower range.

**5.4 Table 1 – Summary of Revenue Impacts: (DRAFT)**

	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29
<b>Revenue Impact</b>	<b>£'000</b>								
<b>Proposal</b>									
1. Operational Resilience Plan									
- Changes to on call contracts	0	-259	-264	-269	-275	-280	-286	-291	-297
- flexible crewing pool (a) 8 posts	0	142	391	399	407	415	423	431	440
- flexible crewing pool (b) 12 posts	0	142	575	587	598	610	622	635	647
2. Changes to Day Crewed Stations									
- Option (a) - reduction of 33 posts	0	-96	-851	-873	-1,212	-1,733	-1,777	-1,888	-2,000
- Option (b) - reduction of 27 posts	0	-96	-627	-645	-920	-1,376	-1,413	-1,516	-1,620
3. Changes to Second Appliances	0	-6	-6	-6	-9	-9	-9	-9	-9
4. Changes to Crewing in Hastings	0	0	0	-221	-225	-229	-234	-238	-243
5. Changes to Aerial Appliances	0	0	0	0	0	0	0	0	0
6. Previous IRMP Decisions	0	0	0	0	0	0	0	0	0
7. Changes to our 24/7 Duty System									
- Option (a) - reduction of 5 posts	0	0	0	-290	-296	-302	-308	-314	-320
- Option (b) - reduction of 4 posts	0	0	0	-188	-192	-195	-199	-203	-207
8. Implementation Team	25	136	138	0	0	0	0	0	0
<b>Total saving / cost</b>									
- Upper Forecast [1a + 2a + 7a]	25	-83	-592	-1,261	-1,610	-2,139	-2,191	-2,310	-2,430
- Lower Forecast [1b + 2b + 7b]	25	-83	-184	-743	-1,022	-1,479	-1,518	-1,624	-1,730

5.5 A summary of the impact on the current five year Capital Programme is set out in Table 2 below. The revenue impact of the changes to the capital programme have yet to be assessed in terms of reductions in financing costs.

**Table 2 – Summary Capital Programme Impact**

	2020/21	2021/22	2022/23	2023/24	2024/25	Total
<b>Capital Impact</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Proposal</b>						
1. Operational Resilience Plan	36	36	0	0	0	72
3. Changes to Second Appliances	0	-100	-1,325	70	0	-1,355
4. Changes to Crewing in Hastings	0	-60	0	0	0	-60
5. Changes to Aerial Appliances	50	50	640	0	0	740
<b>Total saving / cost</b>	<b>86</b>	<b>-74</b>	<b>-685</b>	<b>70</b>	<b>0</b>	<b>-603</b>

5.7 There remains significant uncertainty for fire funding beyond the current one year settlement. For 2021/22 and beyond there are significant risks as a result of proposals to change the Business Rates Retention regime, the Fairer Funding Review and a Comprehensive Spending Review. In addition, there is a series of risks / opportunities that face the sector not least the impact of changes to protection services as a result of the Hackitt Review (in response to the Grenfell tragedy) and the outcome of the national inspection regime. As a consequence of this uncertainty the Authority's Medium Term Finance Plan (see table 3 below) models a series of scenarios (Best, Mid and Worse case) which produce a range of potential savings from £0.7m to £3.6m by 2024/25.

**Table 3 – Medium Term Finance Plan 2020/21 – 2024/25**

	2020/21	2021/22	2022/23	2023/24	2024/25
Medium Term Finance Plan	£'000	£'000	£'000	£'000	£'000
Saving Requirement:					
- Best Case	0	693	762	752	682
- Mid Case	0	1,239	1,827	2,310	2,708
- Worse Case	0	1,512	2,339	3,030	3,608

- 5.9 The proposals within the IRMP would be sufficient to cover the savings required in the best-case scenario by 2024/25 and under the upper forecast would meet up to 59% and 38% of the savings requirements under the Mid and Worse case scenarios respectively. Under the lower forecast the equivalent figures are 45% and 28%. The Authority is continuing to explore the potential for further savings to meet the identified target by 2024/25 through the activities set out in the Efficiency Strategy. We anticipate that there will be a greater level of funding certainty within the next nine months and that will set the context in which the Authority can determine the level of savings it wishes to realise from the IRMP and the extent to which it can afford to recycle or re-invest within the Service.

