

Cabinet

Addendum

Date: Thursday 9 November 2023

Time: 1.45 pm

Venue: Committee Room 2, Shire Hall

Items on the agenda: -

10. Warwickshire Fire and Rescue Service Resourcing to Risk Proposals 3 - 22

A report setting out proposals for the adoption of a resourcing to risk model for Warwickshire Fire and Rescue Service.

Cabinet Portfolio Holder – Councillor Andy Crump

Monica Fogarty
Chief Executive
Warwickshire County Council
Shire Hall, Warwick

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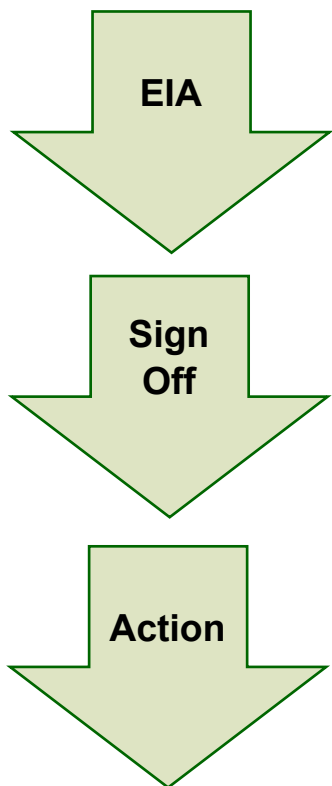
Warwickshire County Council (WCC) Equality Impact Assessment (EIA) Form

The purpose of an EIA is to ensure WCC is as inclusive as possible, both as a service deliverer and as an employer. It also demonstrates our compliance with Public Sector Equality Duty (PSED).

This document is a planning tool, designed to help you improve programmes of work by considering the implications for different groups of people. A guidance document is available [here](#).

Please note that, once approved, this document will be made public, unless you have indicated that it contains sensitive information. Please ensure that the form is clear and easy to understand. If you would like any support or advice on completing this document, please contact the Equality, Diversity and Inclusion (EDI) team via equalities@warwickshire.gov.uk, or if it's relating to health inequalities, please contact Public Health via phadmin@warwickshire.gov.uk.

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- Having identified an EIA is required, ensure that the EIA form is completed before any work is started. This includes gathering evidence and / or engaging the relevant stakeholders to inform your assessment.
- Brief the relevant Director for sign off and upload the completed form here: [Upload Completed Equality Impact Assessments](#). Please name it “EIA [project] [service area] [year]”
- Undertake further research / engagement to further understand impacts (if identified).
- Undertake engagement and / or consultation to understand if EIA has identified and considered impacts.
- Amend accordingly to engagement / consultation feedback and brief decision makers of any changes.
- Implement proposed activity.
- Monitor impacts and mitigations as evidence of duty of care.

*Working for
Warwickshire*

Section One: Essential Information

Service / policy / strategy / practice / plan being assessed	Resourcing to Risk Proposal
Business Unit / Service Area	Warwickshire Fire & Rescue Service
Is this a new or existing service / policy / strategy / practice / plan? If existing, please state date of last assessment.	New
EIA Authors N.B. It is best practice to have more than one person complete the EIA to bring different perspectives to the table.	Rose Holme Ade Mallaban Sally Bentley
Do any other Business Units / Service Areas need to be included?	No
Does this EIA contain personal and / or sensitive information?	Yes – sensitive and confidential information in relation to the proposal which will be subject to staff consultation and wider public consultation in due course

Are any of the outcomes from this assessment likely to result in complaints from existing services users, members of the public and / or employees?

There are likely to be impacts on current working arrangements (staff shift patterns) and response times for incidents which will be the subject of public, stakeholder and employee consultation. Not all of the responses to the consultation may be positive, however there are no existing 'service users' as such given that the service is a universal emergency service.

