

# Cabinet

9 November 2023

## Warwickshire Fire and Rescue Service Resourcing to Risk Proposals

### Recommendations

That Cabinet

1. Supports the adoption of the resourcing to risk model for Warwickshire Fire and Rescue Service as set out in this report.
2. Supports proceeding to staff, stakeholder and public consultation on Delivery Model 2a and authorises the Chief Fire Officer, in consultation with the Portfolio Holder for Fire & Rescue and Community Safety to take such steps as are necessary to undertake the consultation, and to report back to Cabinet in due course.

### 1. Key Issues

- 1.1 Through its Community Risk Management Planning (CRMP) process, risk analysis and subsequent independent validation process, Warwickshire Fire and Rescue Service (WFRS) has demonstrated that the locations of our fire stations are appropriate to match risk areas.
- 1.2 However, the analysis identified four key issues that WFRS needs to address to ensure that the delivery of statutory duties is carried out in an effective and sustainable way:
  - Fire Appliance base locations need to be optimised to align to risk and activity
  - Performance targets for attendance times to incidents are not being met
  - On-call fire appliance availability is reducing and raises challenges around sustainability
  - Some of our shift systems are not nationally accepted shift systems and have been subject to legal challenge nationally. Others are not sustainable into the future.
- 1.3 **Current resource configuration**
- 1.4 Although WFRS moves resources (staffing and fire engines with water carrying and pumping capability known as 'appliances') around the county based on risk, our current resource configuration does not allow us to optimise the deployment of resources to align effectively to risk and demand led activity levels.

1.5 Our 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. See Appendix 1, daily activity levels, and Appendix 2, service availability levels.

1.5 The current working pattern results in the following challenges which are not cost efficient in terms of the overall operation of the WFRS, nor do they effectively address the 'resourcing to risk' principle that is the cornerstone of service delivery and the Community Risk Management Plan (Appendix 4).

- Highest fire appliance availability during lowest periods of risk and demand
- Lowest fire appliance availability during highest periods of risk and demand
- No guaranteed fire appliance availability other than wholetime appliances which makes managing fire cover difficult on a day to day, hour by hour basis. This is due to reliance on 'on call' availability which fluctuates and is reducing. This impacts attendance times.
- No guaranteed resilience for surge events, extreme weather incidents e.g. flooding or high demand as it relies on on-call.

## **1.6 Attendance times**

1.7 The current attendance time performance standard is based on responding to P1 and P2 life risk incidents within 10 minutes on 75% of occasions.

1.8 P1 are incidents which pose an immediate threat to human life. Examples are persons reported building fires and road traffic collisions.

1.9 P2 are incidents which pose a serious hazard and high-risk threat to life. Examples are building fires or explosions.

1.10 WFRS response attendance targets to P1 and P2 are not being achieved and cannot be achieved with the current resource configuration. Our current target to P1s and P2s is 1<sup>st</sup> pump attendance time of 10 mins 75% of the time. WFRS' current performance is 65% of the time.

## **1.11 On-call fire appliance availability**

1.12 On call fire appliances are crewed by firefighters living or working within 5 minutes of the fire station, who respond to incidents when alerted. Firefighting is their secondary employment. We have 12 on-call fire appliances based at on-call fire stations across the county.

1.13 On-call availability continues to decline even after significant interventions. Service wide average availability of on-call appliances (12) over a 24 hour period is 34% which negatively impacts on response times and community safety. To summarise, on call appliances, on average, are only available 1/3 of the time. The time that they are available is highest at night when activity levels have reduced. Appendix 3 sets out on call availability trends.

- 1.14 The delivery models set out in this report all present a 'resourcing to risk' approach which aim to address the key issues identified at paragraph 1.2. They will change base locations of appliances and enable WFRS to dynamically and effectively move appliances around the county based on evidence, risk and incidents occurring and be better placed to protect our communities.
- 1.15 Implementing these changes requires a more flexible and available workforce. The models outline modernisation of the on-call duty system with more wholtime firefighters working day, night and evening shifts as well as in surge teams. Evening shifts and surge teams will be part time contracts.

## 2. Working Pattern Proposal

- 2.1 In order to address the key issues identified at paragraph 1.2, independent analysis of WFRS' Risk Analysis produced four delivery model options, all aimed at aligning risk, demand, and productivity levels with effective deployment of resources.
- 2.2 Each delivery model option requires a change to current working patterns which are no longer sustainable to address the key issues and challenges faced by WFRS.
- 2.3 The highest level of demand and risk across prevention, protection and response activity is between 0800 and 2200. This time period is too long for one continuous shift. To ensure we cover the highest demand with the correct number of appliances and people, the following 'working 24-hour model' is proposed:
- Day shift (0800 – 1800)
  - Night shift (1800 – 0800)
  - Evening shift (1800 - 2200) – part time positions.
  - Surge teams available for recall in the event of significant incidents or periods of high demand.
- 2.6 The delivery model options considered are set out at Section 3 of this report. The recommended delivery model option is **Option 2a**. The reasons for this recommendation are set out below with further detail set out at Appendix 5.
- 2.7 All options would deliver a working pattern which gives:
- Highest guaranteed fire appliance availability throughout periods of high risk and activities (0800-2200)
  - Lowest guaranteed fire appliance availability throughout periods of lower risk and activities (2200-0800)
  - Surge teams available for recall during surge events, spate conditions and high demand

