



DEVON & SOMERSET FIRE & RESCUE AUTHORITY

M. Pearson
CLERK TO THE AUTHORITY

To: The Chair and Members of the Community
Safety & Corporate Planning Committee

(see below)

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COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE **(Devon & Somerset Fire & Rescue Service)**

Monday, 3rd December, 2018

A meeting of the Community Safety & Corporate Planning Committee will be held on the above date, **commencing at 2.00 pm in Committee Room B in Somerset House, Service Headquarters** to consider the following matters.

M. Pearson
Clerk to the Authority

AGENDA

PLEASE REFER TO THE NOTES AT THE END OF THE AGENDA LISTING SHEETS

1 Apologies

2 Minutes (Pages 1 - 4)

of the previous meeting held on 22 October 2018 attached.

3 Items Requiring Urgent Attention

Items which, in the opinion of the Chair, should be considered at the meeting as matters of urgency.

PART 1 - OPEN COMMITTEE

4 Change & Improvement Programme Service Delivery Operating Model - Phase 1 - Duty Systems & Contracts for Operational Staff (Pages 5 - 20)

Report of the Director of Service Improvement (CSCPC/18/7) attached.

MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER

Membership:-

Councillors Redman (Chair), Colthorpe, Eastman (Vice-Chair), Ellery, Prowse,
Radford and Trail BEM

NOTES

1.	<u>Access to Information</u> Any person wishing to inspect any minutes, reports or lists of background papers relating to any item on this agenda should contact the person listed in the “Please ask for” section at the top of this agenda.
2.	<u>Reporting of Meetings</u> Any person attending a meeting may report (film, photograph or make an audio recording) on any part of the meeting which is open to the public – unless there is good reason not to do so, as directed by the Chair - and use any communication method, including the internet and social media (Facebook, Twitter etc.), to publish, post or otherwise share the report. The Authority accepts no liability for the content or accuracy of any such report, which should not be construed as representing the official, Authority record of the meeting. Similarly, any views expressed in such reports should not be interpreted as representing the views of the Authority. Flash photography is not permitted and any filming must be done as unobtrusively as possible from a single fixed position without the use of any additional lighting; focusing only on those actively participating in the meeting and having regard also to the wishes of any member of the public present who may not wish to be filmed. As a matter of courtesy, anyone wishing to film proceedings is asked to advise the Chair or the Democratic Services Officer in attendance so that all those present may be made aware that is happening.
3.	<u>Declarations of Interests at meetings (Authority Members only)</u> If you are present at a meeting and you are aware that you have either a disclosable pecuniary interest, personal interest or non-registerable interest in any matter being considered or to be considered at the meeting then, unless you have a current and relevant dispensation in relation to the matter, you must: <ul style="list-style-type: none">(i) disclose at that meeting, by no later than commencement of consideration of the item in which you have the interest or, if later, the time at which the interest becomes apparent to you, the existence of and – for anything other than a “sensitive” interest – the nature of that interest; and then(ii) withdraw from the room or chamber during consideration of the item in which you have the relevant interest. If the interest is sensitive (as agreed with the Monitoring Officer), you need not disclose the nature of the interest but merely that you have an interest of a sensitive nature. You must still follow (i) and (ii) above. Where a dispensation has been granted to you either by the Authority or its Monitoring Officer in relation to any relevant interest, then you must act in accordance with any terms and conditions associated with that dispensation. Where you declare at a meeting a disclosable pecuniary or personal interest that you have not previously included in your Register of Interests then you must, within 28 days of the date of the meeting at which the declaration was made, ensure that your Register is updated to include details of the interest so declared.
4.	<u>Part 2 Reports</u> Members are reminded that any Part 2 reports as circulated with the agenda for this meeting contain exempt information and should therefore be treated accordingly. They should not be disclosed or passed on to any other person(s). Members are also reminded of the need to dispose of such reports carefully and are therefore invited to return them to the Committee Secretary at the conclusion of the meeting for disposal.
5.	<u>Substitute Members (Committee Meetings only)</u> Members are reminded that, in accordance with Standing Order 37, the Clerk (or his representative) must be advised of any substitution prior to the start of the meeting. Members are also reminded that substitutions are not permitted for full Authority meetings.

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COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE

(Devon & Somerset Fire & Rescue Authority)

22 October 2018

Present:-

Councillors Redman (Chair), Colthorpe, Ellery, Radford, Trail BEM and Vijeh (vice Prowse).

Apologies:-

Councillor Eastman (Vice Chair)

In attendance (in accordance with Standing Order 38):-

Councillors Coles and Randall Johnson.

* **CSCPC/4** **Minutes**

RESOLVED that the Minutes of the meeting held on 26 July 2018 be signed as a correct record.

* **CSCPC/5** **Community Risk Mapping**

The Committee considered a report of the Director of Service Improvement (CSCPC/18/5) that set out the design principles behind the projects within the Change & Improvement Programme, the primary focus of which was the need for the projects to mitigate against risks identified in either the Integrated Risk Management Plan (IRMP) or the Fire and Rescue Plan (FRP) or both. The report also set out details of the risk mapping that had been undertaken in respect of predicted dwelling fires, high risk commercial properties and road traffic collisions for reference.

