



# DEVON & SOMERSET FIRE & RESCUE AUTHORITY

M. Pearson  
CLERK TO THE AUTHORITY

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To: **The Chair and Members of the Devon & Somerset Fire & Rescue Authority**

(see below)

**SERVICE HEADQUARTERS  
THE KNOWLE  
CLYST ST GEORGE  
EXETER  
DEVON  
EX3 0NW**

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Your ref :  
Our ref : DSFRA/MP/SY  
Website : www.dsfire.gov.uk

Date : 20 June 2019  
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## **DEVON & SOMERSET FIRE & RESCUE AUTHORITY**

**Friday, 28 June, 2019**

A meeting of the Devon & Somerset Fire & Rescue Authority will be held on the above date, **commencing at 10.00 am in The Hub, Somerset House, Service Headquarters, Exeter** to consider the following matters.

M. Pearson  
Clerk to the Authority

### **A G E N D A**

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

**1 Apologies**

**2 Minutes**

**a Annual Meeting (Pages 1 - 4)**

Minutes of the Authority Annual Meeting held on 7 June 2019 attached.

**b Ordinary Meeting (Pages 5 - 14)**

Non-restricted Minutes of the Ordinary Authority meeting held on 7 June 2019 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 Questions and Petitions from the Public**

In accordance with [Standing Orders](#), to consider any questions and petitions submitted by the public. Questions must relate to matters to be considered at this meeting of the Authority. Petitions must relate to matters for which the Authority has a responsibility or which affects the Authority. Neither questions nor petitions may require the disclosure of confidential or exempt information. Questions and petitions must be submitted in writing or by e-mail to the Clerk to the Authority (e-mail address: [clerk@dsfire.gov.uk](mailto:clerk@dsfire.gov.uk)) **by midday on Tuesday 25 June 2019.**

### **5 Addresses by Representative Bodies**

To receive addresses from representative bodies requested and approved in accordance with Standing Orders.

### **6 Questions from Members of the Authority**

To receive and answer any questions submitted in accordance with Standing Orders.

### **7 Community Safety & Corporate Planning Committee**

The Chair of the Committee, Councillor Redman, to **MOVE** any recommendations made by the Committee at its meeting on 27 June 2019.

**RECOMMENDATION** that any recommendations be considered in conjunction with item 8 below.

### **8 Safer Together Programme Service Delivery Operating Model Phase 2 - Reallocation of Resources and Consultation Process (Pages 15 - 72)**

Report of the Chief Fire Officer (DSFRA/19/15) attached.

### **9 Process for Complaints Against Proper Officers - Further Considerations (Pages 73 - 82)**

Report of the Chief Fire Officer (DSFRA/19/16) attached.

### **10 Exclusion of the Press and Public (Pages 83 - 84)**

**RECOMMENDATION** that, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A (as amended) to the Act, namely information relating to the financial and business affairs of any particular person – including the authority holding that information.

## **PART 2 - ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF THE PRESS AND PUBLIC**

### **11 Devon & Somerset Fire & Rescue Authority - Restricted Minutes of the Ordinary Meeting held on 7 June 2019 (Pages 85 - 88)**

Attached.

**MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER**

Membership:-

Councillors Randall Johnson (Chair), Best, Biederman, Bown, Buchan, Clayton, Coles, Colthorpe, Doggett, Drean, Eastman, Hannaford, Healey MBE, Napper, Peart, Prowse, Radford, Redman, Saywell, Singh, Thomas, Trail BEM, Vijeh, Way, Wheeler (Vice-Chair) and Yabsley.

**NOTES**

<b>1.</b>	<b><u>Access to Information</u></b> 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.
<b>2.</b>	<b><u>Reporting of Meetings</u></b> 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.
<b>3.</b>	<b><u>Declarations of Interests at meetings (Authority Members only)</u></b> 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"><li>(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</li><li>(ii) withdraw from the room or chamber during consideration of the item in which you have the relevant interest.</li></ul> 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.
<b>4.</b>	<b><u>Part 2 Reports</u></b> 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.
<b>5.</b>	<b><u>Substitute Members (Committee Meetings only)</u></b> 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.

## **DEVON & SOMERSET FIRE & RESCUE AUTHORITY** (Annual Meeting)

7 June 2019

### Present:-

Councillors Randall Johnson (Chair), Best, Biederman, Bown, Buchan, Clayton, Coles, Colthorpe, Doggett, Drean, Eastman, Hannaford, Healey MBE, Napper, Peart, Prowse, Radford, Redman, Saywell, Singh, Thomas, Trail BEM, Vijeh, Way, Wheeler (Vice-Chair) and Yabsley.

### **DSFRA/1**      **Election of Chair**

Councillor Eastman proposed, with Councillor Peart seconding, that Councillor Randall Johnson be elected Chair of the Authority until its Annual Meeting in 2020.

**RESOLVED** that Councillor Randall Johnson be elected Chair of the Authority until its Annual Meeting in 2020.

### **DSFRA/2**      **Election of Vice Chair**

Councillor Hannaford proposed, with Councillor Trail seconding, that Councillor Wheeler be elected Vice-Chair of the Authority until its Annual Meeting in 2020.

Councillor Bown proposed, with Councillor Healey seconding, that Councillor Coles be elected Vice-Chair of the Authority until its Annual Meeting in 2020.

Following a request by Councillor Saywell, it was

**RESOLVED** that, in accordance with Standing Order 26(3), a secret ballot be held to determine the election of Vice-Chair.

On the basis of the results of the secret ballot, it was subsequently

**RESOLVED** that Councillor Wheeler be elected Vice-Chair of the Authority until its Annual Meeting in 2020.

### **DSFRA/3**      **Minutes**

**RESOLVED** that the Minutes of the budget meeting of the Authority held on 19 February 2019 be signed as a correct record.

### **DSFRA/4**      **Review of Constitutional Governance Framework**

The Authority considered a report of the Director of Corporate Services (DSFRA/19/10) on the annual review of the Authority's constitutional governance framework (Standing Orders, Financial Regulations etc.). The majority of the documents remained by and large fit for purpose but had been updated, as necessary, to reflect current processes and procedures and to provide for more gender-neutral language as required.

Specific amendments were proposed, however, to:

- Standing Orders (in relation to procedures for the appointment of a Chief Fire Officer); and
- Financial Regulations (increase to financial limits for matters delegated either to the Treasurer or to the Resources Committee; inclusion of process for disposal of assets).

The report also identified that, at its meeting on 8 April 2019, the Authority's Standards Committee had resolved to recommend to the Authority a number of proposed changes to the Code of Conduct. These recommendations would be considered, however, by the Authority at its Ordinary Meeting (to follow this annual meeting) as part of adoption of the Standards Committee minutes.

#### **RESOLVED**

- (a). that the proposed amendment to Standing Orders identified in paragraph 3.1 of report DSFRA/19/12 be approved;
- (b). that the proposed amendments to Financial Regulations as identified in paragraphs 4.5, 4.7, 4.8, 4.10 and the appendix to the report be approved;
- (c). that the other, non-material and consequential changes to Financial Regulations, the Treasury Management Policy, the Scheme of Delegations and the Corporate Governance Code, as identified in paragraphs 4.1 and 4.2 and Sections 5, 6 and 7 of the report, be endorsed;
- (d). that it be noted that proposed amendments to the Authority's Code of Conduct will be considered as part of the agenda for the Authority Ordinary Meeting to commence on conclusion of this Annual Meeting; and
- (e). that, subject to (a) to (d) above, the constitutional framework documents as listed at paragraph 1.1 of the report be endorsed.

***(SEE ALSO MINUTES DSFRA/7(c) AND 8 OF THE AUTHORITY ORDINARY MEETING 7 JUNE 2019)***

#### **DSFRA/5**

#### **Schedule of Appointments to Committees and Outside Bodies**

The Authority considered a report by the Director of Corporate Services (DSFRA/19/11) on appointments to the Authority's committees (including Chairs and Vice-Chairs) and to outside bodies for the forthcoming (2019-20) municipal year.

The report also identified a number of proposed changes to the Terms of Reference for committees aimed at improving the effectiveness and efficiency of the Authority's governance arrangements.