## **6 IMPLEMENTATION AND PROJECT PLANNING**

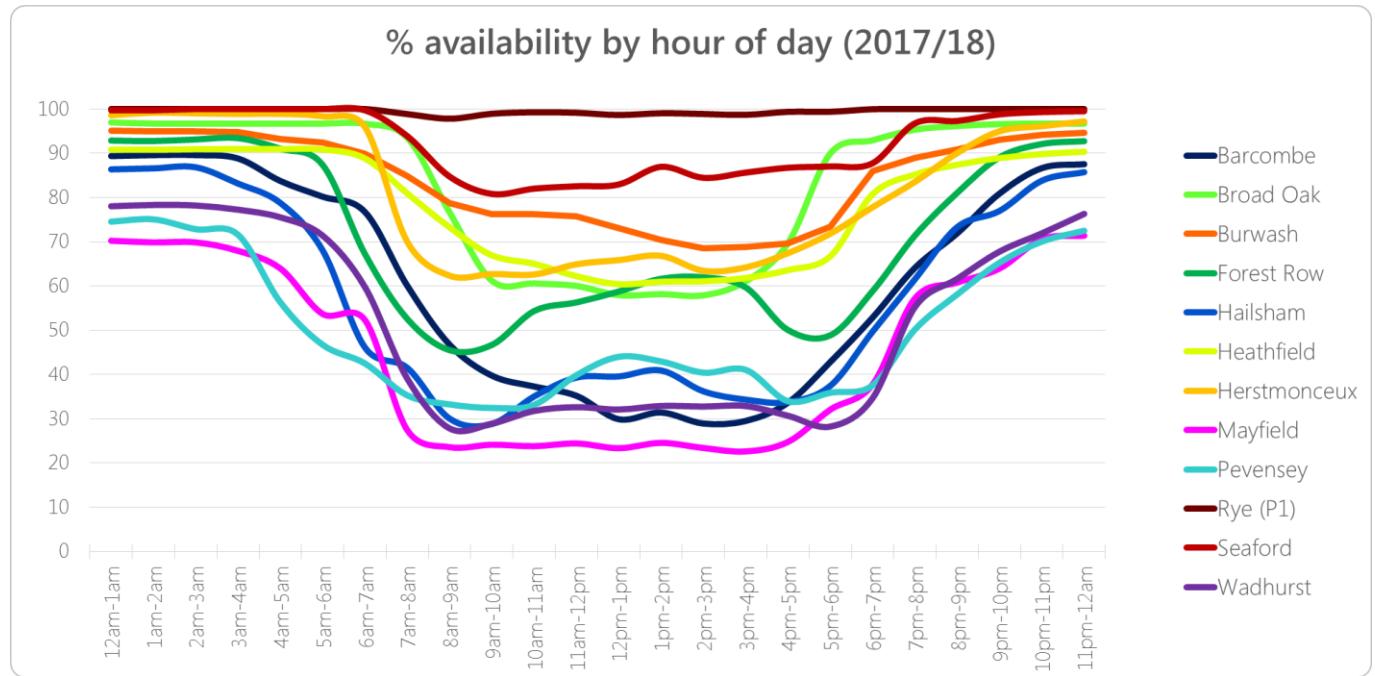
- 6.1 A high-level indicative implementation timeline has been developed by the ORR/IRMP team. This has been necessary in order to provide a range of indicative dates on which to build the impact and planning assumptions and, in particular, to build the financial model outlined above.
- 6.2 Further detailed work will be required in relation to the impact assessments, planning assumptions, policy implications, delivery timeline and implementation options. This work will be completed and presented to the Fire Authority at its meeting on 3 September 3 2020, alongside the public consultation feedback reports, in order to help inform the Authority's final decisions.

## APPENDIX A

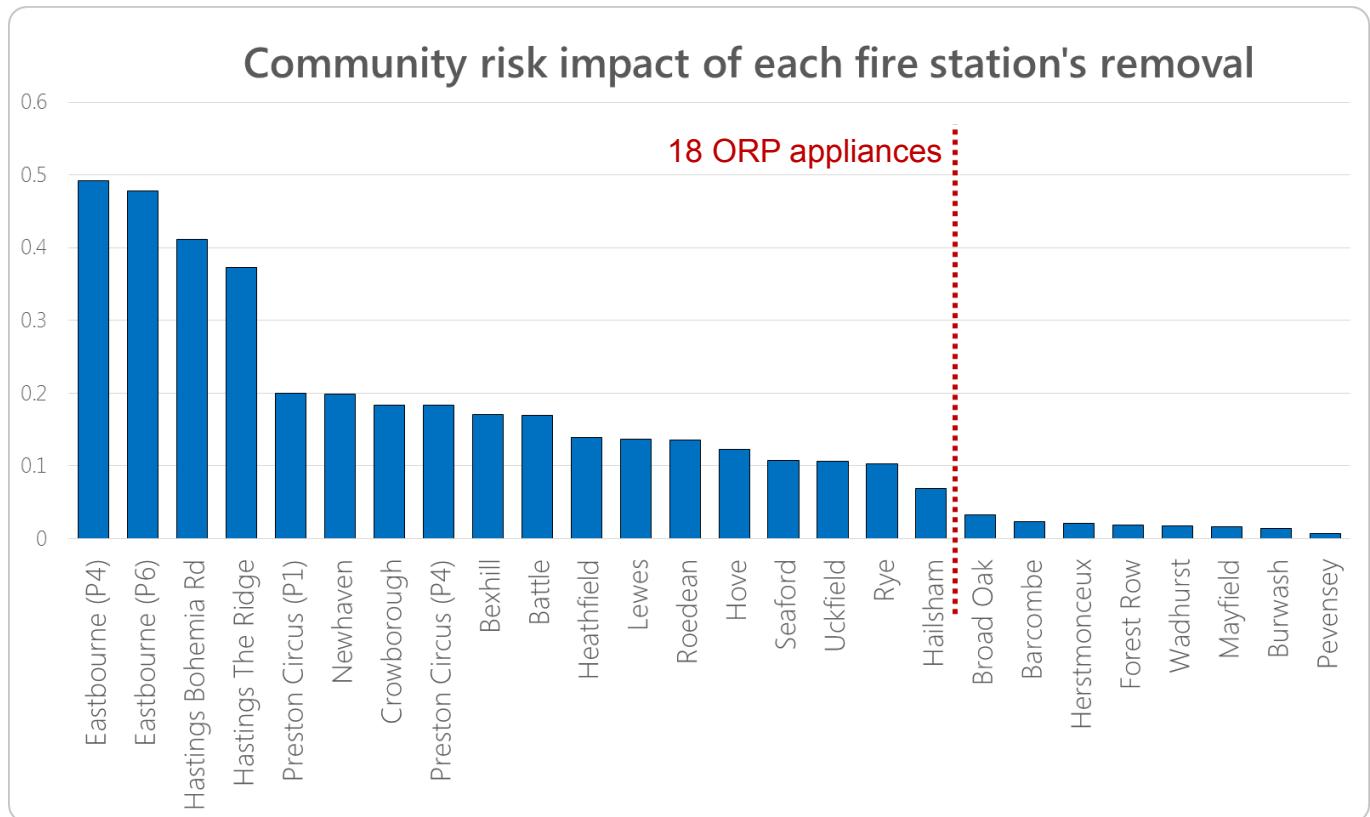
### Annexes: Supporting evidence for 5 of the key areas of change

#### Annexe 1 – Operational Resilience Plan

The availability of on-call fire appliances varies significantly by time of day, and is typically much reduced during the day time as the chart below shows.