1. Please explain the background to your proposed activity and the reasons for it.

Through its Community Risk Management Planning (CRMP) process, Warwickshire Fire and Rescue Services' (WFRS) risk analysis and subsequent validation process demonstrated that the location of our assets (fire stations) generally matches risk areas, and although we move our resources around the county based on risk, our current resource configuration does not allow us to deploy resources to align as effectively as we would like to risk and activity levels.

Availability is highest during the night when activity levels are at their lowest and lowest during the day when activity levels are at their highest.

WFRS response attendance targets for life threatening incidents are not being achieved and cannot be achieved with the current resource configuration. Our current target to life threatening incidents is 1st pump attendance time of 10 mins 75% of the time. WFRS' current performance is 65% of the time.

On call availability continues to decline even after significant interventions. Current availability (September 2023) stands at 35% which impacts response times and community safety.

The resourcing to risk proposal will change the base locations of appliances and will enable us to dynamically move them around the county based on evidence, risk and incidents occurring.

Our Prevention Protection and Response (PPR) Strategy and associated Business Plan introduces new response intervention times based on our risk analysis which uses a mean target time rather than the current measures used.

The resourcing to risk proposal will ensure that we deliver our strategic priorities as outlined in the PPR Strategy.

2. Please outline your proposed activity including a summary of the main actions.

Resourcing to Risk refers to the Service allocating its PPR resources based on our assessment of potential risks and hazards in Warwickshire. It is essentially having the right people, with the right skills, at the right time, in the right place.

The proposed changes will change base locations of appliances and will enable us to dynamically move our appliances around the county based on evidence, risk and incidents occurring. Independent analysis of WFRS Risk Analysis produced resourcing models to align risk, demand and productivity levels with effective deployment of resources.

Each of the proposals aligns resource to activity levels across prevention, protection and response. Highest demand across prevention, protection and response activities is between 0800 and 2200.

To provide resilience for each model, an additional team is available for recall, to provide resourcing for periods of high demand, surge events or major incidents.

Under the model proposed for consultation, the current on call model would be removed and replaced by the part time evening shifts and surge teams. The model proposed for consultation would also remove the current shift pattern (day crew plus) deployed by the Service.

3. Who is this going to impact and how?

Customers	Members of the Public	Employees	Job Applicants
No – n/a	Yes The public may see a difference in visible resource in their local area at times. However, the overall impact should be positive as the purpose behind the change is to improve response times to	Yes The proposal for consultation entails modernising of the 'on call' model which involves part time retained firefighters being available to be called upon for assistance when needed. There will be	No – n/a

	incidents and ensure better, more effective response in line with the resourcing to risk approach.	opportunities for on-call firefighters to be recruited to the new evening shift (part time) and surge teams (available for recall) and redundancies will be avoided wherever possible The proposal also involves the removal of the day crew plus shift pattern which is currently applied to some stations. If approved, it will mean changes to T and C to those firefighters working the DCP shift system	
Other, please specify:	N/a		

Section Two: Evidence
 Please include any evidence or relevant information that has influenced the decisions contained in this EIA. This could include demographic profiles; audits; research; health needs assessments; national guidance or legislative requirements and how this relates to the protected characteristic groups and additional groups outlined in Section Four.

A – Quantitative Evidence
 This is evidence which is numerical and should include the number people who use the service and the number of people from the protected characteristic groups who might be affected by changes to the service.

Service Delivered to Public

WFRS serves a population in Warwickshire of over 599,000 (as at 2021). It is difficult to assess with any certainty the number of Warwickshire residents who are from the protected characteristic groups however it is not expected that the proposals for consultation will have a disproportionate impact on those that are from the protected characteristic groups as the proposals for change are intended to improve service delivery and service resilience for the population at large.

The following data related to service delivery has however been taken into account;

- **ORH Modelling - A third party independent analysis/modelling based on the last 5 years performance data and the last 3 years availability data**
- **Risk Analysis**
- **Prevention, Protection and Response Strategy**
- **Warwickshire Joint Strategic Needs Assessment (JSNA) Data**

Staffing

The Service employs 120 firefighters for the purposes of the 'on-call' model. Some of these [38] are also wholetime firefighters. The number of on call only firefighters is 82.