#### **RESOLVED**

- (a). that the following appointments be made to the committees etc. as indicated until the Authority Annual Meeting in 2020 (unless otherwise indicated):

##### ***Audit & Performance Review Committee***

Councillors Clayton, Healey, Napper, Prowse, Saywell, Way and Wheeler

##### ***Chief Fire Officer's Appraisals Panel***

Councillors Best, Hannaford, Randall Johnson and Vijeh

##### ***Community Safety & Corporate Planning Committee***

Councillors Buchan, Colthorpe, Doggett, Eastman, Radford, Redman and Trail

##### ***Human Resources Management & Development Committee***

Councillors Best, Clayton, Hannaford, Peart, Thomas, Wheeler and Vijeh

***Internal Disputes Resolution Panel***

Councillors Clayton, Hannaford and Vijeh

(NOTE: this Membership is to be reviewed by the Human Resources Management & Development Committee at its meeting scheduled for 10 July 2019)

***Resources Committee***

Councillors Biederman, Coles, Drean, Peart, Radford, Singh and Yabsley

***Standards Committee***

Councillors Bown, Drean, Prowse, Redman, Thomas, Trail and Way

***Local Pension Board***

Councillor Wheeler

***Equality and Diversity Member Champion***

Councillor Redman

***Climate Change and Sustainability Member Champions***

Councillors Buchan and Clayton

- (b). that the following be appointed as Chairs and Vice Chairs to committees as indicated until the Authority Annual Meeting in 2020:

***Audit & Performance Review Committee***

Chair: Councillor Healey

Vice-Chair: Councillor Prowse

***Chief Fire Officer's Appraisals Panel***

Chair: Councillor Randall Johnson

Vice-Chair: Councillor Vijeh

***Community Safety & Corporate Planning Committee***

Chair: Councillor Redman

Vice-Chair: Councillor Eastman

***Human Resources Management & Development Committee***

Chair: Councillor Hannaford

Vice-Chair: Councillor Vijeh

***Resources Committee***

Chair: Councillor Drean

Vice-Chair: Councillor Coles

***Standards Committee***

Chair: Councillor Thomas

Vice-Chair: Councillor Trail

- (c). that the following appointments be made to outside bodies as indicated until the Authority Annual Meeting in 2020:

***LOCAL GOVERNMENT ASSOCIATION***

***Fire Commission***

Authority Chair (Councillor Randall Johnson) and Councillor Coles

***General Assembly***

Authority Chair (Councillor Randall Johnson), Councillors Bown, Redman and Wheeler

(NOTE: Assembly attendance is conditional on the inclusion of fire and rescue specific items on the Assembly meeting agenda)

**SOUTH WEST COUNCILS**

Authority Chair (Councillor Randall Johnson)

**SOUTH WEST PROVINCIAL COUNCIL**

Chair of Human Resources Management & Development Committee  
(Councillor Hannaford)

- (d). that the revised committee Terms of Reference as appended to report DSFRA/19/11 be approved.

**DSFRA/6 Draft Calendar of Meetings 2019-20**

The Authority considered a report of the Director of Corporate Services (DSFRA/19/12) to which was appended a draft Calendar of Authority meetings for the forthcoming (2019-20) municipal year.

**RESOLVED** that the draft Calendar of Authority meetings for the 2019-20 municipal year be approved.

The Meeting started at 10.00 am and finished at 11.17 am



## DEVON & SOMERSET FIRE & RESCUE AUTHORITY (Ordinary Meeting)

7 June 2019

### Present:-

Councillors Randall Johnson (Chair), Best, Biederman, Bown, Buchan, Clayton, Coles, Colthorpe, Doggett, Drear, Eastman, Hannaford, Healey MBE, Napper, Peart, Prowse, Radford, Redman, Saywell, Singh, Thomas, Trail BEM, Vijeh, Way, Wheeler (Vice-Chair) and Yabsley.

### **DSFRA/7**      **Minutes of Committees**

#### **a**      **Human Resources Management & Development Committee**

The former Chair of the Committee, Councillor Bown, **MOVED** the minutes of the meeting held on 18 March 2019 which had considered, amongst other things:

- a report on publication of the latest Gender Pay Gap report for the Devon & Somerset Fire & Rescue Service;
- an update on progress made to secure a more diverse and inclusive workforce;
- a report on absence management; and
- a report on the key themes emerging from the People strand of first tranche of inspections of fire and rescue services undertaken by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS).

**RESOLVED** that the Minutes be adopted in accordance with Standing Orders.

#### **b**      **Chief Fire Officer's Appraisals Panel**

The Chair of the Panel, Councillor Randall Johnson, **MOVED** the Minutes of the meetings held on 22 March and 14 May 2019 which had considered, amongst other things:

##### ***22 March 2019***

- a report on remuneration for the Deputy Chief Fire Officer post;
- an end of year appraisal for the interim Chief Fire Officer; and
- an appointment process for Deputy Chief Fire Officer.

##### ***14 May 2019***

- an appraisal for Chief Fire Officer Lee Howell.

**RESOLVED** that the Minutes be adopted in accordance with Standing Orders.

#### **c**      **Standards Committee**

The Chair of the Committee, Councillor Thomas, **MOVED** the Minutes of the meeting held on 8 April 2019 which had considered a review of the Members' Code of Conduct and associated complaints guidance.

**RESOLVED**

- (i) that the recommendation at Minute SC/11(a)(i) (relating to appointment of Independent Persons) be considered in conjunction with item DSFRA/8 below;

- (ii) that, as recommended by the Standards Committee at Minute SC/11(a)(ii), (iii) and (iv):
1. remuneration be approved for Independent Persons on the basis of £100 for each standards issue they are involved in;
  2. an indemnity be granted to Independent Persons (in line with the Authority's indemnity for officers and Members) to meet any reasonable costs incurred in securing appropriate legal advice and representation in respect of any civil or criminal proceedings that may arise from their involvement in Authority standards matters – this indemnity to be subject to the reimbursement to the Authority of any expenditure incurred under the indemnity in the event that any court sanction is imposed that is not subsequently overturned on appeal;
  3. the Members' Code of Conduct be amended by:
    - i. incorporation of the following definition of harassment in paragraph 2.4 of the Code:

“harassment” may be defined as any unwanted behaviour which the individual subject to that behaviour feels offensive or which makes them feel intimidated or humiliated. This can happen on its own or alongside other forms of discrimination. Examples of unwanted behaviour include:

      - spoken or written words or abuse;
      - offensive tweets, e-mails or comments on social networking sites;
      - images and graffiti;
      - physical gestures;
      - facial expressions; and
      - jokes
    - ii. inserting the following into paragraph 4.1 of the Code (General Obligations, you must...):

“(6) comply and co-operate fully and openly in any formal standards investigation in which you are either the Subject Member or a witness”
    - iii. inserting the following into paragraph 4.1 of the Code (General Obligations, you must not...):

“(10) make trivial or malicious allegations against a fellow Member (or Members) of the Authority”
- (iii) that, subject to (i) and (ii) above, the Minutes be adopted in accordance with Standing Orders.

**(SEE ALSO MINUTE DSFRA/4(d) OF THE AUTHORITY ANNUAL MEETING HELD ON 7 JUNE 2019 AND MINUTE DSFRA/9 BELOW).**

d **Audit & Performance Review Committee**

The Chair of the Committee, Councillor Healey, **MOVED** the Minutes of the meeting held on 10 May 2019 which had considered, amongst other things:

- letters produced by both the Treasurer and Committee Chair for the external auditor (Grant Thornton) in compliance with international auditing standards and relating to the Authority's financial statements for the year ended 31 March 2019;
- a report on work completed in accordance with the 2018-19 internal audit plan;
- a report on the proposed 2019-20 internal audit plan;
- a draft Annual Statement of Assurance for 2018-19, as required by accounts and audit regulations and the Fire & Rescue Service National Framework and to accompany the Statement of Accounts;
- an update on the Corporate Risk Register;
- a report on performance of the Devon & Somerset Fire & Rescue Service during 2018-19; and
- a review of the Authority's policy relating to the Regulation of Investigatory Powers Act (RIPA) 2000.

**RESOLVED** that the Minutes be adopted in accordance with Standing Orders.

e **Resources Committee**

The former Chair of the Committee, Councillor Coles, **MOVED** the non-restricted Minutes of the meeting held on 15 May 2019 which had considered, amongst other things:

- an annual report on treasury management performance during 2018-19;
- a report on the provisional financial outturn for 2018-19 (a copy of which was included with the agenda for this Authority meeting, for ease of reference);
- a report on the proposed Reserves Strategy for 2019-20 (a copy of which was included with the agenda for this Authority meeting, for ease of reference);
- a report on revisions to the Capital Programme 2019-20 to 2021-22 (a copy of which was included with the agenda for this Authority meeting, for ease of reference);
- a report on the financial performance of Red One Ltd. (the Authority's commercial trading arm) during 2018-19;
- a report on a proposed Red One Ltd. Business Plan for 2019-20; and
- an assurance report on the proposed Red One Ltd. Business Plan.

