

Hampshire Fire Authority

24 February 2016

Item 6

Risk Review Final Proposals

Report by Chief Officer

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1 Summary

- 1.1 This paper sets out the Service's final proposals for consideration by the Fire Authority, covering Frontline Capability and Activity Based Crewing.
- 1.2 These proposals have been developed with our staff and stakeholders over a two year period using a combination of data analysis, computer modelling and professional judgement culminating in formal consultation. We have then considered the feedback from all those who participated and have further developed the proposals for consideration by the Fire Authority.
- 1.3 If agreed, these proposals will deliver a number of organisational improvements in our performance such as countywide response standards reducing to under seven minutes, our response target of 80% of critical call in 8 minutes will increase from 65% to 77%, the number of fires confined to room of origin will improve from 84% to 89%, Retained Duty System availability will increase from 90% to 96%.
- 1.4 These proposals also identify £2,900,000 of savings and achieve our aim of matching resource to risk and introducing new technology. They result in a reduction of 152 Retained Duty System (RDS) and 60 Wholetime Duty System (WDS) posts, which still provides the same numbers of response firefighters at the point of deployment as we do now.

2 Recommendation

- 2.1 That the Fire Authority agrees the revised definitions of Activity Based Crewing model under section 7.7.
- 2.2 That the Fire Authority agrees the final proposals for Frontline Capability and Activity Based Crewing model as amended following extensive formal consultation as described in Section 7 Appendix 1.

3 Introduction and Background

- 3.1 The Risk Review Project has created the Fire Authority's Integrated Risk Management Plan (IRMP) that has resulted in a range of final proposals that identify opportunities for innovation and improvements in how our services are delivered whilst providing budget savings of up to £4.1million by March 2019. A proportion of this amount will be realised in this Fire Authority decision. An additional paper, which set out the proposals for the Service Delivery structure and specialist and technical response capability (savings of £1.2 million), was agreed by SMT in July 2015.
- 3.2 The Medium Term Financial Plan is based on a predicted Service wide funding gap of £16m by 2019/20. There is a programme in place to address this deficit which is closely monitored by our Safer Stronger Board which includes identification of savings from existing budgets, development of income generation opportunities and a review of our Professional Services Directorate. The last area for consideration is the Service Delivery function and the Risk Review Project is a fundamental examination of the way we deliver our services and will form an element of meeting the budget deficit.

4 Risk Review Project Process

- 4.1 The purpose of the Risk Review Project is to enable the Service to create an IRMP utilising a new approach to service delivery which will maximise efficiencies, enable innovation and deliver a cost-effective model aligned with making Hampshire safer, mitigating service risks, addressing financial challenges and focusing on the service vision for 2020.
- 4.2 The Risk Review Project started with initial ideas and early development of work packages. After internal challenge and professional judgement through risk review workshops, these evolved into scenarios in Phase 2.
- 4.3 In order to engage with our teams early, we began a programme in the autumn of 2014 of liaising with a number of stakeholders to influence and develop thinking at the beginning of Phase 3.
- 4.4 Phase 3 developed the detail, impact assessments and interdependencies of the scenarios into draft proposals with process mapping, financial checks and clarification of HR implications. This led into Engagement 2015 which allowed for wider contribution by fire service staff to assist in shaping the draft proposals.
- 4.5 Phase 4 developed the draft proposals to be considered for formal consultation which were presented to the Fire Authority in September 2015.
- 4.6 Phase 5 was the formal consultation which ran for the recommended 12 weeks followed by six weeks to consider the findings of the formal consultation.
- 4.7 The Consultation Institute were commissioned to provide advice, guidance and quality assurance on our processes for engagement and consultation. It is vital that Public Services consult and engage with their community well and to reassure the Fire Authority on the planned consultation process.

- 4.8 The formal consultation was facilitated by an external provider - Opinion Research Services (ORS).
- 4.9 The final proposals, which have taken into account the findings from the formal consultation, will be presented to Hampshire Fire and Rescue Authority (HFRA) on 24th February 2016.

