



Committee report

Committee	CABINET
Date	16 APRIL 2018
Title	ISLE OF WIGHT FIRE AND RESCUE SERVICE - SERVICE REVIEW
Report of	CABINET MEMBER FOR COMMUNITY SAFETY AND PUBLIC PROTECTION

EXECUTIVE SUMMARY

1. This report presents the outcomes of the service review of the Isle of Wight Fire and Rescue Service (IWFRS), as agreed by Cabinet in July 2017. The recommendations in the report will improve the overall levels of public safety offered by the service by realigning coverage of the whole-time workforce to identified times of peak service need.
2. The service review involved carrying out a detailed analysis of the current risks and resources across the island. The outcome of the review identified that the current Integrated Risk Management Plan (IRMP 2014 to 2020) is fit for purpose, does not require a re-write and will continue to be implemented by the Chief Fire Officer. It therefore supports the continued delivery of the IRMP and will improve the overall effectiveness and efficiency of the service.
3. The service review also identified additional issues, which have developed since the IRMP was approved in 2014, such as:
 - Resources are not matched to high demand periods.
 - Availability of on-call firefighters is low during periods of high demand.
 - The current structure of shift patterns can result in a higher availability of resources than is required for the demand at that time of day.
4. These issues will be addressed by:
 - Maintaining the current provision of ten fire stations.
 - Increasing the availability of whole time firefighters' cover at 'peak demand'
 - Increasing the coverage of whole-time firefighters' cover from two to three localities
 - Improving emergency response times overall
 - Increasing the availability of on call firefighters thereby improving overall resilience

- Working within current budgets, taking account of the current vacancies in the whole-time establishment.
5. Although the Chief Fire Officer has the powers to implement the IRMP, it was agreed for transparency to bring the report to Cabinet for consideration.
 6. The report seeks Cabinet endorsement of the continued delivery of the IRMP, including acknowledging that the Chief Fire Officer will realign resources to better match the risks faced on the Island. This will ensure that we have a safe level of crewing, and safe systems of work to respond to emergencies and an improved capability to deliver community safety measures.

BACKGROUND

7. The purpose of the Fire and Rescue Service is to reduce risk and make life safer. Its primary role is to prevent and respond to fires and road traffic incidents through the Fire and Rescue Service Act (2004). The Fire and Rescue Service also has the capability and opportunity to become involved in a wide variety of other civil protection activities and has statutory responsibilities under the Civil Contingencies Act (2004).
8. In 2014 the Isle of Wight Fire and Rescue Service's Operational Assessment and Peer Review recognised that capacity, resilience and sustainability within the service were issues. In response to this the IWFRS and Hampshire Fire and Rescue Service (HFRS) formed a strategic partnership to provide increased support and resilience in 2015.
9. In May 2014 the council approved the current Integrated Risk Management Plan (IRMP) for the IWFRS. This plan detailed the vision for the IWFRS and the framework for future development and improvement from 2014 to 2020.
10. The IRMP was developed following a comprehensive review of the risks on the Island, using data from 2005 to 2012, which covered and built on the previous analysis of risk in 2008. The role of the Fire Service was considered and public consultation helped inform the plan.
11. As part of the IRMP 2014 to 2020, the council approved that by 2020 the IWFRS would:
 - (i) revise and achieve our risk based response standards
 - (ii) match our resources to level of risk
 - (iii) create capacity through flexible working arrangements to further improve firefighter and community safety
 - (iv) increase the use of volunteers to support our work with communities
 - (v) develop resilient response arrangements
 - (vi) improve the provision and use of our assets including property with other partners
 - (vii) further develop our working arrangements with other key partners.
12. In July 2017 the Cabinet approved the guiding principles for the service review, which detailed how the IWFRS would continue its journey of improvement and implementing the actions within the 2014 to 2020 IRMP.

13. Appendix A gives an overview of the process that the IWFRS has undertaken to complete the service review. All the IWFRS staff and trade unions have been engaged throughout the process. It gives examples of four models which have been developed and considered to ensure that the IWFRS is as effective and efficient as possible, and its resources are sufficient to accommodate the risks and demands faced.