**RESOLVED**

- (i) that, as recommended by the Resources Committee and subject to (ii) below:
  1. the transfer of the provisional underspend against the 2018-19 revenue budget (reported as £1.892m to the Resources Committee) to the Reserve for Capital Funding be approved;
  2. the Reserves Strategy 2019-20 be approved and published;

3. the revised Capital Programme and associated Prudential Indicators 2019-20 to 2021-22, as summarised at Appendices A and B to the Minutes of the Resources Committee and to these Minutes, be approved;
- (ii) that it be noted that, subsequent to the recommendations of the Resources Committee as identified at (i) above, the final outturn position includes an additional £0.004m underspend bringing the total to £1.896m and that as a result of this:
1. a total of £1.896m would be transferred to the Reserve for Capital Funding;
  2. the revised Capital Programme 2019-20 to 2021-22 would include the additional £0.004m revenue funding; and
  3. the figures presented in the Reserves Strategy would be amended to reflect (1) and (2) above;
- (iii) that, subject to (i) and (ii) above, the Minutes be adopted in accordance with Standing Orders.

***(SEE ALSO MINUTES DSFRA/11 AND DSFRA/12 BELOW)***

**DSFRA/8 Standards Committee - Appointment of Independent Persons**

The Authority considered a report of the Director of Corporate Services (DSFRA/19/13) on issues relating to the appointment of Independent Persons for standards issues, as required by the Localism Act 2011.

At its meeting on 8 April 2019, the Standards Committee had resolved, amongst other things to recommend the Authority (Minute SC/11(a)(i) refers:

“to delegate authority to the Monitoring Officer to undertake a process for an determine the appointment of two Independent Persons, with the term of office for each Independent Person to limited to two years, renewable once”.

The report identified that, pending completion of the process to secure two Independent Persons, there was the potential for a situation whereby the Authority may be without an Independent Person (and thereby not compliant with the relevant legislation). To avoid this, it was proposed that the previous Independent Person be re-appointed to the Authority until a successor was appointed or until the Authority Annual Meeting in 2020 (whichever is the sooner).

**RESOLVED** that Fr. David Watson be re-appointed as one of the Authority’s Independent Persons pending appointment of a successor or until the Authority Annual Meeting in 2020, whichever is the sooner.

**DSFRA/9 Local Pensions Board - Further Considerations**

The Authority considered a report of the Director of Corporate Services (DSFRA/19/14) on issues relating to membership of the Authority’s Local Pensions Board. Based on the Board’s current operating protocols, the initial four year term of office of one of the existing Scheme Manager representatives (the Clerk to the Authority) would expire in 2019 and the Authority was invited to consider appointment to the resultant vacancy.

Additionally, the Board had requested an increase the size, in part to address previous difficulties in securing quorate meetings of the Board. The report identified four potential options to secure an additional Scheme Manager representative and confirmed that the Head of Human Resources had delegated authority to appoint Scheme Member representatives. Should the request be approved, then revised quorum agreements would be implemented.

**RESOLVED**

- (a). that the Authority Clerk and Monitoring Officer be re-appointed as a Scheme Manager representative on the Local Pensions Board for a further four-year term of office (to expire in 2023);
- (b). that the overall size of the Board be increased from 6 to 8 (one additional Scheme Manager and one additional Scheme Member representative) and in this respect:
  - (i) the Clerk to the Authority be delegated authority to undertake a process to identify and appoint a relevant external person with the requisite subject matter knowledge and experience to serve as a Scheme Manager representative;
  - (ii) the external post be remunerated at a level of £500 per annum plus travel and subsistence expenses;
  - (iii) that it be noted that the Head of Human Resources has delegated authority to undertake a process to identify and appoint Scheme Member representatives to the Board;
- (c). that the revised quorum arrangements for the Board (50% of the membership, to comprise at least one Scheme Manager and Scheme Member representative) be approved.

**DSFRA/10 Exclusion of the Press and Public**

**RESOLVED** that, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public (with the exception of Dr. Sian George and Lisa Compton [Red One Ltd] for Minute DSFRA/12) be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 3 of Schedule 12A (as amended) to the Act, namely information relating to the financial and business affairs of any particular person – including the authority holding that information.

**DSFRA/11 Resources Committee - 15 May 2019 - Restricted Minutes**

(An item taken in accordance with Section 100A(4) of the Local Government Act 1972 during which the press and public were excluded from the meeting).

The former Chair of the Committee, Councillor Coles, **MOVED** the Restricted Minutes of the meeting held on 15 May 2019 which had considered, amongst other things:

- a report on the financial performance of Red One Ltd. as at Quarter 4 of the 2018-19 financial year;
- a report on a proposed five-year Business Plan for Red One Ltd.; and
- a report on independent assurance obtained by the Authority on the Red One Ltd. Business Plan.

## RESOLVED

- (a). that the recommendations at Minutes RC/34 (Red One Ltd. Business Plan) and RC/35 (Red One Ltd. Business Plan Assurance) be considered during the Red One Ltd. Annual General Meeting;
- (b). that, subject to (a) above, the Minutes be adopted in accordance with Standing Orders.

### ***(SEE ALSO MINUTE DSFRA/12 BELOW)***

(At this point [11.45am] the meeting adjourned, reconvening for the Red One Ltd. Annual General Meeting at 12.05pm).

## DSFRA/12

### **Red One Ltd. Annual General Meeting**

(An item taken in accordance with Section 100A(4) of the Local Government Act 1972 during which the press and public, with the exception of Dr. Sian George and Lisa Compton [Red One Ltd.], were excluded from the meeting).

(Councillors Saywell and Thomas each declared a personal, non-pecuniary interest in this item by virtue of being appointed by the Authority as non-executive directors on the Board of Red One Ltd. In accordance with the terms of the dispensation granted by the Authority at its Annual Meeting on 8 June 2018 (Minute DSFRA/5(a) refers), both Councillors spoke at the meeting but took no part in voting on any issue and left the room during any such vote).

The Authority, as sole shareholder, attended the Annual General Meeting of Red One Ltd., chaired by Dr. Sian George as Board Chair for Red One Ltd. As part of this meeting, the Authority received a presentation from Dr. George and Lisa Compton on the proposed five-year Red One Ltd. Business Plan. This included, amongst other things:

- background to the establishment of Red One Ltd;
- trading and profits from Red One Ltd. to the Devon & Somerset Fire & Rescue Service for the financial years 2014-15 to 2018-19;
- a comprehensive review of governance for the company including the adoption of new Articles of Association and Board structure based on accountability and professionalism;
- total profit and loss projections for the financial years 2019-20 to 2023-24 and for each of the main revenue streams (Scheduled Training; Driver Training; Standby Rescue Training; "Bespoke" Training; and Recruits Training);
- corporate objectives for the five-year period of the Plan.

The Authority had been provided with copies of the five-year Business Plan and assurance on the Plan commissioned by the Authority, along with the covering reports to the Resources Committee in support of these documents (reports RC/19/13 and RC/19/14 respectively refer).

The Authority Chair then invited questions from Authority Members, which were responded to by the representatives of the Board present at the meeting. On conclusion of the questions, Councillor Hannaford **MOVED**, with Councillor Peart seconding, that the recommendations at Minutes RC/34 and RC/35 of the Restricted Minutes of the Resources Committee meeting held on 15 May 2019 be approved.

This was put to the vote and declared **CARRIED** whereupon it was

**RESOLVED**

- (a). that, as recommended by the Resources Committee, the five-year Business Plan for Red One Ltd. be approved;
- (b). that, in addition to (a) above, the other recommendations at Minutes RC/34 and RC/35 of the Restricted Minutes of the Resources Committee meeting held on 15 May 2019 be approved.

(In accordance with Standing Order 25(3), Councillor Bown requested that her vote against this decision be recorded and Councillor Way requested that his abstention from voting on this matter be recorded).