The Committee was advised that the projects principles were designed not only to mitigate against the risks identified but also to:

- Focus on delivering the Service's statutory obligations as defined by the Fire & Rescue Services Act 2004 (i.e., fire and road traffic collisions);
- Support the delivery of a long term balanced budget as prescribed within the Medium Term Financial Plan;
- Demonstrate clear benefits realisation for the investment made;
- Consider potential for collaboration with new and existing partners; support inclusivity and flexibility of opportunity; and clearly support the vision and values of the Service.

In terms of the information on risk mapping, the Committee asked for clarification of the position on response times for different, sometimes sparsely populated geographic areas of the counties served. The Director of Service Improvement confirmed that the Service was moving away from the use of more rigid response times to matching resources to areas of greater risk. It was noted that the Gartan system was used currently to log the availability of On Call staff and that Fire Control had this information together with the location of appliances available in order to mobilise as required.

Councillor Ellery **MOVED** (seconded by Councillor Trail BEM) an amended resolution as follows:

- (a) “That the design principles, particularly the mitigation of community risks, to deliver the projects within the Change & Improvement Mandate, be accepted; and
- (b) Subject to (a) above, the report and contents therein be noted.”

The motion was put to the vote (6 for, 0 against) and declared **CARRIED**, whereupon it was:

RESOLVED

- (a) That the design principles, particularly the mitigation of community risks, to deliver the projects within the Change & Improvement Mandate, be accepted; and
- (b) Subject to (a) above, the report and contents therein be noted.

* **CSCPC/6**

Change & Improvement Programme - Timeline

The Committee considered a report of the Director of Service Improvement (CSCPC/18/6) that set out the proposed timeline for the delivery of the work within the Change & Improvement Programme.

It was noted that the four year Programme was comprehensive and that progression and delivery of all four workstreams included interdependencies. Slippage on any elements within the workstreams may inevitably have an impact on the overall delivery of the Programme. The first of the four workstreams to be progressed within quarter 2 of 2018/19 was Service Delivery which included the elements of:

- Service Delivery Operating Model - driven by the IRMP; and
- Utilisation of risk data.

Details of the progress made with individual projects would be submitted to the Committee at the appropriate time and there was also a Communications & Engagement Plan that accompanied the Change & Improvement Programme. The Committee sought the opportunity to attend some of the engagement sessions that were being held and the Director of Service Improvement undertook to provide the dates in due course.

Councillor Ellery **MOVED** (seconded by Councillor Trail BEM) an amended resolution:

- (a) “That the timescales based on a phased approach to the four workstreams within the Change & Improvement Programme be accepted; and
- (b) That regular reports on the progress made with the Change & Improvement Programme be submitted to the Committee.”

The motion was put to the vote (6 for, 0 against) and declared **CARRIED**, whereupon it was:

RESOLVED

- (a) That the timescales based on a phased approach to the four workstreams within the Change & Improvement Programme be accepted; and
- (b) That regular reports on the progress made with the Change & Improvement Programme be submitted to the Committee.

***DENOTES DELEGATED MATTER WITH POWER TO ACT**

The meeting started at 10.00 am and finished at 11.25 am

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Agenda Item 4

REPORT REFERENCE NO.	CSCPC/18/7
MEETING	COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE
DATE OF MEETING	3 DECEMBER 2018
SUBJECT OF REPORT	CHANGE & IMPROVEMENT PROGRAMME SERVICE DELIVERY OPERATING MODEL – PHASE 1 - DUTY SYSTEMS AND CONTRACTS FOR OPERATIONAL STAFF
LEAD OFFICER	DIRECTOR OF SERVICE IMPROVEMENT
RECOMMENDATIONS	<p>It is recommended that the Committee endorses the Service approach to proceed with Option 2 of the possible options (as set out below):</p> <ul style="list-style-type: none"> • Enable the Service to deploy a variety of duty systems from an agreed suite of solutions (identifying one size does not fit all) that are tailored to the risk of the particular area it serves. This may include hybrid of whole time and on call systems to allow greater flexibility and adaptability, taking on a holistic systems approach to tackling risk.
EXECUTIVE SUMMARY	<p>As stated in the Fire and Rescue Plan (2018), the Service has committed to prioritising prevention and protection activities within our communities in an aim to remove preventable fire and rescue emergencies. Our objectives are to:</p> <ul style="list-style-type: none"> • Ensure that we are providing the best response possible to match the modern risks of today with the resources available, whilst fulfilling our statutory duties. • Ensure we can prioritise and increase our capacity to deliver prevention and protection activities in our communities, ensuring it is targeted and focussed to best aid in reducing the known risks in each area. • Increase availability to ensure we can give the right response, at the right time, whilst making the most efficient use of resources. <p>Our current arrangement for On Call and Whole Time Duty Systems do not offer us the flexibility to be able to achieve this. After extensive engagement with the workforce and after examining the data in the Integrated Risk Management Plan (IRMP) it is clear there is a requirement to change and adapt to the challenges of the modern world.</p> <p>The outcome of this research and engagement has provided 4 options for consideration in order to deliver against the objectives noted above.</p> <p>This report has recommended Option 2 – ‘Enable the Service to deploy a variety of duty systems from an agreed suite of options (outlined below) that are tailored to the risk of the particular area it serves. This may include hybrid of whole time and on call systems to allow greater flexibility and adaptability taking on a holistic systems approach’.</p> <p>This is the only option of the four that recognises the diversity between</p>