- 2.8 All options introduce a new concept of surge teams. There are times (historic data indicates 4 times every 5 years) when WFRS experiences a very large incident involving up to 20 fire appliances. The surge teams will provide an ability to recall firefighters within specified time periods, to make available additional fire appliances to meet this surge in activity, for example flooding, wildfires or periods of high demand.
- 2.9 The proposed new working pattern in all options modernises the current on-call model by introducing evening shifts and surge teams. There will be opportunities for on-call firefighters to be recruited onto these shift patterns:
- Evening shifts (based on stations between 1800 and 2200)
  - Surge teams (recalled to duty in periods of spate conditions, surge events or high demand).
- 2.10 Resourcing in this way provides the following improvements and benefits:
- Enhanced productivity through higher resource availability in periods of highest activity and lower resource availability in times of lowest activity.
  - Improved 1<sup>st</sup> appliance response times across Warwickshire.
  - Significantly increased resilience through surge teams.
  - Transition from an on-call model that is not sustainable to a part time firefighter model providing equity of pay, conditions and competence.
  - Guaranteed appliance availability dictated by the agreed resourcing model.

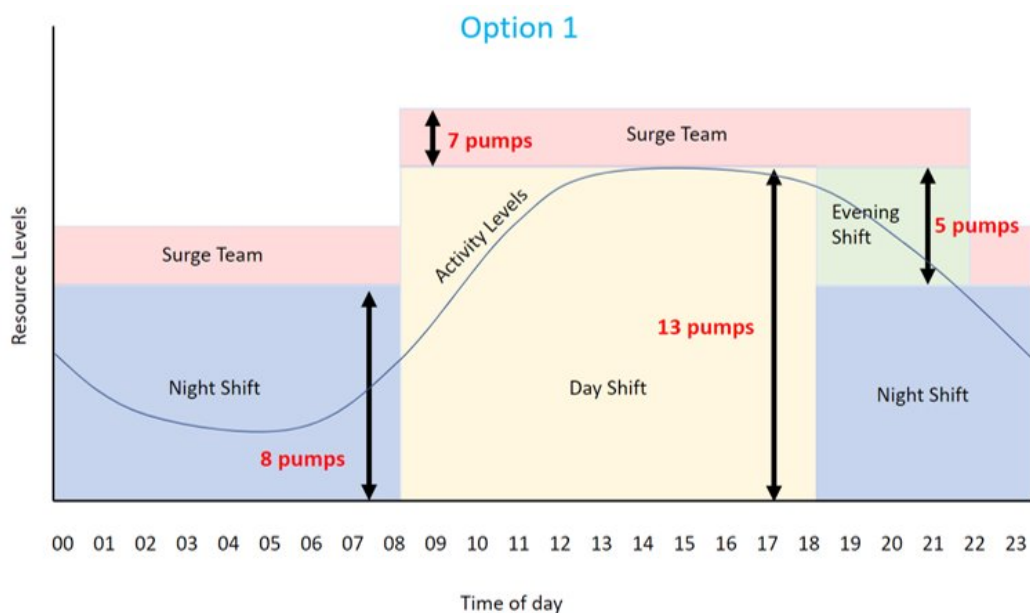
### **3. Delivery Model Options**

- 3.1 The delivery model options considered are set out below. Maps for each option can be found in Appendix 6, attendance times for each model can be found in Appendix 7. More detailed financial information can be found in Section 4.
- 3.2 For each option there is an 'a' option. The 'a' option would involve the removal of some current shift systems as these are problematic to the service for the following reasons:
- There is an ongoing risk with non-Grey Book compliant shift systems.
  - The service struggles to effectively crew some of our shift systems.
  - Due to number of different crewing systems, there have historically been challenges around transfers, promotions, standbys and terms and conditions.
  - Not all shift systems align to the activity levels.
  - Due to pension changes, some shift systems are less attractive and difficult to attract to.
- 3.3 All options considered increase the time it takes for the second appliance to arrive on scene, but these increases are small. The geography of Warwickshire results in a balance needing to be found in achieving first and second appliance response times. The only way to improve second appliance response times is through slower first appliance arrival times in many locations or a significant increase in fire appliances which is not sustainable.

### 3.4 Delivery Model 1.

Delivery model 1 as shown below ensures that:

- 13 pumps (fire appliances) are available between 0800 and 2200hrs.
- 8 pumps (fire appliances) are available between 2200 and 0800hrs.
- 7 additional pumps (fire appliances) are available for surge events at any time.



No. of day pumps	No. of night pumps	No. of evening pumps	Number of surge team pumps	Cost
13	8	5	7	£13,323,000

Current 1st appliance Attendance Time	Option 1st appliance Attendance Time
10 min 37 secs	9 min 47 secs
Current 2nd appliance Attendance Time	Option 2nd appliance Attendance Time
14 min 16 secs	15 min 31 secs

### 3.5 Delivery Model 1a.

This option is identical to option 1 except that it removes the Day Crew Plus (DCP) shift system from WFRS which increases the overall cost of the model.