The Service employs 196 whole time firefighters

Of those staff engaged on operational duties, we are aware of members of staff who have declared that they have a protected characteristic and who may be affected by the proposed changes. The method of consultation and implementation of any proposed changes as a result of the consultation will be tailored accordingly to take into account those with protected characteristics with reasonable adjustments being made as necessary.

B – Qualitative Evidence

This is data which describes the effect or impact of a change on a group of people, e.g. some information provided as part of performance reporting.

- ORH Modelling - A third party independent analysis/modelling based on the last 5 years performance data and the last 3 years availability data
- Risk Analysis
- Prevention, Protection and Response Strategy
- Performance Dashboards

Section Three: Engagement

Engagement with individuals or organisations affected by the proposed activity must take place. For further advice and support with engagement and consultations, click [here](#).

<p>Has the proposed activity been subject to engagement or consultation with those it's going to impact, taking into account their protected characteristics and socio-economic status?</p>	<p>WFRS is seeking authority at the Cabinet meeting on 9th November 2023 to conduct a public consultation on the resourcing to risk proposal and will take steps to ensure that the views of those members of the community that are most vulnerable (including protected characteristics and socio-economic status) are taken into account before making a final recommendation as to the proposal for implementation. Staff and stakeholders will also be included in the consultation. All relevant HR policies and legislation will be followed in relation to staff consultation.</p>	
<p>If YES, please state who with.</p>	<p>Not at this stage – subject to Cabinet approval at its meeting on 11 November 2023 consultation will take place between Dec 23 and March 24.</p>	
<p>If NO engagement has been conducted, please state why.</p>	<p>We are not yet at the stage of making a firm recommendation for the delivery model to be adopted. This will be the subject of public, staff and stakeholder consultation as above. The outcome of the consultation will be considered as part of the decision making for making a final recommendation for implementation in due course.</p>	
<p>How was the engagement carried out?</p>	<p>Yes / No</p>	<p>What were the results from the engagement? Please list...</p>
<p>Focus Groups</p>		<p>N/a - not yet at this stage</p>
<p>Surveys</p>		
<p>Public Event</p>		
<p>Displays / Exhibitions</p>		

Other (please specify)		
Has the proposed activity changed as a result of the engagement?		See above
Have the results of the engagement been fed back to the consultees?		See above
Is further engagement or consultation recommended or planned?		See above
What process have you got in place to review and evaluate?	See above. The outcome of the consultation will be analysed and taken into account in formulating recommendations as to the delivery model to be adopted. Once the recommended delivery model has been adopted, processes will be put in place to review and evaluate.	

Section Four: Assessing the Impact

Protected Characteristics and other groups that experience greater inequalities

What will the impact of implementing this proposal be on people who share characteristics protected by the Equality Act 2010 or are likely to be affected by the proposed activity? This section also allows you to consider other impacts, e.g. health inequalities

such as deprivation, socio-economic status, vulnerable groups such as individuals who suffer socio-economic disadvantage, armed forces, carers, homelessness, people leaving prison, young people leaving care etc.

On the basis of evidence, has the potential impact of the proposed activity been judged to be positive (+), neutral (=), negative (-), or positive and negative (+&-), for each of the protected characteristic groups below and in what way?

N.B In our Guidance to EIAs we have provided you with potential questions to ask yourself when considering the impact of your proposed activity. Think about what actions you might take to mitigate / remove the negative impacts and maximize on the positive ones. This will form part of your action plan at Section Six.