SERVICE REVIEW METHODOLOGY

14. Following the Cabinet decision in July 2017 a small team was established to carry out an objective review of the risks on the island and propose the best way to reduce these risks.
15. To understand the risks and demands of the Island, the team used a number of sources of data and intelligence to inform its judgement. These included; the Joint Strategic Needs Assessment (JSNA) and other data from the council, IWFRS and partners. Computer modelling and professional judgement to understand past incident data and the different response plans to incidents. Appendix B shows key findings from this analysis.
16. This data was then mapped to provide a risk and demand picture that included the vulnerability of our residents, points of high risk on our roads and other factors that require prevention activities and an emergency response
17. Planning assumptions were developed, based on the analysis of the data of past incidents, and the future likelihood of the occurrence of the worst foreseeable scenario; a situation with two simultaneous incidents as described below:
 - Incident 1 - a fire incident which would require a minimum attendance of 26 personnel for 4 hours.
 - Incident 2 - a road traffic collision with persons trapped, involving more than one vehicle or with more than one person to be rescued, requiring a minimum attendance of 11 personnel for 2 hours.
18. This analysis led to consideration of models for how teams are deployed both to prevent incidents and reduce risk, as well as responding to emergencies when they occur.
19. The IWFRS has engaged all staff and trade unions through the service review and will continue to engage with all staff throughout the implementation of the proposals in the paper.
20. Further information on the risk methodology is contained within appendix B.

LOCALITY MODEL AND RESPONSE STANDARDS

21. The IWFRS sends the most appropriate resources so that an incident can be resolved as quickly as possible. The response standard determines where our resources should be located. The response standard target for critical incidents (a house fire or road

traffic collision) is to get our first resources in attendance within ten minutes on 80 per cent of occasions. Performance for 2016/17 was 77.8 per cent.

22. The IWFRS have, at all times, immediately available firefighters (whole-time) and on-call firefighters. Whole-time firefighters work shifts on fire stations and respond immediately to calls. On call firefighters usually work or live within five minutes of a fire station and respond to the station when a personal alert notifies them of an incident.
23. The IRMP 2014 to 2020 recognised the significant difference in the number of incidents the IWFRS attends during a 24-hour period, and that this difference was not reflected in how the IWFRS allocates its emergency response resources. The risk analysis confirmed that the majority of incidents the IWFRS attend are between the hours of 10am and 10pm (73 per cent) (Appendix B, figure 4) but currently resources are not matched to these timescales.
24. The availability of on-call firefighters is very good during the night time (90 per cent) when there are less incidents but lower during the daytime (60 per cent) when there are more incidents (Appendix B, figure 6).
25. At present the IWFRS operates with whole-time firefighters based in Ryde and Newport and provides the following guaranteed minimum level of immediately available firefighters that crew a fire appliance:
 - Newport Fire Station - 24 hours a day, 7 days a week – Five firefighters;
 - Ryde Fire Station - 8 hours (9am to 5pm) on Monday to Friday – Five firefighters.
26. Additionally, to this guaranteed minimum level of firefighters crewing fire appliances there are currently four whole time firefighters on duty (two at Ryde and two at Newport) and allocated to crewing specialist vehicles, such as aerial ladder appliances. Across the island specialist vehicles are crewed with a mix of whole-time and on-call firefighters. (The crewing of these vehicles has been mentioned to add context but is not part of this service review and remains an operational decision. The vehicles will be crewed by on-call firefighters).
27. The numbers of whole-time firefighters are a guaranteed minimum and can be exceeded due to the current shift patterns.

CONCLUSIONS FROM ANALYSIS

28. The review has confirmed the risk of fire on the Isle of Wight is low, and the findings from the recent data are consistent with the findings used for the 2014 -2020 IRMP.
29. During the process of this review models have been considered which have suggested moving resources, increasing resources and removing resources.
30. The team have concluded the current IRMP 2014-2020 remains relevant and suitable and by modifying the shift system firefighter availability and response times can be improved.

ADDRESSING THE ISSUES AND IMPLEMENTING THE IRMP

31. Changing the current shift system to convert a number of night shifts to day shifts, will provide the appropriate balance of resources for both day and night (IRMP pg 25)
32. Changes to working patterns for firefighters will increase their availability when they are most needed. Improved and more flexible shift systems enable this to be achieved with fewer staff overall.