5 Formal Consultation

- 5.1 The formal consultation was carried out with our stakeholders between September and December 2015. This has built greater awareness and understanding of the issues and encouraged further valuable feedback on key topics from a diverse range of internal and external stakeholders.
- 5.2 Our approach enabled people to contribute through a variety of channels which included:
- 4 General principles public forums attended by 60
 - 12 Public forums attended by 182
 - 5 Public meetings attended by 359
 - (Approx. 1000 hits to the live video streaming)
 - 7 Stakeholder forums attended by 67
 - 4 Staff forums attended by 30
 - Paper questionnaires 129 returns
 - Online questionnaires 1825
 - 30,000 views on our web pages for formal consultation.
- 5.3 The three areas for formal consultation were:
1. A change in frontline capabilities
 2. Activity based crewing to match community risk
 3. To consider Council Tax levels
- 5.4 The formal consultation findings are set out in a report by ORS (Appendix 4). The main areas of agreement were:
1. There was support for a multiple capability strategy
 2. Mobilising the right capability to the right incident type
 3. Council Tax increase

5.5 The main concerns raised were:

1. Two riders crewing the first response capability
2. The reduction of crewing in the lower activity period
3. Uncertainty around vehicle equipment

5.6 We received detailed responses with alternative ideas from a number of our station teams.

6.0 Consideration period

6.1 The twelve week period of consultation was followed by a six week consideration period. This involved a number of meetings that included The Service Management Team, Representative Bodies and Fire Authority Members.

The meetings/Governance points were:

Meeting/ Governance Points	Date	Purpose
Formal Consultation finished	04/12/15	
End of Consultation review Workshop, SMT, Rep Bodies	16/12/15	ORS producing and presenting a report for the consideration of all parties
Consultation consideration workshop, SMT Rep Bodies	6/01/16	Consider possible changes to the final proposals.
Members briefing	15/01/16	Briefing to Members on the consultation findings.
SMT meeting	19/01/16	SMT meeting to agree the final proposals paper being presented to HFRA.
PRSC meeting	26/01/16	Confirm process of consultation, report on findings from ORS and QA report from consultation institute.
Members Awareness	4/2/16	Awareness briefing to members over the HFRA paper
HFRA meeting	24/2/16	Presentation of final proposals to the Fire Authority

6.2 During this period, consideration was given to the overall support for items in 5.4. The three areas of concern described in 5.5 were considered carefully and strongly influenced the review and development of the final proposals. This clearly demonstrates the benefits of consultation and how the views of stakeholders can be recognised in the final proposals.

7 Change to the final proposals following formal consultation

7.1 Following the consideration of issues raised during formal consultation, these proposals present a frontline capability strategy that is designed to deliver the appropriate response to minimise the risk to our communities the proposals are designed to match the frontline response capability to prevailing risk and improve the way we respond to incidents. This is achieved by utilising new technology that improves firefighter and public safety, such as thermal imaging camera, ultra high pressure lance, automated pumps and mobile communications that will make the most efficient use of our resources.

7.2 Our new firefighting strategy can be summarised as:

S – scan using a thermal imaging camera; observe fire behaviour and development, building design and construction etc.

A – attack the fire using first response tactics – ultra high pressure lance (UHPL), jets, CAFS etc.

V – ventilate the room or building and control the environment

E – enter and extinguish the fire using appropriate tactics, carry out search and rescue, salvage etc.

The implementation of our future firefighting strategy together with the introduction of the ultra high pressure lance (UHPL) will significantly improve our operational effectiveness.

This is a substantial change for our people in terms of policy, procedure and mind set and will require extensive change management to ensure that it becomes business as usual.

7.3 We will always plan to crew our vehicles with a crew of four but will ensure they are available with at least two firefighters.

7.4 This model will be delivered by using a three capability strategy; see Appendix 1

- First Response
- Intermediate
- Enhanced

7.5 To address the concern of uncertainty of vehicle equipment, the capabilities will be co-designed with our staff. We have also considered narrow road access in places like Portsmouth and Southampton.

- 7.6 We remain confident with the published risk and demand led profiles of the Activity Based Crewing (ABC) methodology and the associated crewing levels required. Additionally, we have listened to the views put forward by our staff and stakeholders, and the subsequent ideas which they have presented; specifically around the crewing of ABC Level 2 (Rushmoor, Hightown) and ABC Level 3 (Andover, Winchester, Havant, Gosport) stations. We are keen to support the more specific proposals designed to maintain immediate response personnel during the lower activity periods. This will provide additional cover for future community and organisational resilience and increase the flexibility for community safety activities. Therefore, Andover, Gosport, Havant, Hightown, Rushmoor and Winchester Fire Station will have an establishment sufficient to support an efficient and flexible crewing (EFC) model; ultimately enabling them to provide an immediate response during all periods of the day and night.
- 7.7 The Activity Based Crewing (ABC) revised definitions are:

ABC Level 1

Immediate response firefighters will crew the most suitable capability throughout all periods of the day and night. In addition, where stations have an RDS establishment, on-call firefighters will also crew the most suitable capability both day and night.