	<p>the communities we serve and will give the flexibility for us to be able to be adaptable and dynamic towards shifting risks in the future and allows us to recognise our workforce holistically as two complimentary parts of the same dynamic system.</p>
RESOURCE IMPLICATIONS	<p>Variable throughout the life of the programme. Projects will be resourced according to their complexity and size.</p> <p>A number of earmarked reserves related to both revenue and capital investment for change and improvement have already been agreed by the FRA and will be used to implement the change where required.</p>
EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)	<p>Variable throughout the life of the programme. Projects will be resourced according to their complexity and size.</p> <p>A number of earmarked reserves related to both revenue and capital investment for change and improvement have already been agreed by the Fire & Rescue Authority (FRA) and will be used to implement the change where required.</p>
APPENDICES	None.
LIST OF BACKGROUND PAPERS	<p>National Framework</p> <p>Reserves Strategy</p> <p>Fire and Rescue Plan</p> <p>Integrated Risk Management Plan</p> <p>Change and Improvement Plan</p>

1. INTRODUCTION

- 1.1. As stated in the Fire and Rescue Plan (2018) the Devon & Somerset Fire & Rescue Service (“the Service”) has committed to prioritising prevention and protection activities within its communities in an aim to remove preventable fire and rescue emergencies. The Service objectives are to:
- Ensure that we are providing the best response possible to match the modern risks of today with the resources available, whilst fulfilling our statutory duties.
 - Ensure we can prioritise and increase our capacity to deliver prevention and protection activities in our communities, ensuring it is targeted and focussed to best aid reducing the known risks in each area.
 - Increase availability to ensure we can give the right response, at the right time, whilst making the most efficient use of resources.
- 1.2. The current arrangement for On Call and Whole Time Duty Systems do not offer the Service the flexibility to be able to achieve this. After extensive engagement with the workforce and after examining the data in the Integrated Risk Management Plan (IRMP) it is clear there is a requirement to change and adapt to the challenges of the modern world.
- 1.3. Four options are presented for consideration:
- Option 1** - Do nothing – Continue with the current whole time and On Call contracts that the Service currently deploy.
- Option 2** - Enable the Service to deploy a variety of duty systems from an agreed suite of solutions (outlined below) that are tailored to the risk of the particular area it serves. This may include hybrid of whole time and on call systems to allow greater flexibility and adaptability taking on a holistic systems approach.
- Option 3** – Keep the 2-2-4 whole time system but offer more flexible On Call duty system to encourage greater availability.
- Option 4** - Keep the current on call duty system but alter the 2-2-4 shift start and end times.
- 1.4. Option 2 has been approved by the Executive Board.
- 1.5. This is the only option of the four that recognises the diversity between the communities we serve and will give the flexibility for us to be able to be adaptable and dynamic towards shifting risks in the future and allows us to recognise our workforce holistically, as two complimentary parts of the same dynamic system.
- 1.6. A review of the impact of altering any duty system on allowances and reimbursements in line with Grey Book Conditions which state
- ‘An employee (including a volunteer carrying out operational firefighting duties) who necessarily incurs approved additional expenditure in the course of his or her work in respect of travel, meals, overnight accommodation or compulsory relocation shall be reimbursed such expenditure, subject to the production of receipts or other appropriate evidence, or paid a locally agreed allowance.’*
- will need to be taken into account when implementing.
- 1.7. The Flexibility in Ways of Working was a vision set by staff in the people strategy and will help the role appeal to a more diverse workforce and the next generation of firefighters.