Normal Disposition of Resources

- Newport area - 24 hours a day, 7 days a week – a minimum level of four firefighters. We will plan to have 5 firefighters on duty but there will be occasions when we will crew fire engines with four firefighters to ensure operational response is not compromised.
- Ryde and Bay Area, a minimum of 8 firefighters, immediately available during the 12 busiest hours (the peak period), 7 days a week.

The impact of these changes to ensure resources match the time of peak demand can be seen in the heat maps shown in figures 5 and 5b of appendix B. It can improve the minimum number of hours availability for whole-time fighters, as shown in the table below:

Time	Peak	Off Peak
Current	620	420
Proposed	840	420

33. Changing the resourcing to have more immediately available firefighters at peak periods and working in the three localities will help increase our community safety work, reduce community risk and further support the council's 'One Public Service' vision. This collaborative approach to risk reduction will improve effectiveness and continue the IWFRS's statutory requirements to collaborate under the Policing and Crime Act 2017. Locating resources in the three localities; West and Central, North and East, and South (as described in Appendix A), will allow IWFRS to mirror partner organisations and services; NHS, Public Health, Adult Social Services, Hampshire Constabulary and Isle of Wight Ambulance Service. IWFRS will continue to actively participate in the One Public Estate programme on the Island and seek opportunities for co-location with partners.
34. This new model will guarantee a minimum of 12 immediately available firefighters crewing fire appliances who can be used across the Island for 12 hours a day, every day. The Service will plan to have a minimum of five immediately available firefighters during times of less demand based in Newport. This matches resources to when most incidents occur. Analysis has also shown that this change to the deployment of firefighters will not have any negative impact on response times. Modelling has shown that allocating resources across the three localities can improve response standards by 1.7 per cent.

35. This new model will allow the Service to deploy more whole-time firefighters into each locality, during the busiest times and when on-call firefighters are not available. The advantages of this are that the crews will be available to immediately respond to emergencies improving response times and supported by the on-call firefighters whose availability is lower during the day time.
36. This new way of resourcing whole-time firefighters matches crewing patterns to the demand. The future working pattern will be developed with 50 rather than the current establishment of 58 firefighters, whilst increasing the available number of whole-time firefighters at peak times when the number of incidents is highest and the most prevention work can be carried out. Due to careful planning and leaver profiling, there are currently 8 whole-time vacancies, which means that revisions to the whole-time establishment of firefighters can be achieved without the need for compulsory redundancy.

STRATEGIC CONTEXT AND CONSULTATION

37. The council's Corporate Plan 2017 to 2020 has the following actions in the community safety and public protection portfolio, which directly link to the delivery of the IRMP.
 - Develop options to improve the overall effectiveness of the Isle of Wight Fire and Rescue Service, ensuring an effective, resilient and safe service for the Island.
 - Work with strategic partners and key stakeholders to ensure the Island has effective and robust arrangements to ensure the safety of the community at all times.
38. Public consultation is not required to implement the recommendations in this paper.

FINANCIAL / BUDGET IMPLICATIONS

39. Since 2014 the IWFRS has supported the IWC Medium Term Financial Strategy (MTFS) by reducing its budget by 16.67 per cent from £7.44 million (2013/14) to £6.2 million (2017/18). This reduction has been achieved through 'back office' reductions and sharing services in partnership with HFRS. To continue the improvement, the IWFRS has undertaken a service review which has looked at how it resources its core functions and seeks the most efficient and effective use of its firefighters.
40. For the first two years of the current MTFS the IWFRS has contributed to the IWC savings target using 'one off' in year savings. The service review will enable these savings to be permanent and reduce the IWFRS budget to £6.135 million (includes inflationary rises and pay award), in a sustainable way.

LEGAL IMPLICATIONS

41. Section 21 of the Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework which sets priorities and objectives for Fire and Rescue Authorities in connection with the discharge of their functions. Fire and Rescue Authorities have a duty to have regard to the Fire and Rescue National Framework required by section 21, Fire and Rescue Services act 2004 and to

produce an IRMP that identifies and assesses all foreseeable fire and rescue related risks that could affect its community.