No. of day pumps	No. of night pumps	No. of evening pumps	Number of surge team pumps	Cost
13	8	5	7	£13,628,000

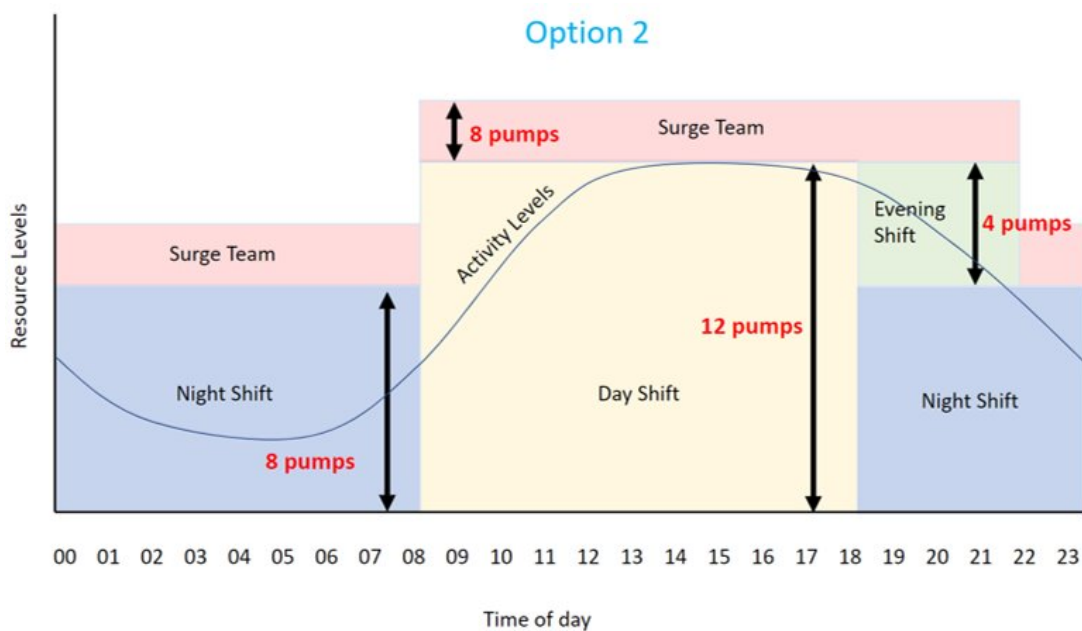
Current 1st appliance Attendance Time	Option 1st appliance Attendance Time
10 min 37 secs	9 min 47 secs
Current 2nd appliance Attendance Time	Option 2nd appliance Attendance Time
14 min 16 secs	15 min 31 secs

### 3.6 Delivery Model 2.

This model spreads focus to 2<sup>nd</sup> appliance attendance times.

Delivery model 2 as shown below ensures that:

- 12 pumps (fire appliances) are available between 0800 and 2200hrs.
- 8 pumps (fire appliances) are available between 2200 and 0800hrs.
- 7 additional pumps (fire appliances) are available for surge events at any time.



No. of day pumps	No. of night pumps	No. of evening pumps	Number of surge	Cost

			<i>team pumps</i>	
12	8	4	8	£12,587,000

<b>Current 1st appliance Attendance Time</b>	<b>Option 1st appliance Attendance Time</b>
10 min 37 secs	10 min 20 secs
<b>Current 2nd appliance Attendance Time</b>	<b>Option 2nd appliance Attendance Time</b>
14 min 16 secs	14 min 28 secs

### 3.7 Delivery Model 2a

<i>No. of day pumps</i>	<i>No. of night pumps</i>	<i>No. of evening pumps</i>	<i>Number of surge team pumps</i>	<i>Cost</i>
12	8	4	8	£12,892,000

<b>Current 1st appliance Attendance Time</b>	<b>Option 1st appliance Attendance Time</b>
10 min 37 secs	10 min 20 secs
<b>Current 2nd appliance Attendance Time</b>	<b>Option 2nd appliance Attendance Time</b>
14 min 16 secs	14 min 28 secs

3.8 This option is identical to option 2 but removes DCP shift system from Warwickshire which then increases the cost of the model.

3.9 It is proposed as part of these changes that WFRS adopts a 'mean' average target in relation to response intervention times. This is in line with the approach taken by the Office of National Statistics and other Fire and Rescue Services

3.10 It is proposed that WFRS adopts the proposed intervention standards for Prevention, Protection and Response as shown below:

Risk Category	Prevention		Protection		Response	
	Targeted	Specialist	Reactive	Proactive	Targeted	Specialist
Service Wide	N/A		N/A		10 mins 30 seconds	N/A
Very High	24 hrs		4 hrs	24 months	10 mins and 30 seconds	45 mins
High	48 hrs		4 hrs	3 years	11 mins	45 mins
Medium	3 days		1 week	3+ years	11 mins	60 mins
Low	2 weeks	when escalated	1 week +	universal	11 mins	60 mins
Very Low	universal	universal	universal	universal	11 mins 30 seconds	60 mins

## 4. Financial Implications

4.1 The high-level financials for each option are shown in the table below. Costings shown represent operational posts up to and including Watch Manager that are required for each option.