2. **BACKGROUND**

- 2.1. The Service is aware that the risks within the communities it serves have changed substantially over the years. The make-up of those communities and the way in which people live their lives has changed since the original design of the Fire Service and therefore as an organisation we need to change to reflect this. The organisation needs to review the services it delivers to ensure it continues to match its response to the risks of today and utilise its resources in the most efficient and effective way.
- 2.2. The Service has also identified the need to focus efforts on increasing our ability to delivery targeted prevention and protection activities within our communities in order to mitigate against the statutory risks faced and aid in achieving the Services agreed vision of
‘Together we will work to end preventable fire and rescue emergencies, creating a safer world for you and your families’.
- 2.3. Through the Integrated Risk Management Plan (IRMP) and the Fire and Rescue Plan (FRP) came the Change and Improvement Programme which identified distinct work streams that will be required to enable the vision to become a reality.
- 2.4. These work streams will cover four specific areas; Service Delivery Operating Model, Fleet and Equipment, People Development and Digital Transformation.
- 2.5. The Service Delivery Operating Model Project will develop a new model for Service Delivery. It will consist of a number of complex interdependent projects that together will deliver the new ‘operational’ model. It will be driven by the Integrated Risk Management Plan (IRMP) and will ensure that our operating model for Prevention, Protection and Response matches resources to the greatest risk. It will also ensure we are deploying our resources in the most efficient way and are removing inefficiencies where possible whilst improving availability where needed.
- 2.6. Due to the interdependencies of all the work required to change to an effective and efficient model of operations for Service Delivery, this project will be broken down into a number of phases. The first of which asks the question ‘Does our current duty systems enable us to achieve our desired end goal and increase our capacity for prevention and protection activities; increase our ability to match response to risk; and deliver an effective Service with a shrinking budget?’
- 2.7. In October 2018 the Service conducted a workshop with Service Delivery staff from all levels of the organisation. At this workshop they were presented with information around our current performance and our risk picture across the range of communities.
- 2.8. Some ideas from other fire and rescue services were shared for consideration and Staff were asked to put forward their own ideas for how we could change the way we work. Their ideas had to facilitate more capacity for prevention and protection activities; better response arrangements and availability and other benefits, such as efficiency, creating a more diverse workforce and greater staff wellbeing.
- 2.9. This was followed by several engagement drop in sessions held across Devon and Somerset to share the range of ideas generated by staff and the original information for feedback and to encourage any further ideas. A number of options for improvement to meet our changing needs were identified which have resulted in this report.

3. IN SCOPE

- Review of Whole Time duty systems and shift times across the Service.
- Review of the On Call duty system and contracts.

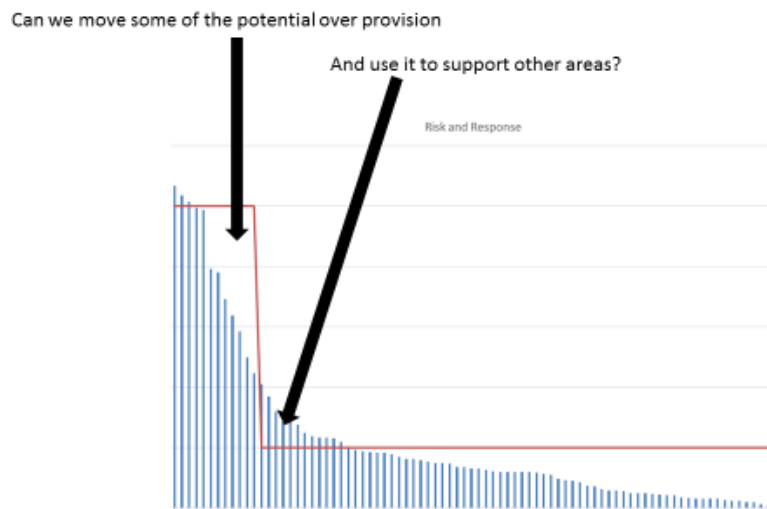
4. OUT OF SCOPE

- 4.1. Recommended duty system by Station locations – Phase two of this project will focus on the detailed station-by-station analysis (following acceptance of the recommendations of this report) of the most appropriate duty solution which matches the agreed objectives to increase Prevention and Protection capacity; matching response to risk, increasing availability and ensuring the most effective use of resources across the whole service area.
- 4.2. Any recommendation to close or relocate stations. Phase two of this project will involve focus on detailed analysis (following the acceptance of the recommendations in this report), to look at the impact of a change of duty systems on the requirement of station locations.
- 4.3. SHQ and non-operational staffing – Currently, there are no plans to review non-operational staffing arrangements as part of the overall Service Delivery Operating Model.
- 4.4. Other non-statutory functions – including Co-Responding, Dual role officers, animal and water rescues.
- 4.5. Numbers of appliances – this would be reviewed under phase 2 of this project, and will involve a review of all other appliances.