Data analysis has clearly demonstrated that providing 18 ‘immediate response’ fire appliances at strategic locations around the Service, will have the biggest impact on community risk, population and density index, overall activity and ability to reach critical incidents etc. Impact on risk-reduction significantly diminishes from the 19<sup>th</sup> appliance onwards (drops by >50%) as shown below:



14 of these 18 fire appliances are located on our Shift and Day-Crewed stations.

However, there are 4 on-call fire appliances which would significantly contribute to reducing community risk and meeting peak call demand if they were available at all times of the day.

These are:

- Heathfield
- Seaford
- Rye
- Hailsham

The availability of these 4 on-call appliances would improve our coverage, meeting peak demand, attending critical incidents and reducing community risk as evidenced below:

All mobilisation demand	91% coverage, up from 86%
Critical incidents	89% coverage, up from 75%
All population	92% coverage, up from 75%
Over 80s population	91% coverage, up from 75%
All households	92% coverage, up from 80%
High-risk households	99% coverage, up from 93%
Within attendance standards	93% coverage, up from 81%

The table below shows the total availability of these 4 on-call appliances over the last 9 year period. It can be seen that Hailsham's availability has almost halved in recent years from having 100% availability. However this also demonstrates the availability of the key on-call appliances, particularly during weekday daytime hours can be improved.

*% availability by year (excl. mechanical reasons)*

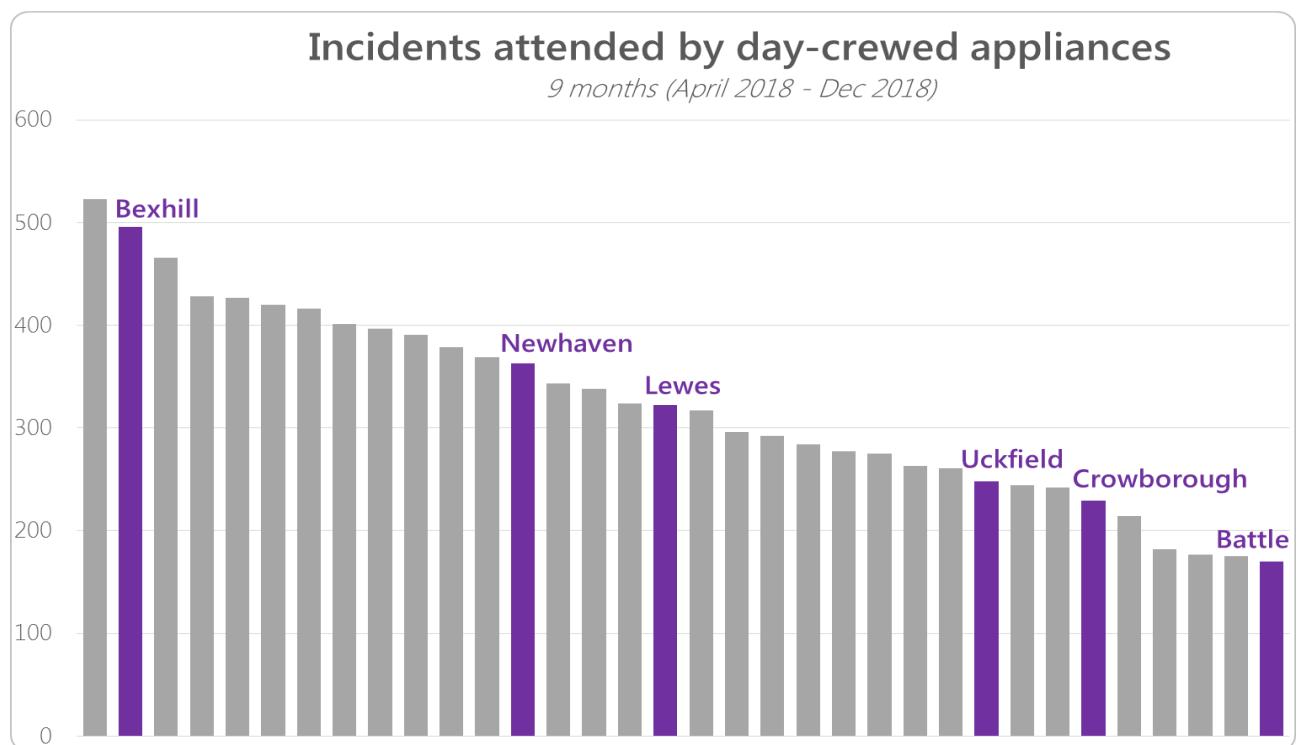
ORP on-call station	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	% increase / decrease
Hailsham	100.0	100.0	99.6	99.6	94.3	81.2	88.5	81.5	56.8	-43.1%
Heathfield	78.0	82.0	82.6	77.8	90.2	89.0	79.0	72.8	78.3	0.4%
Rye	99.7	99.9	99.8	100.0	99.7	99.8	99.6	99.7	99.5	-0.2%
Seaford	99.1	97.6	97.6	97.4	98.1	96.3	94.8	94.1	92.4	-6.8%

ESFRS will introduce new enhancements to the on-call system to improve the overall service availability of on-call appliances. The improvements will be targeted at the ORP on-call sections as a priority, as improvements in these stations availability has the biggest impact on risk reduction.