	Current Model (Actual)	Option 1	Option 1a (DCP removed)	Option 2	Option 2a (DCP removed)
Number of Evening Appliances	0	5	5	4	4
On-Call	12	0	0	0	0
Number of Whole Time Appliances - Day	11	13	13	12	12
Number of Whole Time Appliances - Night	9	8	8	8	8
Surge Team members	0	112	112	128	128
Surge Fleet	0	7	7	8	8
Cost £	12,906,000	13,323,000	13,628,000	12,587,000	12,892,000
Cost £ +Increase/-decrease	0	+417,000	+722,000*	-320,000	-14,000*



*N.B Replacing DCP shift systems with 2-2-4 shift systems is more expensive and is reflected in the costings calculated.*

- 4.2 There are some transition costs associated with each model such as additional welfare facilities on 2 stations, and fixed term transfer allowances. The potential of redundancy payments exists for some on-call firefighters, although this will be avoided if at all possible.
- 4.3 The only route available for this is the revenue and capital investment funds and putting a clear business case forward. There is a clear case for the changes, but as yet the transition costs to make this happen haven't been made visible, and this process would do that.

## **5. View of the Chief Fire Officer**

- 5.1 The CFO recognises that we are in a position where retaining the status quo is not an option. To do so would not address the key issues set out in paragraph 1.2 of this report. In the CFO's view, all options offer a significant improvement on the current operating model due to improved response times, resource availability during times of peak activity, resilience and sustainability. Notwithstanding this, the CFO recognises the performance variations between each option and the financial constraints in which WFRS, like the rest of the Council, is operating.
- 5.2 The CFO would support either Option 1a or Option 2a. Both present significant improvements on current performance and both involve the removal of the Day Crew Plus shift system which at a national level has been the subject of legal challenge and increasingly FRS across the country are moving away from. In addition, for both options resource availability would be aligned to activity levels and risk levels across Warwickshire which is a key consideration and benefit.
- 5.3 The key difference between the two models relates to attendance times. Both options have improved first appliance attendance times. Option 1a provides the greatest improvement for first appliance service wide at 50 seconds compared to the current model. 2nd attendance times for Option 1a are slower by 1 min 15 seconds compared to the current model. Option 2a provides an improved 1st appliance attendance service wide of 17 seconds compared to the current model and a quicker 2nd appliance attendance time out of the two models only increasing attendance by 12 seconds service wide compared to the current model.
- 5.4 On balance therefore, and with the support of Corporate Board, the CFO supports proceeding to public consultation on Option 2a. This option provides a safe and sustainable model for WFRS and is the optimal model, taking into account the operational and service delivery benefits and the financial considerations as set out in this report.

## 6. Environmental Implications

- 6.1 There are no detrimental environmental implications to resourcing to risk.
- 6.2 The risk-based resource configuration enables early interventions at fires, restricting the ability of smaller fires to grow into larger fires, and a more rapid-fire suppression, resulting in lower contaminants entering the environment.
- 6.3 Transitional planning will allow the Service to adopt enhanced technology such as low emission vehicles, and the reduction in emissions from building stock through the adoption of sustainable specifications.
- 6.4 The delivery model also increases available training time for staff for climate events and adaptation, such as more prolific flooding and wildfires.

## 7. Timescales associated with the decision and next steps

- 7.1 Subject to Cabinet's decision, the proposed option would require a public consultation process which would run from December 2023 to March 2024 and include staff, partner and representative body consultation.
- 7.2 The outcome of the public, staff, partner and representative body consultation would be reported back to Cabinet who would be asked to confirm the resulting delivery model for implementation. It is expected that the outcome of the consultation will require amendments to the Community Risk Management Plan (CRMP). The modified CRMP would be presented to full Council for approval at the appropriate time.
- 7.3 An EQIA is in development and will be concluded prior to the start of the consultation and will be made available as required.

## Background papers

- Appendix 1: WFRS Daily Activity Levels
- Appendix 2: Service Availability Levels
- Appendix 3: On Call Availability Trend
- Appendix 4: Current working pattern
- Appendix 5: Proposed Working pattern
- Appendix 6: Option Maps for each proposal
- Appendix 7: Appliance Attendance Times