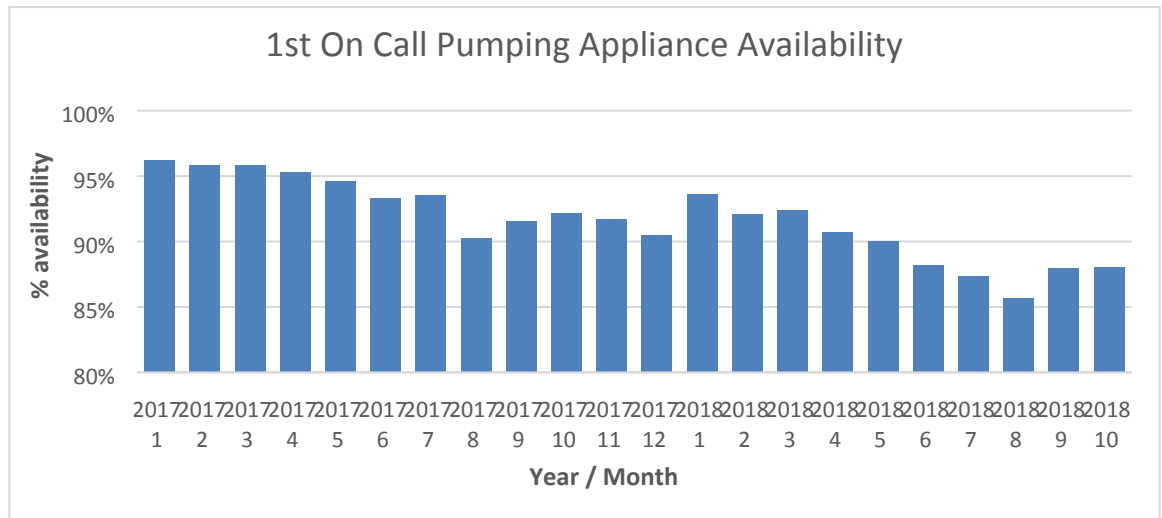
5. CASE FOR CHANGE

- 5.1. As stated in the Fire and Rescue Plan (2018) the Service has committed to prioritising prevention and protection activities within our communities in an aim to remove preventable fire and rescue emergencies. The Service objectives are to:
- Ensure that we are providing the best response possible to match the modern risks of today with the resources available, whilst fulfilling our statutory duties.
 - Ensure we can prioritise and increase our capacity to deliver prevention and protection activities in our communities, ensuring it is targeted and focussed to best aid in reducing the known risks in each area.
 - Increase availability to ensure we can give the right response, at the right time, whilst making the most efficient use of resources.
- 5.2. Currently the Service operates a Whole Time duty system and On Call Duty system. The Whole Time staff operate within the standard, traditional Fire and Rescue Service Whole time shift pattern comprising of fixed watches of two day duties from 09:00 to 18:00, two night duties from 18:00 – 09:00 followed by a period of 96 hours off.
- 5.3. This pattern is generally referred to as a 2-2-4 system and results in 48 hours of duty over an eight day cycle resulting in a notional 42 hour week. This system has fixed watches and fixed days/nights and is inflexible therefore any personnel that are required to work outside of their fixed pattern will incur pre-arranged overtime or time off in lieu (TOIL).

- 5.4. Whilst this system provides 24 hour cover in the areas in which it operates, there are also drawbacks and reasons why this system is no longer able to meet the aspirations of the Service and the expectations of our communities. Within this shift system, productivity is low, particularly on the night shift and there is no variation in the available crew to match risk.
- 5.5. With the modernisation of the Fire & Rescue service and further anticipated reductions in budgets, we need to find alternative working arrangements for our operational staff. As incident trends decline, productivity could be improved in terms of increased prevention and protection delivery. The current 15 hour night shifts means effectively, very little activity outside of response is provided between the hours of 2200 – 0800 hours.



- 5.6. Currently the Service has 12 Whole Time stations. The independent Adrian Thomas review has indicated that the current “Grey Book” duty systems employed by fire services nationally are unfit for purpose and do not allow sufficient flexibility to allow services to match resources to risk. The 2-2-4 shift system means that only 25% of the workforce are on duty at any time. The system also has a definitive cost that could be reduced contributing to the savings required by the Service to achieve a balanced budget in future years. The average annual pre-arranged overtime bill in DSFRS for a Whole time station is £18,512.56 and unplanned overtime is £31,363.94.
- 5.7. Moving from this system could also allow the Service greater redeployment of Whole Time staff to maintain appliance availability.
- 5.8. There are also significant barriers to achieving the vision due to the inflexibility of our On Call contracts. DSFRS has a fleet of 121 fire engines of which 13 are crewed 24 hours per day by Whole Time fire fighters. 108 fire engines are completely reliant upon on call firefighters being available – 90% of our total response capability. For the 12 months to the end of February 2017 there was an average 13.94% unavailability of on call appliances.



- 5.9. On Call staff duty systems consist of contracted hours to a fixed station, based around providing set hours of availability to respond on demand and remunerated by a “Pay As You Go” or set salary scheme but with no scope for prevention or protection activities.
- 5.10. The availability of On Call second pumps has deteriorated since 2014 and developing contracts and duty systems that are responsive to risk and service delivery but also attract the recruitment and retention of On Call firefighters across Devon and Somerset has proven a challenge.
- 5.11. For most On Call staff the Fire Service is not their primary employer and the demands of the Service to fulfil a contract of either 63 or 84 hours minimum can conflict with work/life balance and between 2011 and 2015 101 members of staff stated this as an issue for resignation.
- 5.12. Whilst in many areas the Service has sufficient cover at night, it often struggles to maintain availability during daylight hours when people may need to be away from the area for work or personal reasons. By not being able to issue more flexible contracts, On Call staff being required to be within 5 minutes of the station and by tying On Call staff to particular stations, often means the Service misses the opportunity to take advantage of recruiting people from the community who could offer vital cover during the hours that it is most needed.
- 5.13. Currently the Service pays its On Call staff for activity rather than availability. This can cause contention between neighbouring crews if some stations are busier than others and therefore earning more money whilst those earning significantly less are still on call and unable to have the freedom to leave the area due to the desired ERS. This is leading to a number of employees ending their employment with the Service due to the restrictions it places upon their personal life with very little remuneration to show for it.
- 5.14. On average per year 133 On Call personnel leave the Service. It is the intention of the Service to recruit circa 100 personnel for the financial year 2018/19 and between 100 and 120 for the financial year 2019/20.