	Impact type (+) (=) (-) or (+&-)	Nature of impact including health inequalities Will your proposal have negative or positive implications for each group, including on health inequalities?	Mitigating Actions for Negative Impacts What can you do to mitigate any identified negative impacts or health inequalities? Use this column to form the basis of Section 6.
Age	+	<p>People in older age groups are more likely to fall into our vulnerable category. The resourcing to risk proposal and our targeted/specialist prevention, protection and response activity is aimed at protecting vulnerable residents including this group. We will work with and across all our partnerships to ensure we reach as many people as possible to enable them to engage in our consultation process. The consultation will be primarily conducted via a on line survey and will be advertised via social media, newsletters and news release, however we will provide the option to complete a hard copy of the survey, and the ability for those without access to the internet to send comments by post, e mail, or phone.</p> <p>In relation to the WFRS staff, there is not considered to be any particular impact for this group</p>	<p>Mitigations in respect of access to the consultation to include access to paper copies, the ability to respond by post email or phone as well as online. Advertising of the consultation will be planned with Marcomms to reach the widest audience possible with targeted advertising considered.</p> <p>The proposal being consulted on should see a benefit for those in the vulnerable category as they will see faster response times to incidents.</p>

<p>Disability Consider:</p> <ul style="list-style-type: none"> • Physical disabilities • Sensory impairments • Neurodiverse conditions (e.g. dyslexia) • Mental health conditions (e.g. depression) • Medical conditions (e.g. diabetes) 	+	<p>People in this group are more likely to fall into our vulnerable category. The resourcing to risk proposal and our targeted/specialist prevention, protection and response activity is aimed at protecting vulnerable residents including this group with protected characteristics.</p> <p>We will work with our expert partners to ensure we reach as many people as possible to enable them to engage in our consultation process. The mitigations referenced in relation to Age will apply here also.</p> <p>In relation to the WFRS staff, there may be an impact for this group based on the number of affected staff who have a disability – both in terms of their ability to engage with the consultation and also the implementation of any proposed changes post consultation, if the changes put them at a disadvantage due to their disability.</p>	<p>Mitigations in respect of access to the consultation to include access to paper copies, the ability to respond by post email or phone as well as online. Advertising of the consultation will be planned with Marcomms to reach the widest audience possible.</p> <p>The proposal being consulted on should see a benefit for those in the vulnerable category as they will see faster response times to incidents. In relation to staff the method of consultation will be adapted accordingly and any reasonable adjustments as necessary put into place in dialogue with affected staff. The impact of the changes on disabled staff members will be addressed on a case by case basis according to specific needs.</p>
<p>Gender Reassignment</p>	=	<p>There is no impact identified for this group. Any specific impacts raised through the consultation will be addressed and added to the Equality Impact Assessment and considered in the evaluation of responses received..</p> <p>In relation to the WFRS staff, there is not considered to be any particular impact for this group</p>	
<p>Marriage and Civil Partnership</p>	=	<p>There is no impact identified for this group. Any specific impacts raised in consultation will be addressed and added to the Equality Impact Assessment and considered in the evaluation of responses received.</p>	

		In relation to the WFRS staff, there is not considered to be any particular impact for this group	
Pregnancy and Maternity	=	<p>There is neutral impact identified for this group. Any impacts raised through the consultation will be addressed and added to the Equality Impact Assessment and considered in the evaluation of responses received. However once the child is born, this group will become part of the 'Young People (under 5s and under 11)' group and the following statement will apply to them.</p> <p>'People in this group are likely to fall into our vulnerable category. Our targeted/specialist prevention, protection and response activity is aimed at protecting vulnerable residents including this group with protected characteristics. We will work with our expert partners to ensure we reach as many people as possible to enable them to engage in our consultation process and we will take steps to ensure we reach out and seek the views of young families'.</p> <p>The mitigations referenced in relation to Age will apply here also.</p> <p>In relation to the WFRS staff, there may be an impact for this group in terms of their ability to engage with the consultation e.g. through absence from the workforce. Mitigations specific to individual circumstances will be put in place to address this.</p>	
Race Including:	=	There is no impact identified for this group. Any specific impacts raised through the consultation will be addressed and	