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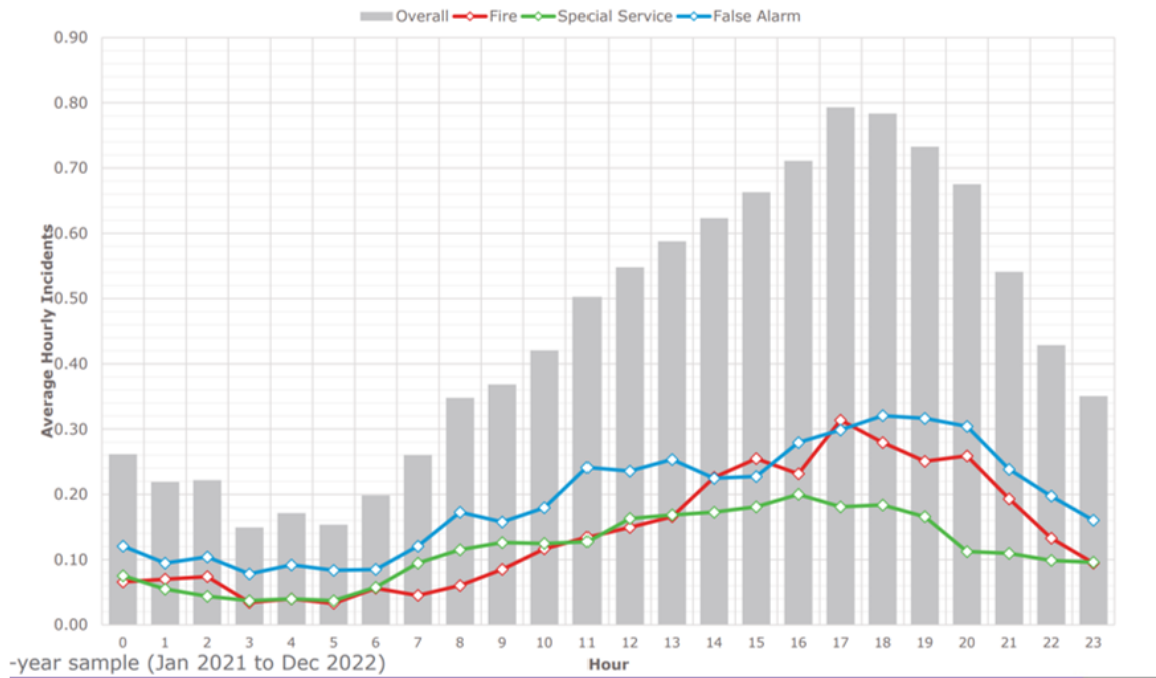
Executive Director	Mark Ryder – Executive Director for Communities	markryder@warwickshire.gov.uk
Portfolio Holder	Andy Crump – Portfolio Holder for Fire & Rescue and Community Safety	Andycrump@Warwickshire.gov.uk

The report was circulated to the following members prior to publication:

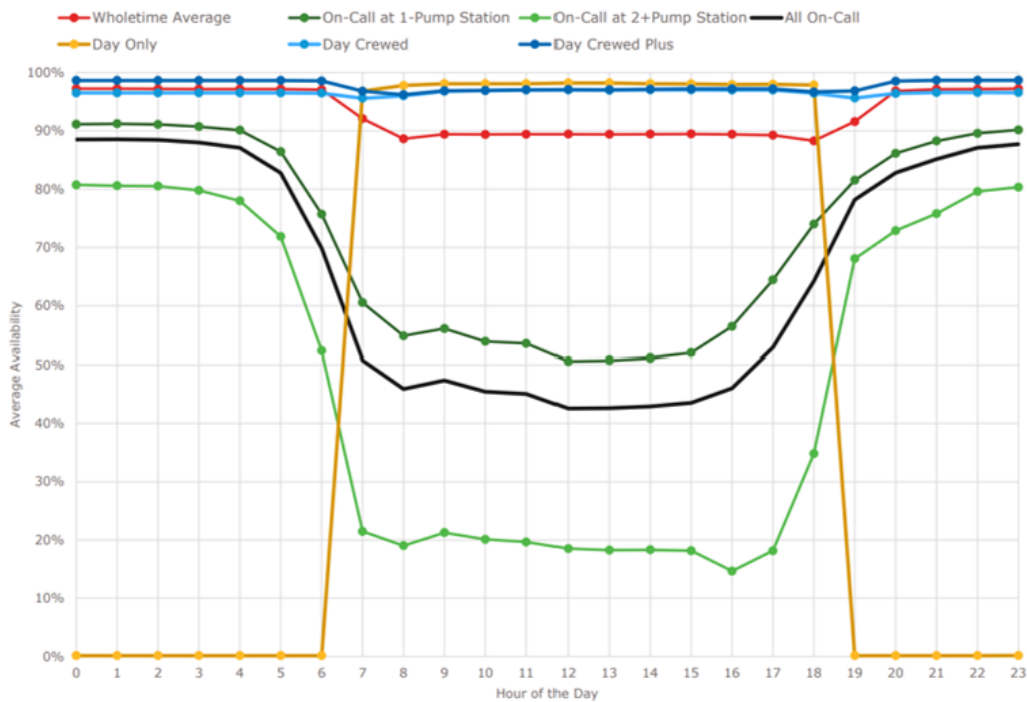
Local Member(s): N/a - county wide matter

Other members: Chair and Party Spokes of the Resources and FRS Overview and Scrutiny Committee