- 5.15. The short term prediction is that by April 2019 the Service will be at 70% of the On Call establishment level. If historical trend within the sample continue, the medium term prediction is that by March 2021, the Service will be at 67% of the current establishment.
- 5.16. Recruitment for On Call staff is hampered by the perception that the expectations of the Service and demands on staff are high whilst the reward remains low. This was cited by some staff as a reason for resignation. The Service recruits approximately 100 On Call fire fighters annually, at a cost of approx. £1.5m per year.
- 5.17. To solve all of the current issues the Service needs to take a holistic approach as the Whole Time and On Call contracts form parts of the same system and therefore must complement each other to get the best results.

6. **OPTIONS SUMMARY**

- 6.1. By reviewing all the feedback gathered over the last 2 years and the specific solution creation exercises undertaken during the October 2018 workshop in order to meet the aim of a better use of our resources to meet risk whilst improving our capacity to deliver prevention and protection work, the Service has the following options available:

<p>Option 1 - Do Nothing – Continue with the current whole time and On Call contracts that the Service currently deploy.</p>
<p>Option 2 - Enable the Service to deploy a variety of duty systems from an agreed suite of options (outlined below) that are tailored to the risk of the particular area it serves. This may include hybrid of whole time and on call systems to allow greater flexibility and adaptability taking on a holistic systems approach.</p>
<p>Option 3 – Keep the 2-2-4 whole time system but offer more flexible On Call duty system to encourage greater availability.</p>
<p>Option 4- Keep the current on call duty system but alter the 2-2-4 shift start and end times.</p>

Option 1 - Do nothing

- 6.2. This option would be to keep the duty systems as they are (2-2-4 duty system for the whole time stations and current inflexible contracts for On Call of 84/63 hours).
- 6.3. Whilst this option would see no disruption to staff working practices it would not solve the growing issue of unavailability that the Service faces on a weekly basis. This option would not increase our capacity to deliver prevention and protection activity or demonstrate that the organisation is matching response to risk in line with our IRMP, therefore this option is not recommended.

High level benefits of Option 1

- No disruption to staff working practices

High Level dis-benefits of Option 1

- Does not increase capacity for prevention and protection activity.
- Staffing levels may not be matched to risk demand, and therefore inefficient.
- Does not deliver any flexibility for users
- HMICFRS Challenge;
- Limited flexibility to deploy staff to other activity.
- Expensive overtime costs remain a concern and will not assist with reducing revenue costs to allow for a balanced budget.

Option 2 - Enable the Service to deploy a variety of duty systems from an agreed 'suite' of solutions as outlined below that are tailored to the risk of the particular area it serves.

- 6.4. This may include a hybrid contract of day crewing and on call evening cover to allow greater flexibility and adaptability taking on a holistic systems approach. This option would allow the Service to be flexible and adaptable to a change in risk profile by matching the needs of the Community to the response by deploying a number of duty systems (detailed below).
- 6.5. The following proposed solutions have been collated from all the previous staff and public consultation and engagement activities and whilst some are specifically designed for either On-call or whole time stations, many of the benefits can be achieved irrespective of station type or by using a combination.
- 6.6. Which duty system is used for each Station in the Service will be decided dependent on the risk profile and therefore targeted to achieve the best results when required, ensuring the Service is operating in the most efficient and effective manner.
- 6.7. Within the risk categories there will be various factors which would influence the nearest appliance mobilisation including time of day, seasonal peaks, appliance type, and even weather conditions.

Suite of Duty System solutions.

- 6.8. The following suite of duty system solutions would be available to the Service and would be matched to each station based on the key principles of increasing prevention and protection activities, increased crew availability and balancing resources to risk.

Duty Solution 1:
Self-Rostering
<p>Self-Rostering system would allow the Station to effectively manage their resources against the required hours of cover required to meet the risk in the area. There would be a number of options for shift times within a self-rostering arrangement that the Service could examine. This is a flexible team based approach with staff allocating their own shifts within an agreed rule set to ensure that planned crewing levels are maintained.</p> <p>By engaging staff to influence a new shift system designed, within a framework that matches resources to risk based in and around each specific station response map, will result in a shared goal and effective delivery model. This will meet our strategic intent of implementing new crewing models and flexible contracts to improve availability and enable community safety work.</p>

Duty Solution 2:
Whole time 2-2-4 with amended crew change times - based on local risk profile data.
<p>This solution would allow some stations to remain on a 2-2-4 basis but with adjusted shift times.</p> <p>Evidence shows that there is a greater demand of response between 0900 and 2200, with the spike in the numbers between 1600 and 2000. Currently our shift change over times are 0900 – 1800 for days & 1800 – 0900hrs for nights which is not conducive to being at a state of readiness at peak times and incurs additional overtime and staff changeover costs.</p>

Duty Solution 3:
On-Call Plus
<p>Offering specific number of available crew a flexible 21 positive hours/week contract. The option varies from having a specific number on crew on a flexible 21 positive hours a week contract or to offer 84 hours a week to all the station personnel.</p> <p>This would enable them to share it out between themselves to meet the needs of the community risk profile.</p>

Duty Solution 4:**Hybrid Contract of Day Crewing and On Call**

This solution effectively means giving the Service the ability to match response to risk in areas that have varying levels of availability and currently little capacity to deliver effective prevention and protection activity.