The Meeting started at 11.17 am and finished at 2.03 pm

**APPENDIX A TO THE MINUTES OF THE DEVON & SOMERSET FIRE & RESCUE  
AUTHORITY ORDINARY MEETING 7 JUNE 2019 - REVISION TO CAPITAL  
PROGRAMME 2019-20 TO 2021-22**

PROJECT	2019/20	2019/20	2019/20	2020/21	2021/22	2022/23	2023/24
	£000	£000	£000	£000	£000	£000	£000
	Approved Budget	Slippage & Approvals	Revised Budget	Approved Budget	Approved Budget	Indicative Budget	Indicative Budget
<b>Estate Development</b>							
Site re/new build	1,100	17	1,117	3,100	200	0	0
Improvements & structural maintenance	3,307	595	3,902	7,100	7,700	9,300	7,000
<b>Estates Sub Total</b>	<b>4,407</b>	<b>612</b>	<b>5,019</b>	<b>10,200</b>	<b>7,900</b>	<b>9,300</b>	<b>7,000</b>
<b>Fleet &amp; Equipment</b>							
Appliance replacement	1,793	0	1,793	3,800	3,300	2,700	2,200
Specialist Operational Vehicles	1,134	0	1,134	2,300	1,400	900	1,900
Equipment	366	187	553	200	200	200	200
ICT Department	268	0	268	0	0	0	0
Water Rescue Boats	46	0	46	0	0	0	0
<b>Fleet &amp; Equipment Sub Total</b>	<b>3,607</b>	<b>187</b>	<b>3,794</b>	<b>6,300</b>	<b>4,900</b>	<b>3,800</b>	<b>4,300</b>
<b>Overall Capital Totals</b>	<b>8,014</b>	<b>799</b>	<b>8,813</b>	<b>16,500</b>	<b>12,800</b>	<b>13,100</b>	<b>11,300</b>
<b>Programme funding</b>							
Earmarked Reserves:	3,439	756	4,195	11,145	4,628	0	0
Revenue funds:	2,614	0	2,614	2,614	2,614	2,614	2,614
Capital receipt							520
Application of existing borrowing	1,961	43	2,004	1,491	5,308	10,436	5,905
Contributions			0	1,250	250	50	2,261
<b>Total Funding</b>	<b>8,014</b>	<b>799</b>	<b>8,813</b>	<b>16,500</b>	<b>12,800</b>	<b>13,100</b>	<b>11,300</b>



**APPENDIX B TO THE MINUTES OF THE DEVON & SOMERSET FIRE & RESCUE  
AUTHORITY ORDINARY MEETING 7 JUNE 2019 - REVISION TO CAPITAL  
PROGRAMME 2019-20 TO 2021-22**

<b>PRUDENTIAL INDICATORS</b>			<b>INDICATIVE INDICATORS 2022/23 to 2023/24</b>		
	2019/20 £m Estimate	2020/21 £m Estimate	2021/22 £m Estimate	2022/23 £m Estimate	2023/24 £m Estimate
<b>Capital Expenditure</b>					
Non - HRA	8.813	16.500	12.800	13.100	11.300
HRA (applies only to housing authorities)					
<b>Total</b>	<b>8.813</b>	<b>16.500</b>	<b>12.800</b>	<b>13.100</b>	<b>11.300</b>
<b>Ratio of financing costs to net revenue stream</b>					
Non - HRA	4.09%	4.03%	4.06%	4.04%	4.54%
HRA (applies only to housing authorities)	0.00%	0.00%	0.00%	0.00%	0.00%
<b>Capital Financing Requirement as at 31 March</b>	£000	£000	£000	£000	£000
Non - HRA	25,444	24,851	28,081	36,667	40,390
HRA (applies only to housing authorities)	0	0	0	0	0
Other long term liabilities	1,112	1,010	907	791	656
<b>Total</b>	<b>26,556</b>	<b>25,861</b>	<b>28,988</b>	<b>37,457</b>	<b>41,045</b>
<b>Annual change in Capital Financing Requirement</b>	£000	£000	£000	£000	£000
Non - HRA	(191)	(695)	3,127	8,469	3,588
HRA (applies only to housing authorities)	0	0	0	0	0
<b>Total</b>	<b>(191)</b>	<b>(695)</b>	<b>3,127</b>	<b>8,469</b>	<b>3,588</b>
<b>PRUDENTIAL INDICATORS - TREASURY MANAGEMENT</b>					
<b>Authorised Limit for external debt</b>	£000	£000	£000	£000	£000
Borrowing	26,910	26,787	29,678	39,094	43,003
Other long term liabilities	1,265	1,162	1,056	947	823
<b>Total</b>	<b>28,174</b>	<b>27,949</b>	<b>30,733</b>	<b>40,041</b>	<b>43,826</b>
<b>Operational Boundary for external debt</b>	£000	£000	£000	£000	£000
Borrowing	25,637	25,544	28,274	37,260	40,983
Other long term liabilities	1,209	1,112	1,010	907	791
<b>Total</b>	<b>26,847</b>	<b>26,656</b>	<b>29,284</b>	<b>38,168</b>	<b>41,774</b>
<b>Maximum Principal Sums Invested over 364 Days</b>					
Principal Sums invested > 364 Days	5,000	5,000	5,000	5,000	5,000

<b>TREASURY MANAGEMENT INDICATOR</b>	Lower Limit %
Limits on borrowing at fixed interest rates	70%
Limits on borrowing at variable interest rates	0%
Maturity structure of fixed rate borrowing during 2017/18	
Under 12 months	0%
12 months and within 24 months	0%
24 months and within 5 years	0%
5 years and within 10 years	0%
10 years and above	50%

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# Agenda Item 8

<b>REPORT REFERENCE NO.</b>	DSFRA/19/15
<b>MEETING</b>	DEVON & SOMERSET FIRE & RESCUE AUTHORITY
<b>DATE OF MEETING</b>	28 JUNE 2019
<b>SUBJECT OF REPORT</b>	<p><b>SAFER TOGETHER PROGRAMME SERVICE DELIVERY OPERATING MODEL PHASE 2:</b></p> <p>(A) REALLOCATION OF RESOURCES</p> <p>(B) CONSULTATION PROCESS</p>
<b>LEAD OFFICER</b>	CHIEF FIRE OFFICER
<b>RECOMMENDATIONS</b>	<p>(a) <i>That the Authority considers the contents of report CSCPC/19/2 (attached at Appendix A to this report) alongside any recommendations made by the Community Safety &amp; Corporate Planning Committee in relation to proposed options for public consultation on the reallocation of resources under the Service Delivery Operating Model; and</i></p> <p>(b) <i>that report CSCPC/19/3 (attached at Appendix B to this report) on the consultation process to be undertaken be noted.</i></p>
<b>EXECUTIVE SUMMARY</b>	<p>The Devon and Somerset Fire &amp; Rescue Service (“the Service”) has undertaken a comprehensive strategic risk analysis of the fire and rescue related risks faced by its communities through the IRMP process. This has been supported by the organisational risk analysis detailed in the Fire and Rescue Plan. This strategic risk analysis has identified that changes to the current Service Delivery Operating Model are required.</p> <p>At its meeting on 27 June 2019, the Authority’s Community Safety &amp; Corporate Planning Committee will consider and make recommendations to the Authority on options for public consultation on the potential for reallocation of resources under the Service Delivery Operating Model.</p>
<b>RESOURCE IMPLICATIONS</b>	As set out within the report.
<b>EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)</b>	The options set out in report CSCPC/19 2 (attached as Appendix A to this report) will be subject to rigorous consultation with staff, the public and representative bodies.

<p><b>APPENDICES</b></p>	<p>A. Report CSCPC/19/2 (Safer Together Programme Service Delivery Operating Model Phase 2 – Reallocation of Resources) to the Community Safety &amp; Corporate Planning Committee on 27 June 2019.</p> <p>B. Report CSCPC/19/3 (Safer Together Programme Service to the Community Safety &amp; Corporate Planning Committee on 27 June 2019. Delivery Operating Model Phase 2 – Consultation Process) to the Community Safety &amp; Corporate Planning Committee on 27 June 2019.</p>
<p><b>LIST OF BACKGROUND PAPERS</b></p>	<p>Integrated Risk Management Plan (2018-2022)</p> <p>Fire &amp; Rescue Plan (2018)</p> <p>Draft Community Safety Strategy</p> <p>Fleet, Equipment and Water Strategy.</p>

APPENDIX A TO REPORT DSFRA/19/15

<b>REPORT REFERENCE NO.</b>	CSCPC/19/2
<b>MEETING</b>	COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE
<b>DATE OF MEETING</b>	27 JUNE 2019
<b>SUBJECT OF REPORT</b>	SAFER TOGETHER PROGRAMME SERVICE DELIVERY OPERATING MODEL PHASE 2 – REALLOCATION OF RESOURCES
<b>LEAD OFFICER</b>	DIRECTOR OF SERVICE IMPROVEMENT
<b>RECOMMENDATIONS</b>	<p><i>That the Authority be recommended to approve the options identified below for the purposes of public consultation:</i></p> <p><i>Option 1 - Station closures</i></p> <p><i>Option 2 - Station closures and removal of all third engines</i></p> <p><i>Option 3 - Station closures, removal of all third and some second engines</i></p> <p><i>Option 4 - Station closures, removal of all third and some second engines and change of status to day crewing</i></p> <p><i>Option 5 - Station closures, removal of all third and some second engines, change of status to day crewing with a change of status to On Call at night</i></p> <p><i>Option 6 - Station closures, removal of all third and some second engines, change of status to day crewing with a change of status to On Call at night, change of status to some additional second engines to become On Call at night only and the introduction of day crewed wholetime roving engines.</i></p>
<b>EXECUTIVE SUMMARY</b>	See Section 1 below.
<b>RESOURCE IMPLICATIONS</b>	As set out within the report.
<b>EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)</b>	The options set out within this report will be subject to rigorous consultation with staff, public and representative bodies.
<b>APPENDICES</b>	A. Data Tables
<b>LIST OF BACKGROUND PAPERS</b>	<p>Integrated Risk Management Plan (2018-2022)</p> <p>Fire &amp; Rescue Plan (2018)</p> <p>Draft Community Safety Strategy</p> <p>Fleet, Equipment and Water Strategy.</p>

## 1. **EXECUTIVE SUMMARY**

- 1.1 Demand for the Fire and Rescue Service (FRS) is reducing with fewer incidents and less people being injured or dying from fires. The amount of money we have is also reducing so we need to ensure that we are efficient and effective with our use of resources in order to provide the best service to the communities of Devon and Somerset.
- 1.2 Within our Integrated Risk Management Plan 2018 – 2022 (IRMP) we set out and explained what the key risks facing our community are. We also explained in broad terms what we would do to mitigate against these risks. We made a commitment to increase our preventative activities in order to make our communities safer. We also gave a commitment to relocate resources to match the changing risk profiles.
- 1.3 The new Service Delivery Operating Model must address the most significant risks as identified within our IRMP that relate to the way in which we deliver efficient and effective use of our resources. These being:
- The historical distribution of service delivery resources;
  - The unavailability of On Call appliances; and
  - An increase in the number of serious fires affecting commercial premises.