## Annexe 2 – Changes to day-crewed duty stations

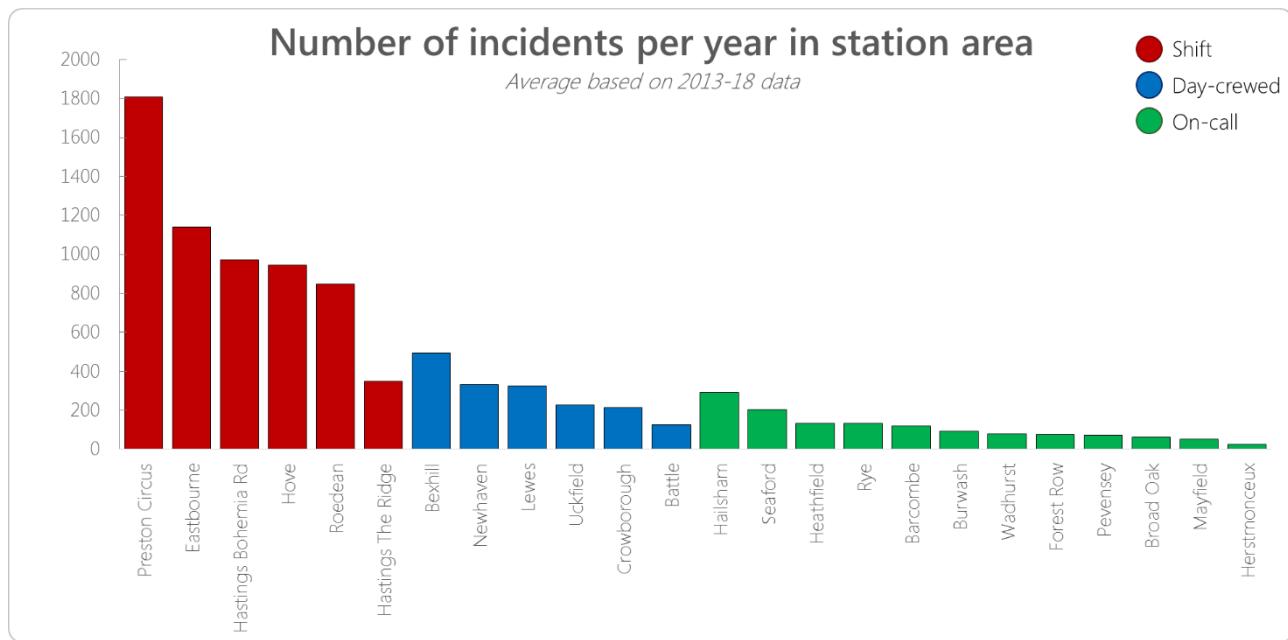
From the public's perspective, the only difference between the current day-crewed duty system and the proposed day-only duty system, is the change from an on-station response to an on-call response during the 'day time' at the weekend. The impact of this has been fully explored, taking into consideration the risk profiles and activity for each day-crewed station, and the impact on fatality rates, demand and performance by changing the provision. The proposal has very low impact on all of these.

Compared to our comparable Services in Family Group 2 (FG2) the chart below shows the large variation in activity between each day-crewed appliance, Bexhill being one of the busiest day-crewed appliances across FG2, whereas Battle, Crowborough and Uckfield appliances demonstrating low activity.



Looking more locally, some of our current day crewed stations have less demand than some of our "on call" stations, demonstrating that resources could be used more effectively. The chart below shows that:

- The number of incidents in the on-call area of Hailsham are representative of the day-crewed average in Family Group 2 and similar to call volume in Newhaven, Lewes and also the wholetime shift area of Hastings The Ridge
- The number of incidents in the on-call area of Seaford are similar to those in the day-crewed areas of Uckfield and Crowborough
- There are more incidents in each of the 4 key on-call areas (ORP) than the day-crewed area of Battle.



The table below shows the average number of incidents per year that would potentially receive a longer response time as the appliance would be providing an on-call response as opposed to an on-station response. It can be seen that there are very few critical incidents which may be impacted with a longer response time.