42. As part of the IRMP 2014 to 2020, the council approved that by 2020 the IWFRS would carry out a review of its service. This report sets out the outcome of the review and ensures the implementation of the IRMP.
43. The Cabinet agreed in July 2017 that the service review would be reported back to Cabinet and then to Full Council by March 2018. However, if the recommendation is approved it is an executive decision which relates to the operation of the service and can be taken by the Chief Fire Officer. Given the genesis of the report however it is also appropriate that it is considered by Cabinet, but it does not fall within the remit of the Full Council. On that basis the matter will not be the subject of a further report to Full Council.

EQUALITY AND DIVERSITY

44. The council, as a public body, is required to meet its statutory obligations under the Equality Act 2010 to have due regard to eliminate unlawful discrimination, promote equal opportunities between people from different groups and to foster good relations between people who share a protected characteristic and people who do not share it. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
45. There are no adverse effects which have been highlighted in the equality impact assessment. There is an improvement in delivery of community safety functions and in response times.

OPTIONS

46. There are five options that have been considered by the Chief Fire Officer in consultation with the Cabinet Member for Community Safety and Public Protection.
 1. Maintain the service in its current form.
 2. Improve the effectiveness of the service by changing the shift system and using a three locality model based on the current establishment of whole time fire fighters.
 3. Maintain all ten fire stations and align the revised whole-time firefighter resources to the times of greatest demand, based on a three locality model; in order to improve the effectiveness and efficiency of the service and levels of community safety.
 4. That the Cabinet Member for Community Safety and Public Protection ensure that immediate action is taken to maintain performance standards across the service and in any event present a report to Cabinet on the impact of the recommendations in this paper six months following their implementation.

5. That the Chief Fire Officer will not permanently delete any posts from the establishment until such time as the Cabinet has considered the impact report from the Cabinet member.

SCRUTINY COMMITTEE VIEW

47. Following initial concerns raised at scrutiny committee on 6th March 2017 this paper has been redrafted to clarify the methodology and explain the rationale for the recommendation. Specific concerns regarding the recommendation have been addressed below:

The consultation process.

48. Throughout the Service Review project, staff and Representative Bodies have been involved, as indicated in Appendix A. If the Service Review found that the risk and demands on the Isle of Wight had changed significantly, a major overhaul of the IRMP would have been required, which would have resulted in a public consultation exercise. The Fire Service carried out a similar exercise in 2013 which resulted in the current service plan (the IRMP).
49. This review was approached with an open and objective attitude and consequently it was known that if any changes were proposed that fell outside the IRMP it would need Full Council approval and public consultation.
50. During the process the review has taken an analytical approach to assessing the risk and exploring operational models to deliver the service. This has included considering many different options – including closing some Fire Stations. It is from these models and discussions that conclusions have been formed.
51. Having considered the analysis and compared the data for the last 5 years to that of the previous 5 years it is believed that the fire service plan, the IRMP 2014-2020, is still suitable and appropriate. There are therefore no proposed changes to it. The Service will continue to implement the objectives contained within the plan
52. This means that the recommendations in the paper are operational and therefore fall under Officer powers to implement. For completeness and since the service review was initiated by a Cabinet decision, this paper is asking the Cabinet to endorse the Chief Fire Officer actions in continuing to implement the IRMP.

Crewing of Appliances

53. The Service policy is to plan to have 5 firefighters, immediately available, on all fire engines across the Island. To maximise the use of available firefighters, on occasions there may need to be four firefighters on a fire engine.
54. The whole-time crew, based in Newport overnight, will be planned on the basis of 5 firefighters on the fire engine. However, for resilience, they may occasionally have 4, for example at time of short term sickness, or unplanned short notice leave.
55. Modern equipment and techniques enables four firefighters to use safe systems of work and this is common practice across the country. Where there exists an

opportunity to preserve life or take action that will prevent an incident deteriorating, four firefighters can establish a safe system of work for Breathing Apparatus to be worn inside a building. Appendix C, contains the National Fire Chiefs Council, National Operational Guidance for deploying four fire fighters.

56. With a crew of five, the fifth person is dedicated as 'entry control officer', they monitor the breathing apparatus wearers whilst they are inside the building. With four people the person who operates the pump also carries out the role of 'entry control officer', assisted by improvement in technology used by IWFRS.
57. The number of firefighters required to resolve an incident varies depending on the type of incident. IWFRS will continue to send the total required number of firefighters to ensure that an incident is resolved safely.