ABC Level 2

Immediate response firefighters will crew the most suitable capability throughout all periods of the day (peak activity period). The number of immediate response firefighters can be reduced overnight in order to reflect the lower activity period. In addition, where stations have an RDS establishment, on-call firefighters will also crew the most suitable capabilities both day and night.

ABC Level 3

Immediate response firefighters will crew the most suitable capability throughout the day. They will also be supported by on-call firefighters during the day. Immediate or On-call firefighters can then crew the most suitable capability over night (during the lower activity period).

ABC Level 4

On-call firefighters will crew the most suitable capability throughout all periods of the day and night.

ABC Level 5

On-call firefighters will crew the most suitable capability during peak activity periods.

ABC Level 6

Response capability will be provided by another station as the overall response activity and risk is very low Community safety and resilience activities can be carried out from this station or a neighbouring station.

7.8 In addition to the change we have made to the six fire stations above, the other changes to the final proposals are:

- Fleet Fire Station: An Intermediate capability will replace the first response capability proposed during consultation this will strengthen the strategic capability disposition and service degradation plan.
- Redbridge Fire Station: A first response capability will be provided in addition to the enhanced capability proposed during consultation. This will provide them with the full range of firefighting media.
- At the Co-responding stations there will be additional 1 FTE post to assist crewing levels, financially supported in partnership with South Central Ambulance Service.

Full station details of capability disposition and establishment figures can be found in Appendix 1.

8 Supporting our Corporate Aims and Objectives

8.1 In September 2015, Hampshire Fire and Rescue Authority published its Service Plan 2015 – 2020. This plan outlines the priorities for the Service.

- Making life safer
 1. Responding to incidents
 2. Creating safer communities
 3. Building community resilience
- Making our service stronger
 1. Knowledge
 2. Technology
 3. People and leadership
 4. Assets and money
 5. Communications and engagement
 6. Working with partners

8.2 For the Hampshire Fire and Rescue Authority to achieve its stated vision and priorities and achieve the necessary further budget reductions, it was necessary to review the current Service Delivery model. The formal consultation assisted in formulating the final proposals being presented to the Hampshire Fire and Rescue Authority in February 2016.

9 Risk Analysis and Methodology

- 9.1 As a Service, our primary role is to prevent and respond to fires and road safety incidents however, we also have the capability and opportunity to become involved in a wide variety of other scenarios with other organisations such as the Ambulance Service, Health Services or the Police. This could be supporting local communities in response to flooding or working alongside partner organisations in dealing with the aftermath of a terrorism act. We should not limit ourselves to the statutory responsibilities of fire and road safety but consider all risk that have an impact on a safer Hampshire.
- 9.2 We have seen a national reduction in fires over the last 10 years and this reduction has resulted in Hampshire fire crews attending about half of the amount of calls than they did previously. The latest fire statistics for Hampshire Fire and Rescue Service shows a further 10% decrease in the number of fires attended in 2014 -15 from 2013-2014.
- 9.3 Using a combination of data analysis, computer modelling, professional judgement and engagement with our staff, we have developed the strategic priorities for the Authority and the Service. We have applied a consistent methodology for assessing the likelihood and impact of the risk associated with each of our strategic priorities both now and in the future, which allows us to match resource to risk.
- 9.4 To help focus our efforts, we have grouped known risks into three distinct categories:
- Risks to our people: an event that restricts or prevents our staff from delivering our services in a safe, effective and efficient manner.
 - Risks to our community: an event that could make life unsafe for the people who live, work or travel through Hampshire.
 - Risks to our organisation: an event which adversely impacts the organisation's assets, financial stability or operations.
- 9.5 Historically, where major changes to public services have resulted in a judicial review, our consultants (The Consultation Institute) have advised that these have concentrated on the process of consultation. Therefore, if a stakeholder was to challenge the Risk Review Project, it would likely be on process. PRSC are continually scrutinising the Risk Review process and have agreed the decision points of the final proposals. We are also carrying out a quality assurance procedure to ratify our Risk Review process and this will be presented at the PRSC meeting in April 2016 following the decision point.