### ***The historical distribution of service delivery resources***

- 1.4 Broadly speaking, the location of our 85 fire stations hasn't changed since the 1940's even though the communities they serve will have changed significantly around them. Our existing operational response performance is now being impacted as our cities, towns and villages grow and will continue to be so.
- 1.5 We have innovated over many years and have led nationally on the introduction of new vehicles, made some significant changes to crewing levels and become more efficient and effective in areas where we have full time firefighters (urban/large towns). Our target of making an attendance to a dwelling fire incident is 10 minutes and we currently meet this on 72.5% of occasions across the service area. The Devon & Somerset Fire & Rescue Authority (the Authority) agreed to this standard in 2008 when the nationally agreed standard of fire cover was removed leaving them to be locally agreed. At the time when the 10 minute standard was introduced, it was acknowledged that it would not be possible to meet this standard on all occasions and an assessment was undertaken to determine the percentage of properties that would fall within this 10 minute response zone. It was understood at that time that around 80% of properties were within the 10 minute zone based on our fire station locations at that time. It was agreed that in mitigation, those properties that fell outside of this 10 minute zone would have additional resources allocated should a fire involving a dwelling occur.
- 1.6 However, the risk associated with fire has decreased significantly over the years and we have made great strides in our work to help people be safe in their own homes and when they are driving on our roads, with dedicated staff who provide high quality interventions targeted toward the most vulnerable, taking referrals from other agencies through our partnership working. This is known as our Prevention activity.
- 1.7 We have a number of specialist fire protection officers who enforce fire safety standards in buildings used as places of work or for leisure (the responsibility for safety of a building rests with the person who has responsibility for it). We also work with Local Authorities to enforce the regulation of buildings that are homes but are not of a single dwelling type (houses in multiple occupation and flats with communal exit routes). This is known as our Protection activity.

- 1.8 In these areas though, we believe we can do more to reduce risk to our communities. In the coming years, we want to invest more in the Prevention and Protection activity and make everyone safer. This will either cost more money or require us to reallocate our resources.

***The unavailability of On Call appliances***

- 1.9 In our larger urban areas and some large towns, we operate a crewing model that hasn't changed significantly in the last 42 years. Full time (known as Whole time) staff work a standard 2 day shifts, 2 night shifts then 4 days clear of duty and the stations are crewed 24 hours a day, 365 days a year. Some of these stations also have On Call staff who crew additional engines. Conversely, in less urbanised areas, we only have On Call firefighters who are paid a retaining fee (10% of a whole time firefighters pay) and then an hourly rate for each incident they attend. These staff are contractually required to provide between 63 and 84 hours of cover each week. It should be noted that these are nationally agreed working arrangements and deviation from them will require negotiation with the relevant trades unions
- 1.10 Operational demand for our services has reduced significantly in the past 17 years, between 2001/02 and 2017/18 total fires attended have reduced by 59% in Devon & Somerset but we have increased the number of fire stations and have the same number of front line fire engines. The On Call crewing model that we use on the majority of our fire stations has become increasingly less reliable, particularly during the daytime hours. On a typical day, we have up to 20% of our On Call fire engines not available. This On Call crewing model relies on employing firefighters who have other jobs and respond for us only when an emergency incident occurs.
- 1.11 We have had some limited success in recruiting additional On Call staff in some areas but the requirement to respond within 5 minutes and the need to provide significant cover throughout the week is challenging for many, especially in smaller towns/villages. The most significant challenge is during the daytime hours. Forty years ago we had many local employers manufacturing or providing other services locally who would release staff to undertake On Call work for Devon & Somerset Fire & Rescue Service (the Service). We also relied heavily on the self-employed – builders, electricians, plumbers etc. The pay of a firefighter was comparable previously but that is no longer the case as in some instances, our On Call firefighters receive what is effectively only half of their self-employed pay rate when they respond to incidents for us as a firefighter.
- 1.12 With the change in employment and the local economy, the challenges for us recruiting sufficient staff in some areas continues to get worse. This is reflected in significant number of fire engines not being available, particularly during the daytime, and the issue is compounded if the same applies in neighbouring towns and villages. It is also adversely impacting on our ability to provide the same level of operational response as we would have been able to do in the past. The Service has been paying additional hours to staff who are able to offer additional availability, at full time staff rates of pay, in order to ensure that those fire engines that have been identified as strategically important, remain available. However, even when we do this, it does not solve the problem so a different, more sustainable solution is required.

### ***An increase in the number of serious fires affecting commercial premises***

- 1.13 It has long been acknowledged that the most effective way to prevent fires in commercial buildings is to provide an appropriate form of regulation. The Regulatory Reform (Fire Safety) Order for which the Fire and Rescue Service is the primary enforcing authority applies to all commercial buildings. We currently undertake on average 5000 inspections each year across Devon and Somerset in order to ensure that these buildings are safe. However, as risk information becomes available, we know that we do not currently have sufficient resources to enable us to deal with the growing number of high risk premises that are identified as being potentially non-compliant with the regulations.

#### ***Additional prevention and protection officers.***

- 1.14 In 2019/20, we have reduced the number of managers in the Service and plan to use much of the savings generated to invest in additional prevention and protection (front line delivery) staff. Some investment will be in operational officers who will also support our future prevention, protection and response model. Some money will be used to support non-operational staff who can be dedicated to specialist protection areas. As such, money saved from having fewer senior managers will be invested into supporting front line service delivery.

#### ***Pay On Call staff more (payment for availability model)***

- 1.15 To support the On Call model further, we are currently in discussions with trade unions to create a duty system that will pay our On Call staff more money for their time with us. We will particularly weight day cover as this will support a more reliable model for the future. We have earmarked additional money to fund this investment in our staff. We are also keen to ensure that the new model works better for our staff. This work is separate to this paper but is relevant to it given the changes outlined.