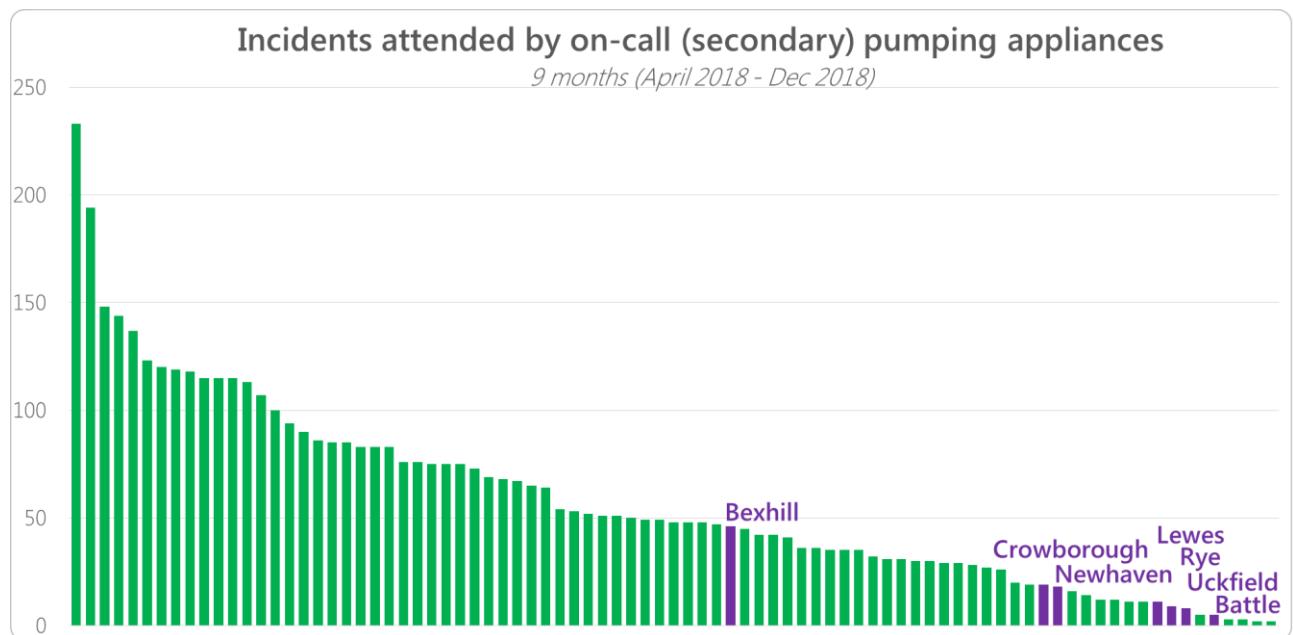
However, it is important to note that for critical incidents such as a dwelling fire or road traffic collision with persons involved, this typically requires 8 firefighters to effectively manage the incident (i.e. 2 fire appliances). Therefore, although there may be an increase in the initial response time of the first appliance for a very small number of incidents, the response time of the second appliance is likely to remain unchanged, or may even improve as an outcome of implementing the Operational Resilience Plan (see Annex 1).

Appliance	Daytime weekend mobilisations per year	
	All Incident Types	Critical Incident
Battle P1 (9-4 only)	32	4
Bexhill P1	84	7
Crowborough P1	47	4
Lewes P1	58	9
Newhaven P1	61	6
Uckfield P1	54	6

### Annexe 3 – Removal of second fire appliances from day-crewed and on-call stations

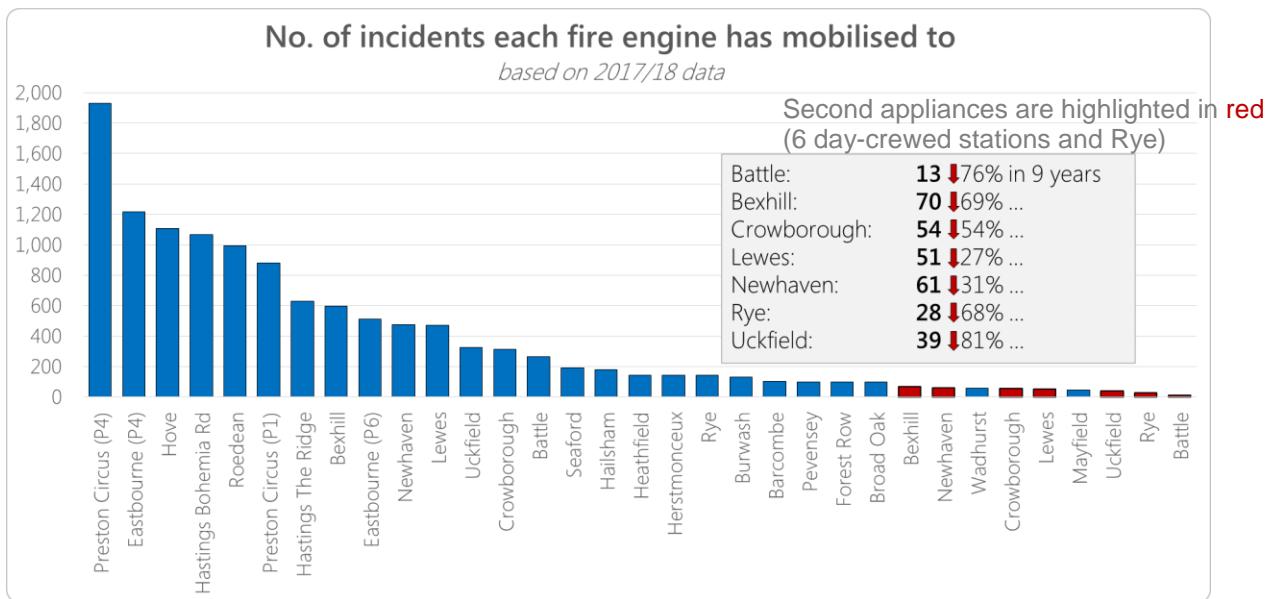
This proposal relates to the second fire appliance being removed from the following 7 fire stations: Battle, Bexhill, Crowborough, Lewes, Newhaven, Rye and Uckfield.

The numbers of incidents that the majority of these second fire appliances attend are amongst the lowest within Family Group 2 as the chart below depicts:



Having analysed historical data including demand, levels of activity, on-call availability, incident types and operational activity, the analysis suggests that the stations where these 7 fire appliances currently reside do not warrant having a second fire appliance and the risk impact from making these changes is very low for the following reasons.