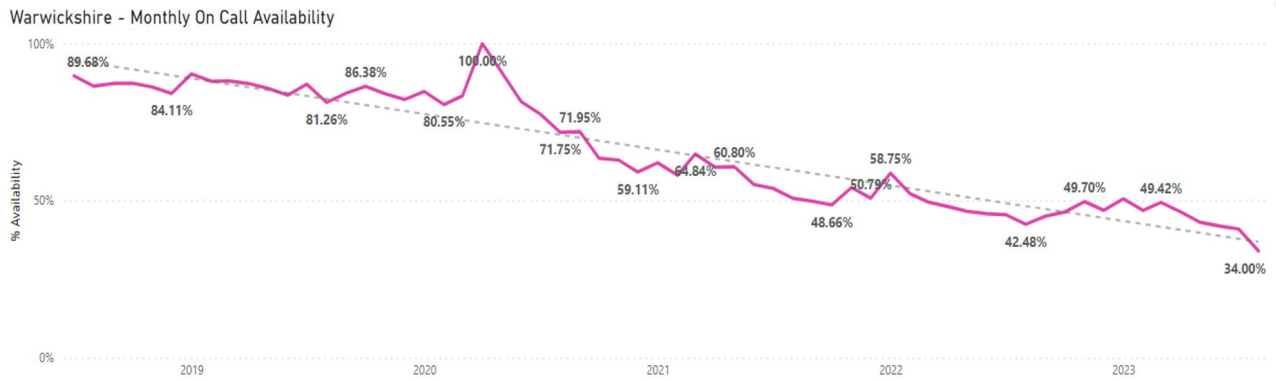
## Appendix 1: WFRS Daily Activity Levels



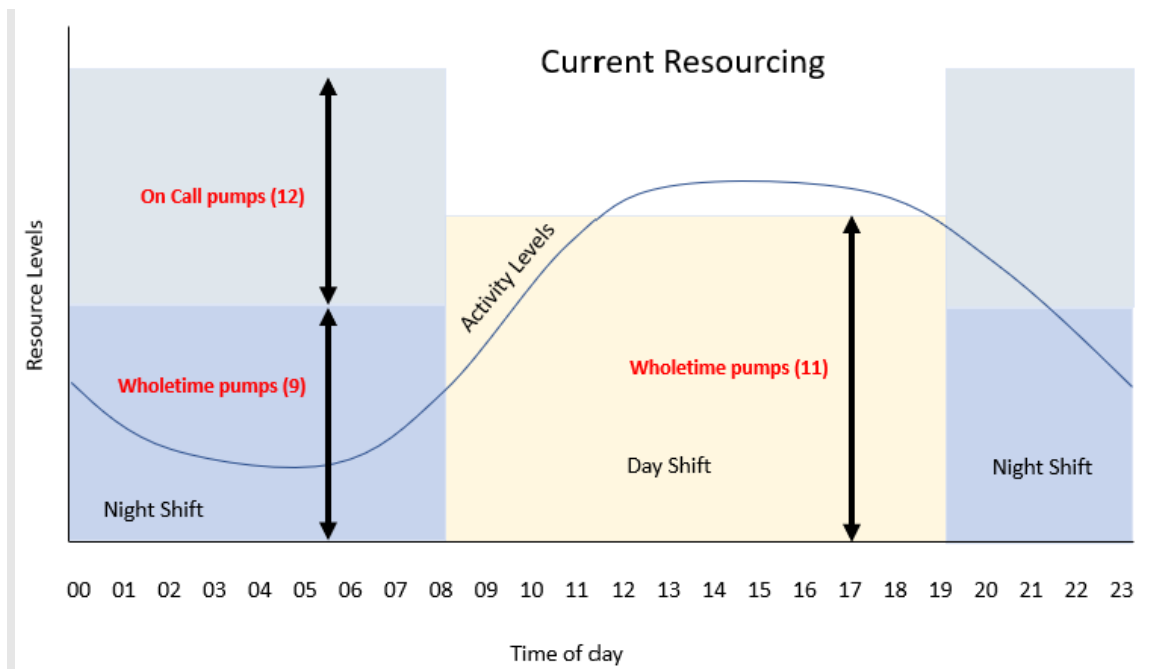
## Appendix 2: Service Availability Levels (all Shifts)