10 Financial Implications

10.1 The final savings are set out in the frontline capability and Activity Based Crewing model final proposals. This amounts to a total of £2,900,000 to be delivered by March 2019. The change of capabilities and their disposition will result in a reduction in the overall number of personnel required to resource them.

- Wholetime Duty System - saving of £2,253,792
- Retained Duty System - saving of £651,000
- Total savings are £2,904,792

10.2 When taken with the management savings agreed by Service Management Team, this gives a total final saving of £ 4.1 million which is slightly less than the revised figure agreed previously with the Fire Authority. An additional paper will be presented to service management team in the future setting out the remainder of the saving required to meet the £5 million.

10.3 The Service will also be investing in the new capability strategy and new technology to improve firefighter and public safety as well as improving efficiency and effectiveness.

11 Human Resources

11.1 The impact on the human resources of station based personnel following the final proposals is:

A reduction of 60 Wholetime and 152 Retained duty system firefighters posts from the authorised establishment. This can be achieved within our leaver profile ensuring that there will be no compulsory redundancies.

Situation	Establishment			
	WDS	RDS		
		Authorised	Budgeted	Actual
Current	576	659	600	532
Consultation Option 1	502	522	522	522
Consultation Option 2	488	506	506	506
Final Proposal	516	507	507	507
Difference from current to final proposals	-60	-152	-93	-25

11.3 We will work with our staff to develop and implement the changes within these proposals. This ensures we utilise the expertise from across the organisation and the experience of our operational crews resulting in improved ways of working and capabilities.

12 Performance

12.1 The focus for the Risk Review Project is to improve the Service while achieving the financial requirement to save £4.1 million.

If agreed this final proposal will deliver:

- Countywide response standards – improvement across Hampshire to under seven minutes
- 8 /80 critical call response target – improvement from 65% to 77%
- The number of fires confined to room of origin will improve from 84% to 89%
- Retained Duty System availability – increase from 90% to 96%

These measures will continue to be monitored by the Performance Review and Scrutiny Committee (PRSC).

13 Governance Route

13.1 In order for the necessary decisions to be made, the following governance route has been agreed and monitored by PRSC.

13.2 SMT to submit final proposals for a Fire Authority decision in February, namely:

- Change in frontline capability and activity based crewing to match the risk; this will enable us to have a range of capabilities from first response to enhanced response.

13.3 The PRSC continually reviews the methodology used in the Risk Review process.

13.4 To support PRSC, The Consultation Institute has been commissioned to provide advice, guidance and quality assurance on our processes for engagement and consultation. We have been deemed to show best practise in our process so far. The final report on the decision making process will be delivered after the decision point on the 24 February.

14 Impact Assessments

14.1 Initial impact assessments have been completed and have captured all areas of Engagement 14 and 15 feedback. These documents have been reviewed continuously throughout the formal consultation process and have been updated accordingly.

- 14.2 In support of our own professional judgement and extensive consultation/engagement to date, we are also working with the organisation Action Hampshire. The purpose of this is to reinforce our findings and support our ‘touch points’ with members of the public identified as presenting ‘protected characteristics’ (as defined within the Equalities Act). Action Hampshire work with a considerable number of local organisations and as such, have developed an extremely strong network of vulnerable groups throughout Hampshire, many of which are people from hard to reach communities. By seeking their first hand informed views and personal experiences, this will continue to assist the implementation process ensuring our services are fit for the needs of all communities with in Hampshire.
- 14.3 There are no identified issues that will materially affect these proposals.
- 14.4 The proposals in this report are considered compatible with the provisions of the European Convention on Human Rights, the Human Rights Act 1998, and the Race Relations (Amendment) Act 2000.

15 Background Papers

- 15.1 The following documents disclose the facts or matters on which this report, or an important part of it, is based and has been relied upon to a material extent in the preparation of the report:

Formal Consultation Document

SMT Paper 19 January 2016 Risk Review final proposals for Fire Authority Decision

PRSC paper 30 July 2015 Risk Review Process

PRSC paper 19.05.15 - Timeline and Governance

Hampshire Fire and Rescue Authority scheme delegation to officers

PRSC Report 30.07.15 – Risk Review Process

SMT paper 11 05 15 Service Delivery Transformation

Note: The list excludes: (1) published works; and (2) documents that disclose exempt or confidential information defined in the Act.

Summary papers

Appendix 1 Final Proposals

Appendix 2 Impact Assessment

Appendix 3 ORS Full report