<ul style="list-style-type: none"> • Colour • Nationality • Citizenship • Ethnic or national origins 		<p>added to the Equality Impact Assessment and considered in the evaluation of responses received.</p> <p>In relation to the WFRS staff, there is not considered to be any particular impact for this group</p>	
Religion or Belief	+	<p>Candles are used in many religious events. Overcrowding may occur at religious venues during holidays. If there is no escape plan, delayed response could be an issue. Religious dress in some faiths can be flowing which when combined with cooking and candles could be a potential issue. The resourcing to risk proposal aims to provide the required resources and engagement to ensure people understand fire risks during these times.</p> <p>Any specific impacts raised through the consultation will be addressed and added to the Equality Impact Assessment and considered in the evaluation of responses received.</p> <p>In relation to the WFRS staff, there is not considered to be any particular impact for this group</p>	
Sex	=	<p>There is no impact identified for this group. Any specific impacts raised through consultation will be addressed and added to the Equality Impact Assessment.</p> <p>In relation to the WFRS staff, there is not considered to be any particular impact for this group.</p>	
Sexual Orientation	=	<p>There is no impact identified for this group. Any specific impacts raised through the consultation will be addressed and</p>	

		<p>added to the Equality Impact Assessment and considered in the evaluation of responses received.</p> <p>In relation to the WFRS staff, there is not considered to be any particular impact for this group</p>	
<p>Groups who may require support:</p> <ul style="list-style-type: none"> • Individuals who suffer socio-economic disadvantage • Armed Forces (WCC signed the Armed Forces Covenant in June 2012) • Carers • Homelessness • People leaving Prison • People leaving Care 		<p>People in this group are likely to fall into our vulnerable category. The resourcing to risk proposal and our targeted/specialist prevention, protection and response activity is aimed at protecting vulnerable residents including this group with protected characteristics.</p> <p>We will work with our expert partners to ensure we reach as many people as possible to enable them to engage in our consultation process and we will take steps to ensure we reach out and seek the views of those in this group.</p> <p>The mitigations referenced in relation to Age will apply here also.</p> <p>In relation to the WFRS staff, there is not considered to be any particular impact for this group</p>	
<p>Other Identified Health Inequalities (HI)</p> <p>Many issues can have an impact on health: is it an area of deprivation, does every population group have equal access, unemployment, work conditions, education,</p>		<p>People in this group are likely to fall into our vulnerable category. The resourcing to risk proposal and our targeted/specialist prevention, protection and response activity is aimed at protecting vulnerable residents including this group with protected characteristics.</p> <p>We will work with our expert partners to ensure we reach as many people as possible to enable them to engage in our consultation process and we will take steps to ensure we reach out and seek the views of those in this group</p>	

skills, our living situation, rural, urban, rates of crime etc.		The mitigations referenced in relation to Age will apply here also. In relation to the WFRS staff, there is not considered to be any particular impact for this group	
Other Groups If there are any other groups			

Public Sector Equality Duty (PSED)

Public Authorities must have 'due regard' to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations. Please evidence how your proposed activity meets our obligations under the PSED.

	Evidence of Due Regard
Eliminate unlawful discrimination (harassment, victimisation and other prohibited conduct):	In relation to responding to emergencies, preventing emergencies and protecting the public, and supporting and developing our staff, WFRS services are intended to benefit all. Through our CRMP planning process and in particular the resourcing to risk proposal we plan and maintain our service to all members of the public. We actively continue to target the more vulnerable members of our communities, (who may have a particular protected characteristic such as older age or disability) through our prevention and protection work. The resourcing to risk proposal is aimed at ensuring our resources are in the right place and at the right time and is evidenced based. The consultation will be undertaken in a way that mitigates as far as possible any difficulties experienced by different groups in accessing information and having their concerns heard.