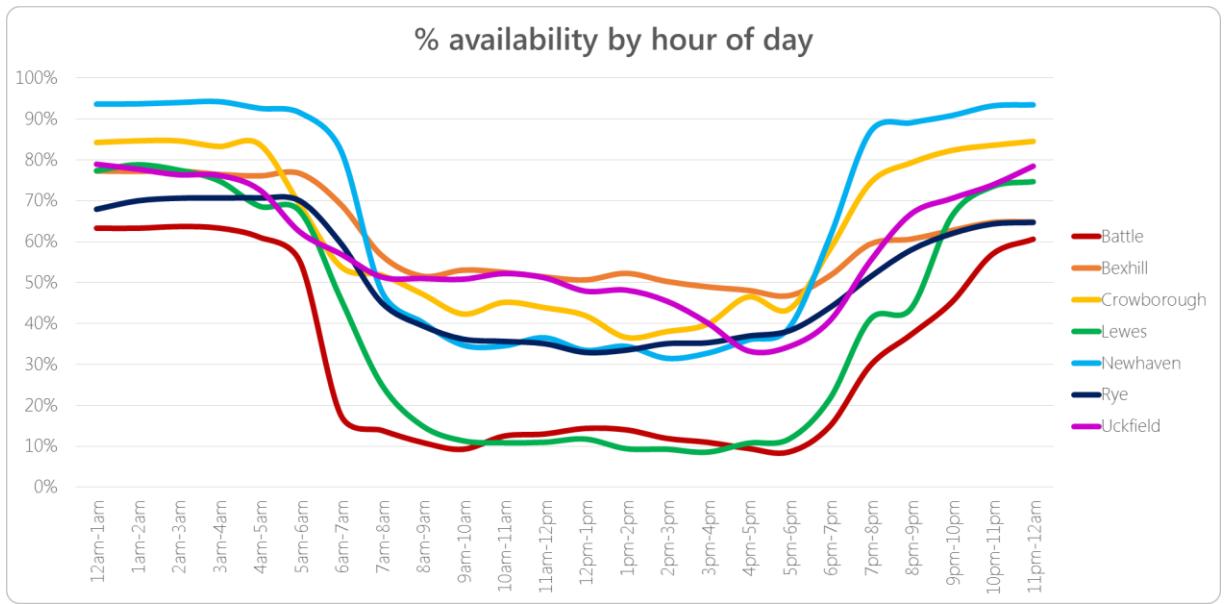
1. It is important to note that 74% of all calls in these fire station areas are dealt with by one fire appliance.
2. These 7 appliances attend a very small number of incidents. The chart below demonstrates this and also shows that there has been a large reduction in calls over last 9 years. Please note, these are mobilisations to ALL incident types. This shows Bexhill (the busiest second appliance) mobilising to 70 calls and Battle (the quietest) mobilising to just 13 calls.



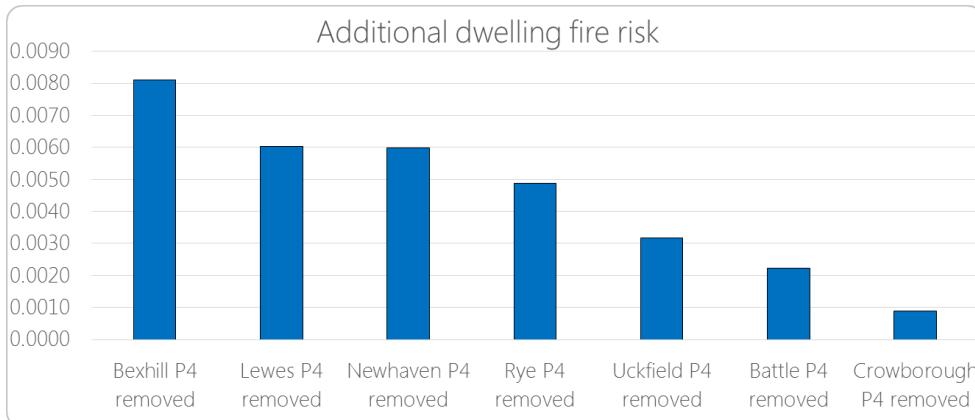
- In addition to the very low activity described above, it is also important to note that a significant proportion of these are to non-critical incidents and false alarms. The table below breaks down these calls by incident type. This shows Bexhill (the busiest second appliance) mobilising to 9 critical incidents and Battle (the quietest) mobilising to just 1 critical incident. It is important to note that the location of these calls may not be on the home station. For example, out of the 70 calls to which Bexhill's second appliance is mobilised, 10 of these are to other station areas (7 of which are in Bohemia Road which would be negated by the proposed introduction of a second appliance into Bohemia Road).

2nd appliance location	Fire		Special Service		False Alarm	Other	Total
	Critical	Non-critical	Critical	Non-critical			
Battle	0	9	1	1	2	0	13
Bexhill	3	21	6	18	22	0	70
Crowborough	2	14	9	15	11	3	54
Lewes	3	27	4	5	12	0	51
Newhaven	5	28	3	9	16	0	61
Rye	0	16	1	4	5	2	28
Uckfield	1	16	5	2	15	0	39

- The removal of these 7 fire appliances has no material impact on attendance standards. This is because attendance standards measure time of the 1st appliance and the "P4s" (second appliances) are typically support pumps. Additionally, they mobilise to very few incidents because the risk profile does not dictate the requirement for a second appliance.
- The current availability of these appliances is already low, particularly during the day as shown in the chart below, so in reality the impact of removing these appliances is already greatly reduced. The daytime availability ranges from circa 50% available (best case) during the day, down to 10% (worst case).



6. We have also modelled the risk impact of removing these appliances based on the appliances being 100% available. The analysis shows that, even if these appliances were 100% available, there would be only a marginal increase in risk. The chart below shows each appliance's contribution to reducing dwelling fire risk. For example, even assuming 100% availability, Bexhill's P4 (the busiest second appliance) contributes to reducing dwelling fire fatalities by just 0.008 per year. Also, this calculation is in isolation of other review areas, such as additional resource added to neighbouring Bohemia Rd.