This could (for example) see an On Call station utilising day crewing where someone is paid to be available to respond but is also required to provide the Service with positive hours (possibly a 4:1 ratio of standby to positive hours) to carry out prevention and protection activity in the area. In the evening and at night the station may revert to a more traditional On Call arrangement where people are paid to turn out to shouts.

Duty Solution 5:**On Call Pay as You Go**

This system allows the Service to continue to pay some staff as they go. It involves paying an agreed retainer fee for a number for a number of contracted hours. Above and beyond this crews are paid a turn out/attendance fee (usually an hourly rate plus disturbance fee) and then paid at an hourly rate for the length of time they are on an incident. The current system will require some review in the next phase of the project to further understand the affordability of any movement on the current retainer and hourly rates offered.

Duty Solution 6:**On Call Salary (Existing scheme within DSFRS)**

The Service currently has 10 On Call stations on this system. As the name suggests this allows the Service to pay On Call staff an annual salary. The salary scheme would be reviewed to ensure equality across the board as currently it is based on historical station incident rate data and therefore a number of the ten stations under this scheme are currently on different hourly rates which can cause contention.

Duty Solution 7:**Volunteers**

DSFRS currently has two stations that work on a volunteer basis. They are Kingston and Lundy. This scheme could be used more widely across Devon and Somerset where appropriate either on a continuous basis or as part of a variation to crewing requirements in response to variations in risk whether seasonally or diurnally.

Duty Solution 8:

USAR Day Crewing Model

This model requires staff to provide 31.5 positive hours per week and 52.5 standby hours. Staff are provided with a 10% enhancement for not being on a grey book system. The station is day crewed between the hours of 9-6 and then on call from 6 until 9am (on an hourly rate), effectively providing a 24 hour shift system. They are on call 1 weekend in 3. Staff have a number of shifts to fulfil each year but effectively the crew self-roster this between them and agree shifts a year in advance.

Duty Solution 9:

Traditional Day Crewing

Day Crewed duty provides 24/7 availability through a blend of positive, standby and on-call cover.

Based on the requirement to crew one appliance with a minimum of 4, or SRT stations with 5, it is recommended that this is achieved with two watches of seven firefighters.

Firefighters operating the day-crewed duty system work on a '4 on 4 off' basis. Firefighters provide a mix of positive and on-call cover over a continuous 96 hour period, resulting in an eight week rota.

Between Monday and Friday staff provide positive cover (at the fire station) between 09:00 and 13:00 hours and 14:00 and 18:00 hours and are on standby between 13:00 and 14:00 hours and on-call 18:00 and 09:00 hours.

At weekends firefighters generally provide positive cover between 09:00 and 13:00 hours and are on standby up to 18:00 when they then go to on-call for the remainder of the day.

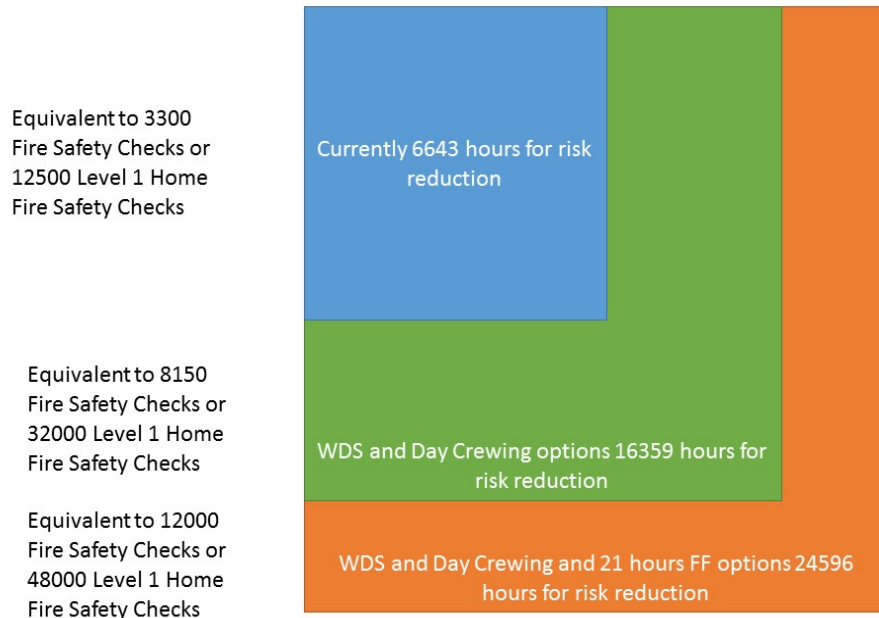
Outside of these working times firefighters are not on duty, which is known as a 'rota day' (R).