## **2. PROPOSALS**

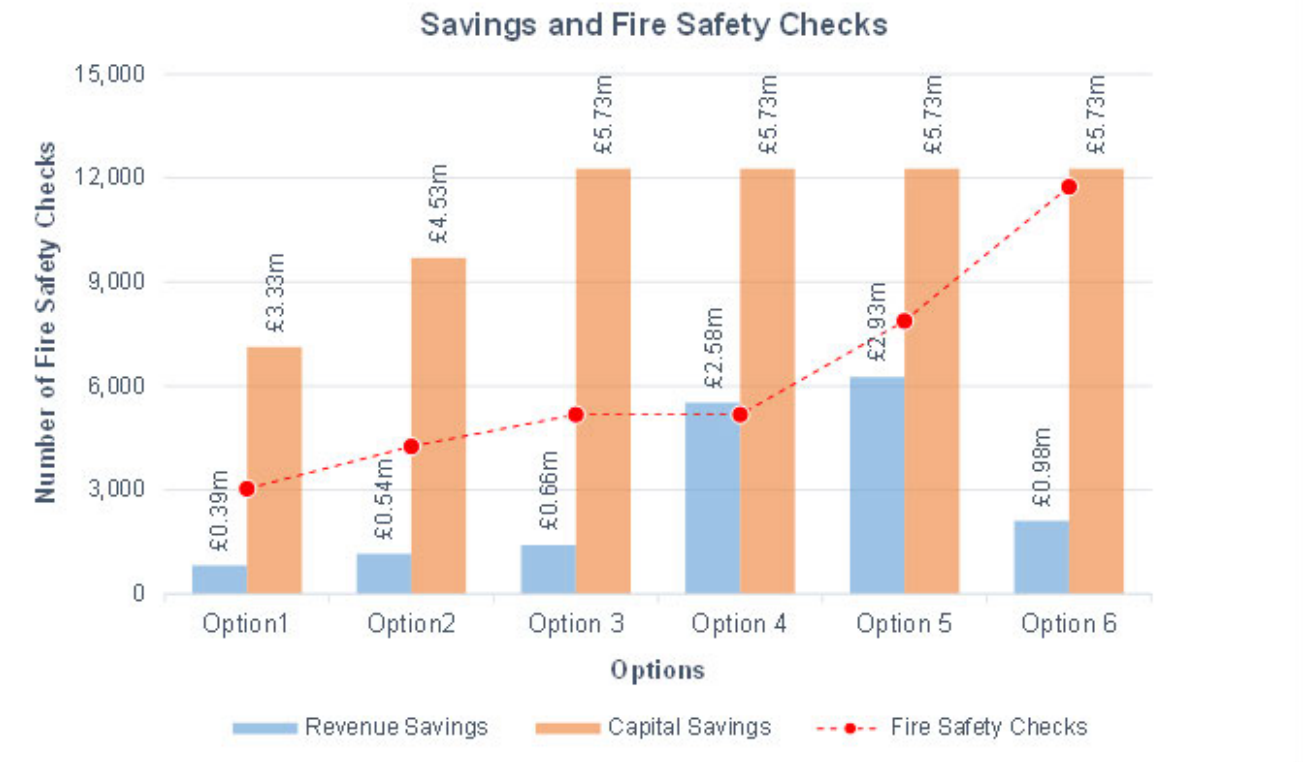
- 2.1 We have carefully reviewed where we should best locate resources to minimise risk and provide better response coverage. We have also closely examined the risks associated with our communities and the activity levels of all of our fire engines over the last five years. Some of our stations attend only a handful of fires each year. We currently have 121 front line engines and these cost £100,000-£300,000 per engine. This all adds expense to a Service that has not been protected from Government grant reductions. We have innovated and have a strong track record of making savings to meet the budget requirement but some of our fire stations and fire engines are becoming increasingly difficult to justify.
- 2.2 Therefore, the combination of reduced risk (which is a good thing as people are safer) resulting in fewer fires and operational deployments and continuing financial pressures means that the current Service Delivery model is not sustainable. A new operating model is therefore required.
- 2.3 The proposals in this paper are designed to improve efficiency and effectiveness of Devon & Somerset Fire & Rescue Service and better match resources to risk. In terms of response, these proposals collectively aim to improve the reliability of emergency cover during the day whilst maintaining a robust On Call model at night. In terms of protection and prevention, we aim to significantly increase the number of home safety visits and business safety audits conducted.



- 2.4 All of the options see a proportion of the savings from removing low risk/low activity fire stations and fire engines invested into increasing prevention and protection activity as well as minimising the risk of changes to emergency response arrangements.
- 2.5 A significant increase in prevention activity is proposed which will mean we can make people safer by preventing fires and other emergencies before they occur. This approach saves lives and people are now safer as a result of prevention activities than ever before. A significant increase in protection activity is also presented which will mean that we can conduct fire safety audits of more commercial buildings which will reduce the number of fires. This will protect the local economy and also keep our Firefighters safe.
- 2.6 We also introduce a new approach to improve emergency response arrangements. We propose to pre-deploy some fire engines into areas where emergencies are most likely to occur as well as providing additional guaranteed response cover to ensure a more reliable response option is presented. This will mean that we are more likely to be in the right place at the time of emergencies rather than just waiting until they occur then responding from our fire stations some of which are no longer in the right place as new housing, commercial and transport infrastructure has been introduced. We will be able to change the location of these roving vehicles as the risk changes (e.g. if a large event is taking place we can ensure we bring additional resources in to help mitigate risk or if our data tells us that we typically have a number of accidents at particular times of the day on particular roads, we can pre deploy these roving fire engines to be in the right position and respond more quickly to some incidents).
- 2.7 We will crew these roving vehicles with whole time staff during the day which is where our current largely On Call model is less reliable due to our On Call staff not always working close to where our On Call fire stations are located. This will increase the number of whole time crewed fire engines during the day from 13 to 19. At night, when risk is greater but activity is lower, we will not require these roving vehicles and will be better able to support our On Call model by paying On Call staff more money and providing them with contracts that better meet their needs and lifestyle. This will help us increase our diversity of employment and assist us better represent the communities we serve. This will also help to reduce the number of On Call staff who leave each year.
- 2.8 As part of the proposals, we propose to close 8 low risk/low activity fire stations, some of which we struggle to provide sufficient On Call crew in any case. We also propose to remove 8 low risk/low activity fire engines and provide whole time firefighters on 3 fire stations during the day only, with On Call firefighters in these areas responding to incidents at night. Finally, we propose that 14 On Call fire stations where we have two fire engines provided, focus on ensuring that we have sufficient firefighters on the first fire engine during the day. At night, both fire engines would be expected to be crewed.

2.9

The savings identified are shown below and indicate how we can use money from removing low risk/low activity fire stations and fire engines better to improve prevention and protection as well as improving guaranteed availability of fire engines deployed to where risk and cover requires them. It should be noted that any savings from the On Call salary budget will be reinvested to improve the pay for On Call staff.



2.10

We recognise that there will be concerns in some areas as a result. Change is unsettling for staff and the public but the need to make evidenced based decisions is compelling. Through the consultation process, we will listen to these concerns, make changes to proposed plans where required with a final decision being made by the Fire Authority in November/December 2019. Implementation of any changes agreed will commence in 2020.

### 3. INTRODUCTION

3.1

The aim of this paper is to present proposals that support a new Service Delivery Operating Model. It will detail a number of options for approval to proceed to a public consultation.

3.2

As stated in our Fire and Rescue Plan (2018), 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 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
- 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

- Increase availability to ensure we can give the right response, at the right time, whilst making the most efficient use of resources

3.3 The development of the Service Delivery Operating Model looks to reshape service delivery provision to provide an efficient service response to risk, meeting our statutory dwelling fire and road traffic collision duties, addressing over and under capacity, updating duty systems to better match both response requirement and staff needs and release resources to support further investment in prevention and protection activities to reduce future risk. The operating model encompasses stations, appliances, operational duty systems and staffing levels.

3.4 We work every day with our communities and partners to prevent emergencies and to make citizens safer in their home, place of work and where they visit.

3.5 Much of what we do as a fire and rescue service has not changed for 40 years, while everything else around us has changed significantly. New large housing developments, people living further away from their places of work, an increasingly elderly population, changes to technology and far fewer fires are all reasons we need to adapt.

3.6 The locations of our fire stations, the distribution of our fire engines and the way they are crewed does not currently address all of these issues. The majority of our stations are On Call – this means that they are fully trained firefighters but have other jobs and have to be located within five minutes of the fire stations when they are available for us.

3.7 We have spent some considerable time considering how we might realign some of our resources so that we can provide an even better service to the public. A better service means fewer deaths and injuries.

3.8 Change though can be unsettling and the sense of loss if vehicles, fire stations or staff numbers are reduced are often a cause for concern. Therefore we have ensured that our options are fully thought through, developed by staff who have to implement the change and evidenced with data.

3.9 The proposals that follow are designed to present options for a new operating model - one which uses our resources better and provides an improved service to the people who live, work and visit Devon and Somerset.

#### 4. **STRATEGIC PLANNING AND RISK ASSESSMENT**

4.1 In 2018, the Authority approved the latest iteration of its Integrated Risk Management Plan (IRMP). This document is required through the Fire and Rescue National Framework for England and causes the Authority amongst other things to ‘assess all foreseeable fire and rescue related risks that could affect their communities’.

4.2 The outcome of the IRMP identified the following community risks:

- An increasingly ageing population;
- Common Health and Wellbeing risks;
- The unavailability of On Call appliances;
- The historical distribution of Service Delivery Resources;
- An increasing demand for Emergency Medical response;
- An increase in the number of serious fires affecting commercial premises.