7. The impact of removing these 7 fire appliances will be offset against increases in on-call appliance availability at other stations through the Operational Resilience Plan and crewing pool.
8. Lastly, any perceived increase in community risk can be reduced or mitigated using other FRS resources (e.g. prevention/HSV targeting).

## **Annexe 4 – Changes in Hastings resource provision**

The proposed changes ensure that our resources are better aligned to the risk within Hastings and the wider area and improves community safety and reduces the overall risk profile.

Introducing an additional fire appliance into Hastings has a larger positive impact than introducing it elsewhere within the Service e.g. The City of Brighton and Hove, due to its risk profile and current resource provision. For example, Hastings has the highest proportion of incidents compared to the proportion of households (25% more than the average) but compared to the City, the average lag time between the 1st and 2nd fire appliance across Hastings is around 4 minutes whereas in the City it is approximately 2 minutes.

The findings from our operational response review confirm the findings of the 2012 Hastings Review and go further in terms of breadth and depth, highlighting again that Bohemia Road station area has a significantly higher risk profile in terms of community risk, activity and demand e.g.:

- Bohemia Rd area ranks 2nd out of all ESFRS station areas for highest number of critical incidents (10% of all critical incidents)
- Bohemia Rd area has had the most life-risk fire incidents over the last 9 years, surpassing Preston Circus
- 74% of all incidents in Hastings are in Bohemia Road station area
- 72% of critical incidents in Hastings are in Bohemia Road station area
- 74% of all accidental dwelling fires in Hastings are in Bohemia Road station area
- 79% of VH risk households in Hastings are in Bohemia Rd station area
- 65% of 80+ year olds in Hastings live in Bohemia Rd station area
- Conversely, the numbers of incidents in The Ridge are similar to a typical day-crewed area within ESFRS and also within other FRSs (FG2).

### **Response impact (based on 5yrs data Apr 2013 - Mar 2018)**

#### Bohemia Rd

- There are 974 incidents per year in Bohemia Rd station area (of which 46 are critical)
- 263 (27%) of these are attended by two or more fire appliances.
- The average lag time currently between the first and second appliance in Bohemia Rd is 03:53

Therefore, assuming the availability of each Bohemia Rd fire appliance to respond, the proposed changes to Bohemia Rd would significantly improve the response times of the 2<sup>nd</sup> fire appliance of up to 263 incidents per year within the area.

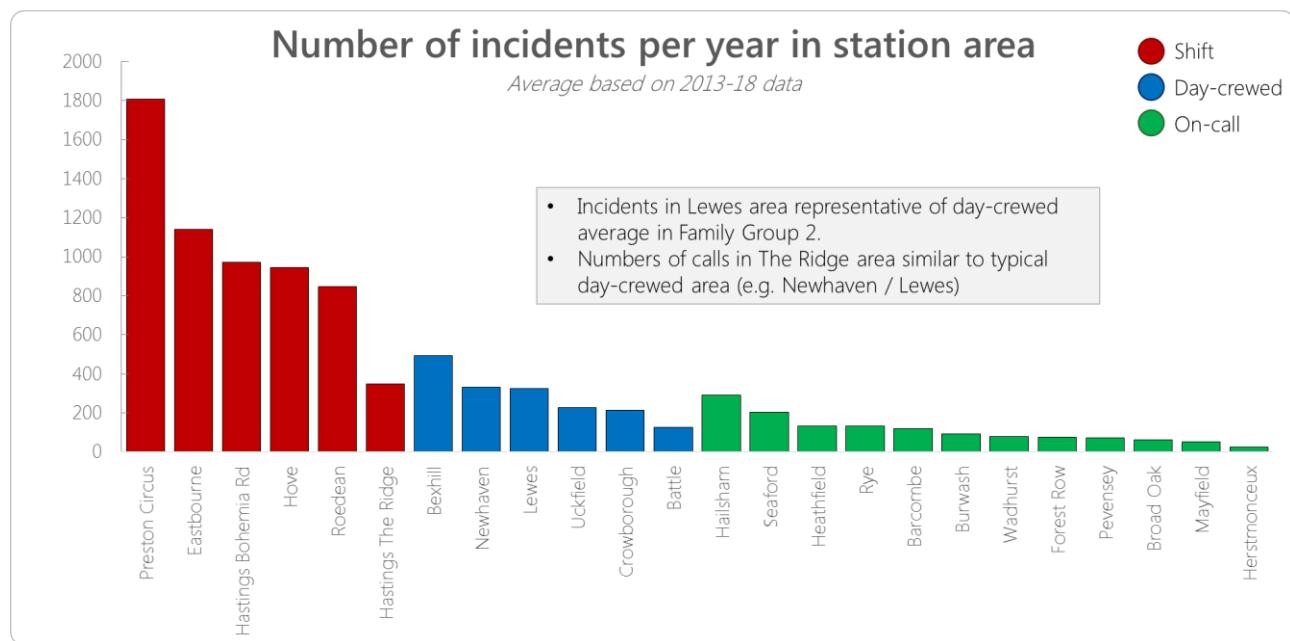
The additional fire appliance at Bohemia Road would also improve the 2<sup>nd</sup> appliance response times into parts of Bexhill and Battle.

## The Ridge

- The Ridge attends 705 calls per year (49 critical), of which 157 are at 'night time' (7 critical)
- 51% of all incidents to which The Ridge is mobilised are in Bohemia Rd station area (41% in own area, 8% outside Hastings).

Given that 51% of The Ridge's calls are in Bohemia Rd area, it is likely that the significant proportion of these would now be attended by the 2<sup>nd</sup> appliance at Bohemia Rd – and perhaps even more quickly), thus halving the number of The Ridge's calls per year.