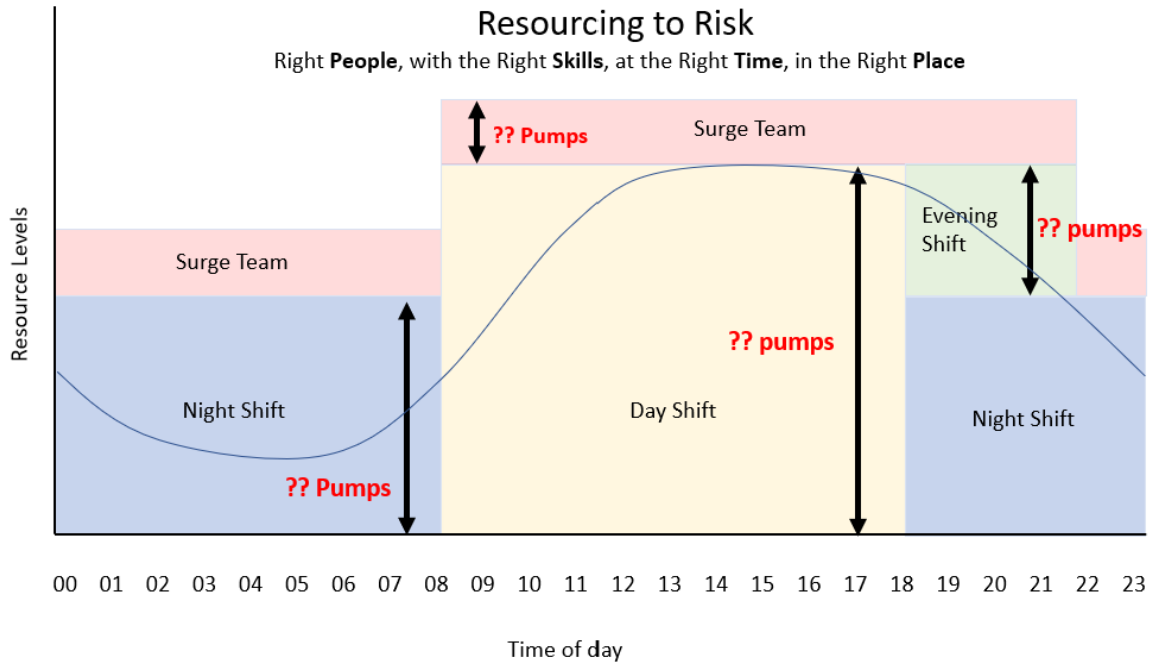
### Appendix 3: On Call Availability Trend



### Appendix 4: Current Working Patter Model.



**Appendix 5: Proposed working pattern model.**



**Appendix 6: Delivery Models: Option Mapping**

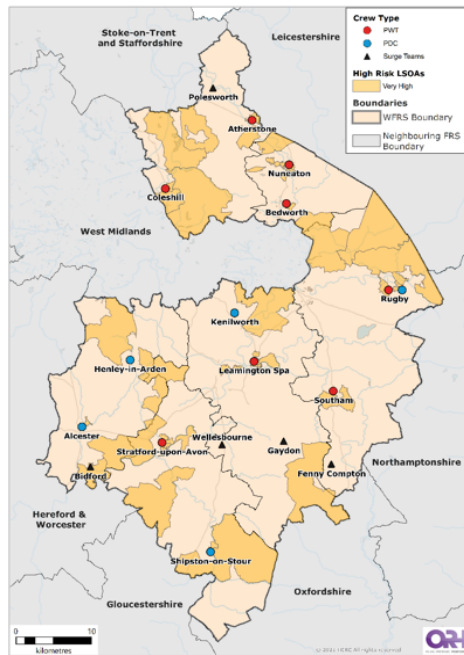
Key:

Red – 24/7 appliance

Blue – Appliance available between 0800 and 2200hrs

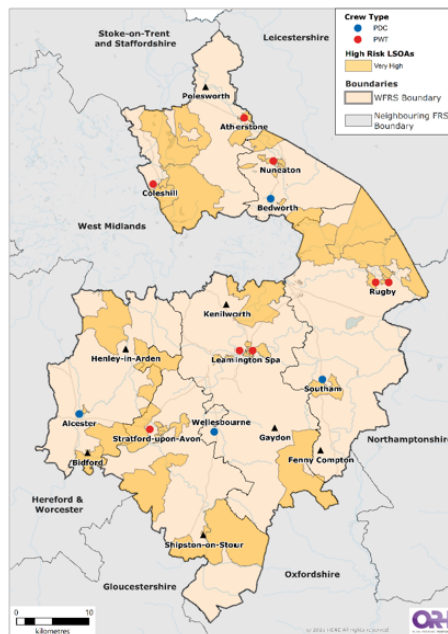
Black triangle – appliance available 24/7 but with between 30 minutes and 2 hour delayed turnout (surge team)

Option 1 and 1a:



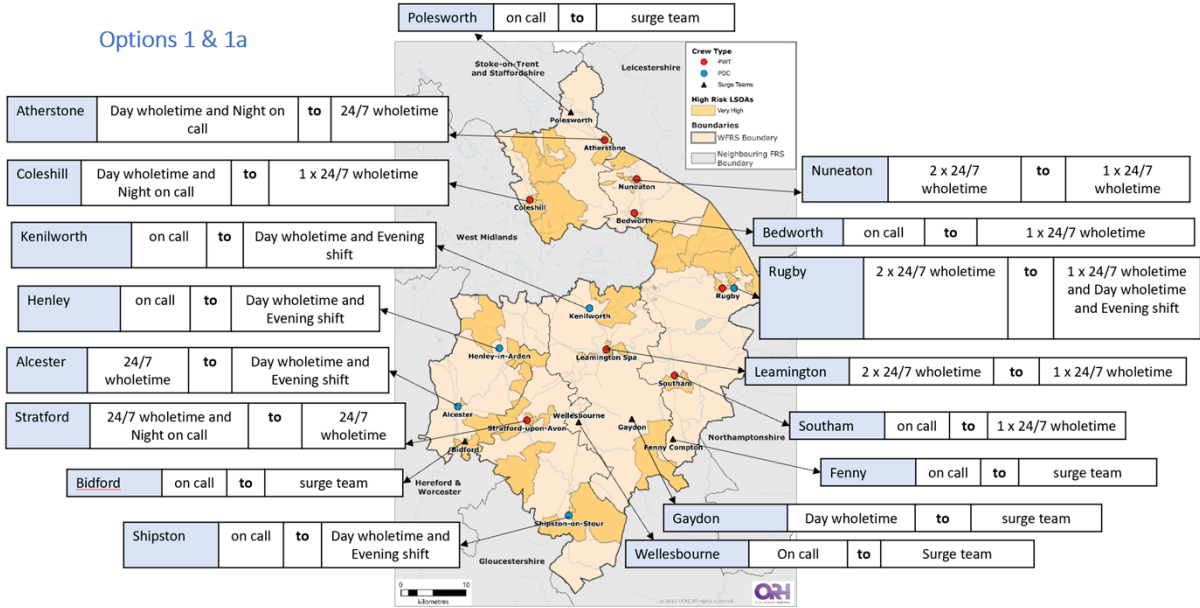
No. of day appliances	No. of night appliances	No of evening appliances	No of surge appliances
13	8	5	7

Option 2 and 2a:

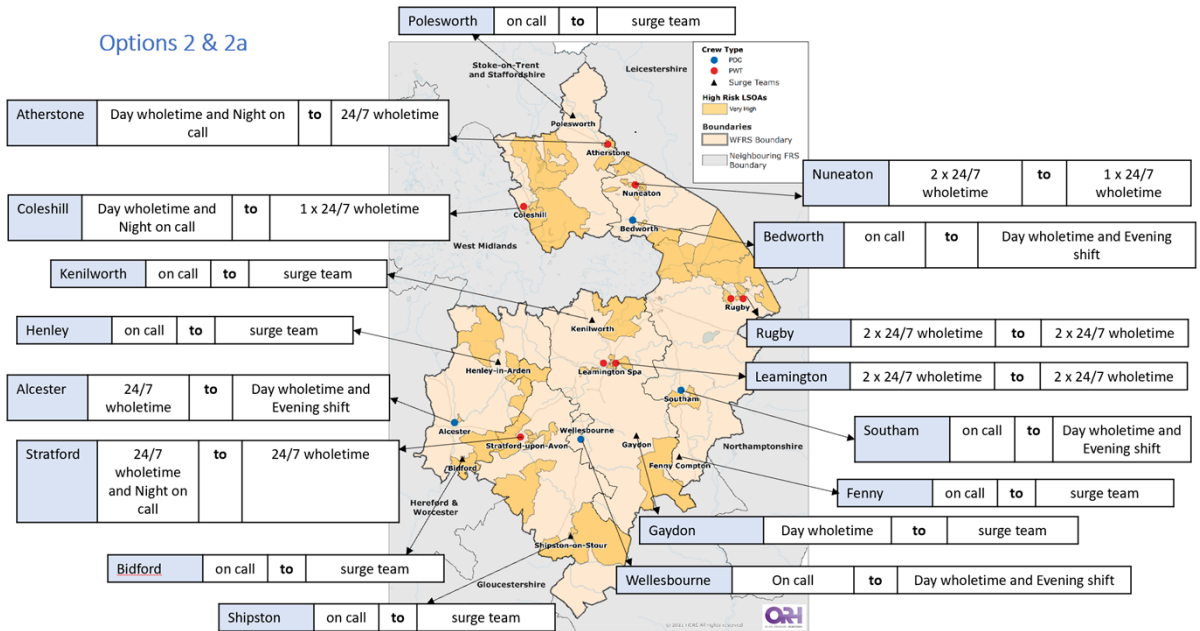


No. of day appliances	No. of night appliances	No of evening appliances	No of surge appliances
12	8	4	8

### Options 1 & 1a



### Options 2 & 2a





## **Appendix 7: Appliance Attendance Times**

<b>First Appliance Attendance Times – P1 and P2 Incidents</b>			
<b>Area (LSOAs)</b>	<b>Current</b>	<b>Option 1</b>	<b>Option 2</b>
Service Wide	10.37	9.47	10.20
Very high risk areas	10.03	9.33	10.03
High risk areas	11.19	9.59	10.54
Medium risk areas	10.18	9.40	9.53
Low risk areas	10.49	9.40	10.10
Very low risk areas	10.47	10.42	11.06

<b>Second Appliance Attendance Times – P1 and P2 Incidents</b>			
<b>Area</b>	<b>Current</b>	<b>Option 1</b>	<b>Option 2</b>
Service Wide	14.16	15.31	14.28
Very high risk areas	13.05	15.21	14.03
High risk areas	15.57	16.16	15.51
Medium risk areas	14.05	14.58	13.34
Low risk areas	14.06	15.41	14.30
Very low risk areas	13.18	14.51	13.46