	In relation to consultation with staff all HR policies and employment legislation will be adhered to and this will include ensuring Equality Act requirements are met and decisions taken appropriately and lawfully.
<p>Advance equality of opportunity:</p> <p>This involves</p> <ul style="list-style-type: none"> removing or minimising disadvantages suffered by people due to their protected characteristics; taking steps to meet the needs of people with certain protected characteristics where these are different from the needs of other people, for example, taking steps to take account of people with disabilities; encouraging people with certain protected characteristics to participate in public life or in other activities where their participation is disproportionately low. 	<p>In relation to responding to emergencies, preventing emergencies and protecting the public, and supporting and developing our staff, WFRS services are intended to benefit all. Through our CRMP planning process and in particular the resourcing to risk proposal we plan and maintain our service to all members of the public . We actively continue to target the more vulnerable members of our communities, (who may have a particular protected characteristic such as older age or disability) through our prevention and protection work. The resourcing to risk proposal is aimed at ensuring our resources are in the right place and at the right time and is evidenced based.</p>
<p>Foster good relations:</p> <p>This means tackling prejudice and promoting understanding between people from different groups and communities.</p>	<p>WFRS will be conducting a public consultation on the resourcing to risk proposal and using WCC’s consultation platform and WFRS and WCC’s social media to connect with communities, staff, partners, and representative bodies.</p> <p>WFRS’s Community Engagement officer will be actively involved to ensure we reach a diverse and wide-ranging audience . Through the work of our community engagement officer and our station network we will continue to foster good relations with all our communities.</p> <p>WFRS Senior Management is already engaging with staff and unions regarding the proposals.</p>

Section Five: Partners / Stakeholders

Which sectors are likely to have an interest in or be affected by the proposed activity?	Yes / No	Describe the interest / affect
Businesses	Y	All stakeholders in this list will have an interest in and be impacted in how the Fire Service discharges its statutory functions in Warwickshire
Councils	Y	
Education Sector	Y	
Fire and Rescue	Y	
Governance Structures	Y	
NHS	Y	
Police	Y	
Voluntary and Community Sector	Y	
Other(s): please list and describe the nature of the relationship / impact		

Section Six: Action Planning

If you have identified impacts on protected characteristic groups in Section Four, please summarise these in the table below detailing the actions you are taking to mitigate or support this impact. It is also important to consider how often this E.I.A. will be reviewed, and who is responsible for doing this. If you are not taking any action to support or mitigate the impact, you should complete the No Mitigating Actions section below instead.

Mitigating Actions

Consider:

- Who else do you need to talk to? Do you need to engage or consult?
- How you will ensure your activity is clearly communicated
- Whether you could mitigate any negative impacts or build on positive impacts for protected groups or health inequalities
- Whether you could do more to fulfil the aims of the PSED
- How you will monitor and evaluate the effect of this work
- Anything else you can think of!

Identified Impact	Action(s)	Timescale incl. evaluation and review date	Name of person responsible
There are no identified negative impacts under the resourcing to risk proposals, however if any come to light during the consultation process, appropriate action will be taken to address the impact			
With regard to the consultation exercise, impacts and mitigations are highlighted in this assessment and will be kept under review.			

No Mitigating Actions

Please explain why you do not need to take any action to mitigate or support the impact of your proposed activity.

Section Seven: Assessment Outcome

Only one of following statements best matches your assessment of this proposed activity. Please select one and provide your reasons.

No major change required		
The proposal has to be adjusted to reduce impact on protected characteristic groups and/or health inequalities		
Continue with the proposal but it is not possible to remove all the risk to protected characteristic groups and/or health inequalities	X	The proposal at this stage is to consult only
Stop the proposal as it is potentially in breach of equality legislation		

Section Eight: Sign Off

N.B To be completed after the EIA is completed but before the area of work commences.

Name of person/s completing EIA	Sally Waldron
Name and signature of Director	Ben Brook – Chief Fire Officer
Date	3/11/2023
Date of next review and name of person/s responsible	March 2024 – post consultation

Once signed off, please ensure the EIA is uploaded using the following form. Please name it “EIA [project] [service area] [year]”: [Upload Completed Equality Impact Assessments](#)

These will be stored on a [Sharepoint library](#) which Warwickshire County Council colleagues can access.

It is the responsibility of the individuals and teams who completed the EIA to review it regularly and to carry out any required activities in line with the action plan made.

For advice or support, please contact equalities@warwickshire.gov.uk.

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