- 4.3 Thankfully, in the last 17 years, fires have reduced by 59% locally and 61% nationally. This reduction has largely been due to two things - our work around fire prevention and protection, and changes in technology and habits.
- 4.4 Every year we carry out about 27,700 hours of prevention activities across Devon and Somerset, including home safety visits, school talks and visiting other groups.
- 4.5 We also carry out checks and audits for non-domestic premises and events – around 18,300 hours a year.
- 4.6 There have been significant changes in both technology and our daily habits which have impacted the number of fires. The smoking ban; changes to furniture and furnishing regulations; and even the introduction of the oven chip meaning we deep-fry less, have all contributed to reducing fire risks inside the home.
- 4.7 This means that over the last 5 years 55 out of our 85 stations attended on average fewer than 10 dwelling fires in their station area per year.
- 4.8 Not only have our lives and habits changed, our population and where we live in Devon and Somerset has changed too. In the past few years we have seen significant new housing developments happening across our two counties, and these new developments are continuing to grow.
- 4.9 This means we need to assess where we are located in relation to this massive population change. Through our risk analysis and risk profiling, we also know some people will be more at risk of being involved in a fatal fire due to certain factors, and we need to ensure we are able to take steps to reduce the likelihood of these incidents.
- 4.10 For example, we know that those aged over 85 have a much higher rate of fatal fires. In Devon and Somerset, it is predicted that the number of people aged over 85 will increase by a third in the next ten years. That means we need to take steps to reduce the risk of incidents happening, by increasing our prevention work.
- 4.11 The factors that put people at greater risk of a fatal fire are all common factors of risk for our partners especially the Police, NHS and Local Authorities. Many agencies can therefore be targeting preventative and reactive services at the same people at risk in our communities. There is therefore potential for improved working arrangements with our partners and to expand our work.
- 4.12 As society has changed and people don't always work in the area that they live or are able to provide us with enough time to give us the cover we need, we have seen a gradual decline in the number of people who are coming forward to work with us on our On Call fire stations which results in us not always being able to provide a crew for our fire engines.
- 4.13 In 2018/19, we had on a number of occasions where up to 20% of our On Call fire engines were not available and in some areas we had multiple fire stations adjacent to each other also not available. Whilst we mitigated this risk by paying staff to be physically present on some key fire stations, this is not a sustainable model.
- 4.14 This trend is continuing and therefore we need to change the current model if we are able to improve performance, ensure we reward staff better for their commitment to us and also provide more flexibility in terms of cover being provided.

- 4.15 The risk has also changed significantly since the Second World War which is when many of our fire stations were established. There are a number of significant developments that will continue to change the risk profile of the population including Cranbrook, Sherford and Taunton Garden Town.
- 4.16 The Service is playing an increasing role in responding to medical emergencies. It is the only incident type that has grown in demand over the last 10 years. We currently operate a co-responding service in partnership with the South West Ambulance Service from 20 of our fire stations. The number of emergency medical calls attended by these stations has at times exceeded the total number of calls to primary fires attended by all 85 of our stations.
- 4.17 In 2018/19, there were 459 non-dwelling fires (where people work and visit). This resulted in 5 deaths and 14 accidental injuries. The impacts of such fires on people, the economy and the environment both built and natural can be significant and have severe impacts on the ability of businesses, affected both directly and indirectly, to continue to trade.
- 4.18 Further strategic planning work carried out during 2018 culminated in the production of the Service's Fire & Rescue Plan which acknowledged the following challenges amongst others within the Service Delivery function of the Service:
- Aligning resources to risk and prioritising prevention and protection activity;
  - Maintaining a consistent approach to prevention and protection activity across the Service;
  - The current way our fire stations and appliances are crewed;
  - Our emergency response standards;
  - The availability, recruitment and retention of On Call staff;
  - The relocation of some of our fire stations, appliances and staff to areas where risk is greatest or where circumstances may have changed.
- 4.19 Whilst in some areas this will present savings if fire stations are closed (or alternative arrangements are put in place such as reducing the number of firefighters required), in other areas we need to invest to ensure we can provide a better service to the public. The extent to which improvements will be able to be measured include:
- The percentage of On Call fire engines available
  - Improvement in geographic coverage provided
  - Our response times
  - The number of protection and prevention visits undertaken
- 4.20 We have a number of fire engines that may no longer be required. Activity levels are so low on some fire stations that it is not cost effective to retain these as they provide limited additional benefit towards reducing risk.

- 4.21 We are currently progressing changes to the shift system for whole time firefighters as the current model is inflexible, inefficient and has not changed for 43 years. We are working through what this might mean in practice with our staff and trade unions and plan to adopt a phased implementation allowing for amendments to be made as we make progress.
- 4.22 We have a significant 24/7 resource located on fire stations where activity levels are relatively low. Rather than proposing these fire stations are crewed 24/7 by On Call staff, we believe that we can provide an effective model where whole time cover is provided during the day but that at night the cover is provided by On Call staff when we have better availability. This will mean that the same number of fire engines will remain available at the fire station but instead of a full time crew responding from the fire station, On Call staff will respond to the station within a maximum time of 5 minutes and then respond on the fire engine. It is worth noting that the time taken for our On Call staff to respond to our fire stations at night is, on average, much less than the time taken during the day time hours due to traffic conditions being less busy at night.

5. **EMERGENCY RESPONSE STANDARDS**

- 5.1 The current response standard of the first engine being in attendance within 10 minutes for a house fire and 15 minutes for a road traffic collision was set out in the “Devon and Somerset Corporate Plan 2008/09 to 2010/11” and agreed by the Fire Authority after public consultation. At the time this was agreed, it was estimated that around 80% of dwellings could be reached within the 10 minute attendance time. This was based on the existing fire station locations and that the fire engine would be available 24/7. Whilst it was not intended (or indeed possible) to be able to reach everyone within this time period, it was recommended that a single response time for attendance (regardless if a house is in a rural or urban area) be an aspiration “we should aim to make a first attendance in 10 minutes with all resources arriving within 13 minutes”.
- 5.2 The full standards, which were agreed by the Authority following extensive research in collaboration with the University of Exeter and trialling in the period 2007 – 2009 are as follows:

Incident Type and Location	1 <sup>st</sup> attendance	Full	No of personnel	Min pumping appliances
House Fire	10 (mins)	13 (mins)	9	1
House fire outside the 10 minute response zone			12	2
RTC single carriageway (1 person trapped)	15 (mins)	18 (mins)	8	2
RTC Dual Carriageway (1 person trapped)	15 (mins)	18 (mins)	10	3

5.3 We report performance against our response standards on a quarterly basis to the Fire Authority Audit and Performance Review Committee. The last report for October to March 2018/19 (Q4) was submitted on 10<sup>th</sup> May 2019 with the following detail on emergency response standards:

**Measure 7: Emergency Response Standard - first appliance in attendance at fires where people live within 10 minutes of emergency call answer** ✓

MAJL	Q3-Q4 18/19	Q3-Q4 17/18	% pt. var.		YTD 2018	YTD 2017	% pt. var.		Rolling 3 Year Trend	Rolling 5 Year Trend
Total	72.5%	69.1%	3.4%	✓	72.5%	71.4%	1.1%	✓	↑	↑

Data is showing improvement across all comparatives for ERS to fires where people live. Q3 and Q4 2018/19 has seen an improvement of 3.4% pt. compared to previous year, with year to date and rolling three and five-year-trends all indicating a positive direction of travel.

**Measure 8: Emergency Response Standard - first appliance in attendance at Road Traffic Collisions within 15 minutes of emergency call answer** ✓

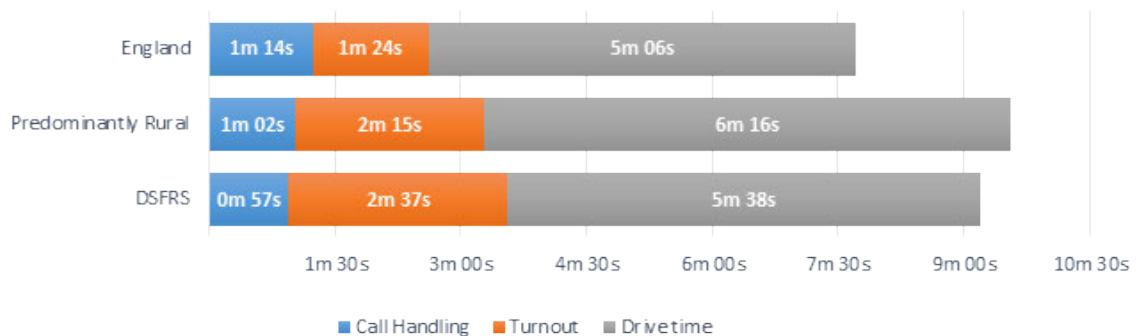
MAJL	Q3-Q4 18/19	Q3-Q4 17/18	% pt. var.		YTD 2018	YTD 2017	% pt. var.		Rolling 3 Year Trend	Rolling 5 Year Trend
Total	76.8%	74.3%	2.5%	✓	77.0%	75.1%	1.9%	✓	↑	↑

Data is showing improvement across all comparatives for ERS to RTCs. Q3 and Q4 2018/19 has seen an improvement of 2.5% pt. compared to previous year, with year to date and rolling three and five-year-trends all indicating a positive direction of travel.

5.4 Whilst the ability for us to provide a fire engine to 72.5% of all dwelling fire calls across a wide area such as Devon and Somerset is broadly positive, we believe that we can do more in some rural areas to ensure our coverage and response is improved and more reliable whilst maintaining good performance in urban areas.