Risk Profile Over Time.

58. The data reviewed for the last 5 years, matches the data from the previous ten years. This shows that the total number of incidents drops overnight. It also shows a consistent reduction in more serious fires (primary fires) between 9pm and 7am. Figure 3 in Appendix B graphically demonstrates the call profile during different times of the day, and the different call types.
59. The IRMP recognises this;

'We have also identified a significant difference in levels of response activity across a 24 hour period. This difference is not reflected in how we currently provide our emergency response resource'. *IRMP 2014-2020*
60. The Service will always maintain sufficient resources to respond to incidents 24 hours a day and there will be no reduction in the number of fire fighters we send to emergencies.

Locality Model and disposition of crews

61. Emergency calls in the South Locality are low, and the on-call firefighters give very good cover. The increased number of whole-time firefighters available in the day time will allow the Service to deploy a crew into the locality to reduce risk and also be immediately available to assist emergency response and improve response times.
62. The Service will maximise the use of its staff by having three immediately available fire engines. This will enable the whole-time crews to assist and support the work in each locality, and it is the intention that the crews will be heavily involved assisting existing fire service work, alongside partners, in each locality. A 'day crewed' station in the Bay is not being created nor will a whole-time crew be based at Sandown fire station.
63. The practical arrangements for the location of the fire engines, and the shift system will be finalised during the implementation of the proposed changes and in consultation with staff.

Relevance of the 2008 Risk Review

64. In 2008 a review of risk was undertaken to inform the Service plan at the time. The data and findings from this review was used as a benchmark for the review in 2013. In 2013 the data analysis from 2005-2012 was used, and an assessment of risk across the Island was carried out. This information was used to develop the IRMP 2014-2020 and has been used as a benchmark in this review.

Cabinet member oversight

65. The Cabinet member for Community Safety and Public Protection is responsible for political oversight of the IWFRS. As part of this role they continually monitor performance of the Service and report back to Cabinet, through the quarterly performance reports or by exception when necessary. They and the Service are subject to Scrutiny by the council's main scrutiny committee.

EVALUATION

66. Changing the resourcing to have immediately available firefighters and local resources in three localities rather than two will help improve response times, reduce community risk and further support the IWC 'One Public Service' vision. This collaborative approach to risk reduction will improve effectiveness and continue the IWFRS's statutory requirements to collaborate under the Policing and Crime Act 2017. Locating our resources in the three localities; West and Central, North East, and South, will allow IWFRS to align to the Island's three localities and mirror partner organisations and services; NHS, Public Health, Adult Social Services, Hampshire Constabulary and Isle of Wight Ambulance Service. IWFRS will continue to actively participate in the One Public Estate programme on the Island and seek opportunities for co-location with partners.
67. There are some areas of the Island that IWFRS cannot reach within 10 minutes, these are the areas that we focus most of our prevention and community safety activities. The new locality model will allow the IWFRS to use resources more effectively to work with partners to identify and target those who are most vulnerable. By helping communities to make positive changes in their lifestyles the IWFRS will help to prevent ill health, improve health and help reduce the future demand on health and social care.
68. The Service Review project has concluded that the current IRMP is suitable and sufficient. Changing the current shift system will enable more effective use of personnel and ultimately reduce the number of whole time posts on the establishment.

RECOMMENDATION

69. Options 3, 4 and 5 are recommended for approval:
3. Maintain all ten fire stations and align the revised whole-time firefighter resources to the times of greatest demand, based on a three locality model; in order to improve the effectiveness and efficiency of the service and levels of community safety.

4. That the Cabinet Member for Community Safety and Public Protection ensures that the Chief Fire Officer takes immediate action to maintain performance standards across the service and in any event present a report to Cabinet on the impact of the recommendations in this paper six months following their implementation.
5. That the Chief Fire Officer will not permanently delete any posts from the establishment until the Cabinet has considered the impact report from the Cabinet member.

[Appendix A](#) – Details of staff engagement sessions and discussion document

[Appendix B](#) – Data from the analysis

[Appendix C](#) – National Operational Guidance for wearing breathing apparatus

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