Therefore, numbers of calls in the Ridge area are similar to a typical day-crewed area (e.g. Newhaven/Lewes) and comparable to other FRSs (Family Group 2). The chart below demonstrates this:



The proposed changes to The Ridge would mean there would be an increase in the response time of the first arriving appliance in The Ridge area at 'night time'. The data above suggests there would be 64 'night time' incidents per year (3 critical) in The Ridge station area where the response time of the first arriving appliance would likely be increased. However, the second arriving appliance times in The Ridge area at 'night time' would remain unaffected. Whilst this is clearly a small number of incidents compared to the response improvements to other areas, any perceived increase in risk can be further mitigated through the prevention and protection.

## Aerial appliance

Over 9 years (Apr 2009 – Mar 2018):

- 76A1(ALP) mobilised a total of 1,840 times (on 11.9% of occasions it did not arrive at the incident (219 times))
- 76A1 (ALP) attended 127 incidents where it stayed 15+ minutes (6.9% of its total mobilisations), indicating it was used at the incident. 41 of these were at 'night time' – over 9 years.

Given the above, this equates to 4 to 5 incidents per year where 76A1 (ALP) attended an incident between 18:30 and 0830 and stayed for 15+ minutes. The table below shows the breakdown of where they went. It can be seen that there have been 12 occasions over 9 years when 76A1 (ALP) attended an incident in Bohemia Road station area and stayed for 15+ minutes, equating to 1 to 2 incidents per year.

Incidents attended by 76A1 where they stayed 15+ minutes (9 year totals (Apr 2013 – Mar 2018))

Station Area where 76A1 mobilised to	Day	Night	Total
Barcombe	1	0	1
Bexhill	24	14	38
Broad Oak	1	0	1
Burwash	1	3	4
Crowborough	1	0	1
Eastbourne	17	5	22
Hailsham	1	0	1
Hastings Bohemia Rd	22	12	34
Hastings The Ridge	6	3	9
Heathfield	1	3	4
Hove	1	0	1
Mayfield	2	0	2
Rye	4	1	5
Wadhurst	1	0	1
Outside ESFRS	3	0	3
<b>Grand Total</b>	<b>86</b>	<b>41</b>	<b>127</b>

## Summary

- The proposed changes improve community safety and reduces the overall risk profile and better aligns our resources to risk.
- Significant overall improvements across Hastings and wider area by the introduction of a second appliance in Bohemia Rd, given that Hastings has 25% more incidents than the average and the risk (historic incident/demand, fires incl. ADF, critical incidents, households (all), high-risk households, over-80s population etc) is significantly weighted in the Bohemia Rd area, and those in The Ridge are weighted close to the border of Bohemia Rd.
- Increases in response times to a small number of incidents in certain areas of Hastings at certain times can be mitigated through the prevention and protection channels.
- Incidents requiring 2+ appliances in Bohemia Road (up to 263 a year, 41 critical), as well as some areas of Bexhill and Battle will have significantly improved response times for the second arriving appliance (~4 minutes quicker).

- Conversely, the increase in response times for the first arriving appliance in The Ridge during the ‘night time’ equate to 64 incidents per year (3 critical). However the response time for the second arriving appliance would remain largely unaffected.
- Similarly with the aerial provision, there would be an increase in the current response time if an incident occurred and the following conditions were all true - the incident occurred in Bohemia Rd station area at ‘night time’ and required a pre-determined attendance of two fire appliances and an aerial (i.e.10 firefighters). However, 76A1 (ALP) only attends 1 to 2 incidents per year at ‘night time’ on Bohemia Rd station area (where it stays for 15+ minutes).
- The detail of the mobilisation protocols for 76A1 in the IRMP are yet to be distilled, however an example could be as follows:
  - In the event of an incident in Bohemia Road station area that attracts a pre-determined attendance of 2 fire appliances and an aerial, and all appliances are at home station, the expectation is that all 3 appliances mobilise with 8 staff. This enables a safe system of work to be put in place (deployment of BA crew) and have one of the Service’s largest appliances in attendance at the earliest stage of the incident.
  - Currently, one fire appliance and the aerial from Bohemia Road are mobilised with 6 staff and the second appliance attending from The Ridge/depending with 4.
  - The emphasis of this proposal has to be on the intervention/safe deployment of firefighters in Breathing Apparatus at the earliest stage.

## **Annexe 5 – Specialist vehicles including aerial (high-reach) appliances**

### Aerial appliances

It is important to note that there is no model or ratio for determining aerial appliance allocation and therefore it is at the discretion of the service using risk assessment and operational judgement to deploy its resources in the most effective way.

There is no expectation to set attendance standards for specialist appliances including aerial appliances.

The Service remains committed to providing an aerial appliance at each of the 3 urban conurbations along the coast namely, Brighton (Preston Circus), Eastbourne and Hastings (Bohemia Road).

The proposal for the aerial appliances is to continue to ‘primary crew’ the aerial appliance at Preston Circus, whereas the remaining 2 aerial appliances at Eastbourne and Hastings would become ‘shared crewed’.

The reason for retaining the dedicated crewing model in Brighton is that there is a clear difference between Brighton and Hastings in terms of levels of risk, the built environment and historical data.

The table below shows the total number of mobilisations each aerial appliance has made over the last 9 years (April 2009 – March 2018)

Brighton	3,347
Hastings	1,840
Eastbourne	830

It can be seen, therefore, that the aerial appliance in Brighton comprises 55% of all aerial appliance mobilisations over the 9 year period and this is to be expected, as the City contains around two-thirds of all high-rise properties within ESFRS.

Furthermore the City of Brighton & Hove has one of the highest densities of high-rise properties in the UK, and therefore it is appropriate that we continue to maintain a dedicated crewing model for the aerial appliance in the City.