Out of the 12 WDS Stations, all have On Call establishments with the exception of Camels Head, Greenbank and Middlemoor, so achieving Day Crewing on existing stations would not require additional On Call staff.

High Level Benefits of Option 2

- Offers the Service the flexibility to use a combination of contracts and shift systems to truly be able to match response to risk and realise, due to the diverse nature of the communities and landscape we cover, that one size does not fit all in this case.

- Enables the flexibility to ensure we can meet our obligations to prioritise prevention and protection heading towards ending preventable fire and rescue emergencies in Devon and Somerset. As indicated by the increase in available hours for risk reduction shown below:



- Enables greater flexibility to adjust response to a changing level of risk in the future, for example increased risk due to growth in the built environment, or reduced risk as an outcome of delivering greater levels of prevention activity.
- Enhances opportunities for increasing availability where and when the risk demands.
- Increases opportunity for greater work/life balance
- Increased opportunity for recruitment.
- Reduce turnover rates.
- Enables risk based crewing
- Spreads the team ethos across a larger scale opening up opportunities for greater skills transfer between staff who will get the opportunity to work with different people.
- Offers a decrease in overtime/crewing pool payments.
- Delivers value for money as we only pay for what we need.
- Demonstrates a holistic systems approach.

High Level dis-benefits of Option 2

- Additional administrative work will be generated
- ICT system review will be required. (Part of the digital transformation).
- Significant change for staff which can at times lead to a feeling of unsettlement.

Option 3 – Keep the 2-2-4 whole time system but offer more flexible On Call duty system to encourage greater availability.

- 6.9. This option would see the Service maintain the Whole Time duty system of 2-2-4 but introduce more flexible on call contracts of varying hours. An agreed minimum number of hour's commitment would need to be agreed to ensure a return on investment for the level of training etc. the Service gives. Whilst this option may be favourable to some whole time staff it does not address the issue highlighted within Option 1 (do nothing) around increasing ability to increase the prevention and protection activity in these Whole Time areas. It may however encourage an increase in the Service's ability to recruit in some On Call station areas approving availability for response.

High Level Benefits of Option 3

- No disruption to Whole Time stations.
- Increased ability to recruit to on call stations and improve availability for response.

High Level dis-benefits of Option 3

- No increase in capacity to deliver prevention and protection activity
- No reduction on overtime costs.
- Significant increase in costs to pay for On Call availability
- Increased administrative input required to manage various contract hours.
- Only partly enables the Service to match the response to risk demand.
- Does not take a holistic approach to risk.
- Does not support diversity agenda as Whole Time shifts still offer no flexibility.

Option 4- Keep the current on call duty system but alter the 2-2-4 shift start and end times.

- 6.10. This option would promote the continuation of the current on call systems in place providing no flexibility to change contact hours but could see a change in the shift times for the Whole Time to ensure that they do not clash with the times of our greatest demand.

High Level Benefits of Option 4

- No additional administration of contacts for On Call.
- Shift change over times do not impact negativity on peak demand times.

High Level dis-benefits to this Option 4

- No increase in capacity to deliver prevention and protection activity
- No reduction on overtime costs.
- Does not take a holistic approach to risk.
- Does not increase the Service ability to match response to risk

Appraisal of Outcomes to Be Achieved With Each Option

Outcomes	Option 1	Option 2	Option 3	Option 4
Increased Prevention capacity	R	G	R	R
Increased Protection capacity	R	G	R	R
Matching response to risk	A	G	A	A
Most efficient use of resources	A	G	A	G
Increase availability	R	G	G	R

7. CONCLUSION

- 7.1. Following a comprehensive strategic risk analysis of the fire and rescue related risks faced by the communities of Devon and Somerset through the IRMP process it has been identified that changes to the Service Delivery Operating Model are required. Therefore the option of 'Do Nothing' to the existing Whole time and On Call duty systems is not a viable way to proceed.
- 7.2. Option 2 identifies that the Service works in a complex system of varying levels of risk and diverse community make up, therefore trying to maintain the status quo or adopt a 'one size fits all' approach will not achieve organisational aims.
- 7.3. Whilst options 3 and 4 have some additional benefits they do not enable a holistic or flexible approach and will only make small steps towards modernising how the fire service operates in matching prevention, protection and response to the challenging demands within our communities.
- 7.4. Each duty solution covered in Option 2 would need to be assessed to ascertain its compatibility against the needs of each location and considered in terms of :
- Ability to improve prevention and protection in that location
 - Ability to increase availability and respond to the present risk.
 - Affordability for the Service and best use of public funds (value for money).

8. RECOMMENDATION

8.1 It is recommended that the Committee endorse the Service approach to proceed with Option 2 of the possible options (as set out below):

- Enable the Service to deploy a variety of duty systems from an agreed suite of solutions (identifying one size does not fit all) that are tailored to the risk of the particular area it serves. This may include hybrid of whole time and on call systems to allow greater flexibility and adaptability, taking on a holistic systems approach to tackling risk.

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