5.5 Equally our performance in attending road traffic collisions is better in 2018/19 than 2017/18 at 76.8% but by enhancing our ability to respond to incidents in the highest risk and highest incidence locations we believe we can further improve performance.

5.6 We also want to be clear with the public that the response figures are a service average (this is in accordance with the standards agreed by the Fire Authority (outlined in paragraph 5.2 above) and a single response measure provided). As indicated in the following chart, the average response time for dwelling fires in the Service is 9 minutes and 12 seconds. This compares to 7 minutes and 44 seconds as the overall average for England and 9 minutes and 33 seconds for predominately rural fire and rescue services which the Service is considered to be.



*Dwelling fire response times. Source: Home Office - Fire Statistics Data Tables; FIRE1001: Average response times by location and fire and rescue authority/geographical category, England*

5.7 There will clearly be a quicker response in urban areas than there will be in remote rural areas as a result of population density (people create risk), road networks and resource allocation.

## 6. **PREVENTION AND PROTECTION**

6.1 The Service delivers prevention and protection activity as directed by the Community Safety Strategy. This is predicated on a tiered approach to provide increasing levels of intervention for citizens as determined by the risk they present.

6.2 The four levels of service are:

- **Universal/Preventative Services**  
These services are aimed at people, communities and businesses that actively address their risk and often support others to mitigate theirs. This group of people will receive regular prompts from us reminding them to carry on what they are doing.
- **Early Support Services**  
These services are aimed at people, communities and businesses that are not proactively addressing their risk and need some guidance and further education to help them to do this.
- **Target Services**  
These services are aimed at people, communities and businesses that need support from us to start addressing and reducing their risk.
- **Specialist Services**  
These services are aimed at people, communities and businesses that need direct intervention from us to reduce their level of risk. This will be done through Safeguarding or enforcement where appropriate.



- 6.3 Prevention activity is primarily delivered by a cohort of technicians who are trained and equipped to mitigate the risk within people's homes. This model has been developed following an evaluation of the effectiveness of delivery where it was found that dedicated personnel provide better value for money and a higher number of interventions than can be achieved with station based personnel.
- 6.4 At present 20 technicians are employed by the Service and in the first 12 months of the team being fully established more than 9500 Home Fire safety Visits have been completed.
- 6.5 Conversely the Service tasks our full time station based personnel to undertake fire protection activity in the form of Fire Safety Checks. This is the first stage intervention that assesses premises, other than single private dwellings, in order to ensure compliance with the Regulatory Reform (Fire Safety) Order for which the Fire and Rescue Service is the primary enforcing authority.
- 6.6 In 2018/19, more than 4100 Fire Safety Checks were completed. However, these were predominantly in those areas where the wholetime crewing model is used. The Service is aware that there are many other areas where commercial properties are located and require compliance checking.
- 6.7 Fire Safety Audits are the next level of compliance and involve a more in depth review of the fire safety arrangements in a commercial property. This is usually where a Fire Safety Check has been carried out and there are indications that the premises may not be compliant. As these audits can lead to higher sanctions for non-compliance including prohibiting the use of the premises and prosecution of the responsible person for the premises, the Service employs specialist officers to undertake this work.
- 6.8 In 2018/19 nearly 900 Audits were carried out representing approximately a 22% return on the number of Checks.
- 6.9 In seeking to increase the number of Fire Safety Checks carried out across Devon and Somerset there is a natural progression to an increased number of Audits being required. The Service will need to increase capacity in terms of personnel to deliver this work.

## **7. HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE & RESCUE SERVICES**

- 7.1 For over 160 years, Her Majesty's Inspectorate of Constabulary (HMIC) independently assessed and reported on the efficiency and effectiveness of police forces and policing, in the public interest.
- 7.2 In summer 2017, HMIC took on inspections of England's fire & rescue services, assessing and reporting on their efficiency, effectiveness and leadership. To reflect this new role, their name changed to Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).
- 7.3 HMICFRS ask three principal questions of fire and rescue services:
- How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?
  - How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?
  - How well does the fire and rescue service look after its people?

7.4 When considering effectiveness HMICFRS have said:

*“Fire and rescue services need to understand the risks of fires and other emergencies to the public they serve. They need to involve the community in understanding this risk. Services should explain how they will mitigate the risks to the public. Fire and rescue services need to work with other public-sector organisations to share and use risk information. They then need to make this risk information available to operational crews and the wider workforce. This ensures staff are safer. And it helps services target activities at the areas of greatest risk.”*

7.5 For efficiency the Inspectorate expects:

*“An efficient fire and rescue service will manage its budget and spend money properly and appropriately. It will align its resources to its risk. It should try to keep costs down without compromising public safety. Future budgets should be based on robust and realistic assumptions.”*

7.6 Following the initial tranche of inspections the following comments were made regarding people:

*“We have concerns about how some fire and rescue services support their staff. Our inspectors found some disappointing practices in this respect. We also found a striking lack of diversity in fire and rescue workforces. Too often services do not have the networks or structures to give people who are different a voice in the organisation. This needs to get better.”*

7.7 The Service is also aware that the initial findings of the Tranche 1 inspections carried out by HMICFRS indicate that there has been a general under investment in protection activity.

## 8. **THE CASE FOR CHANGE**

### ***Strategic planning and risk assessment***

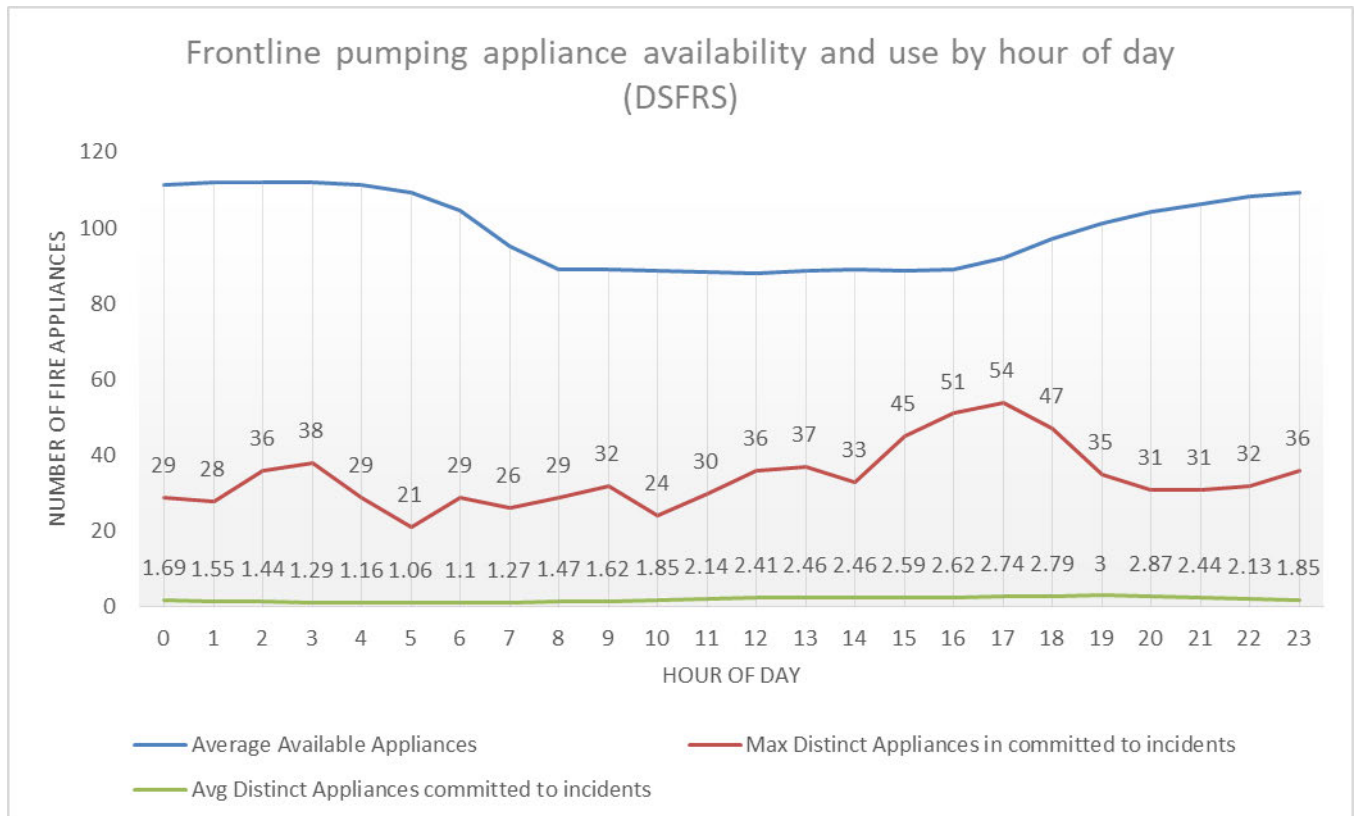
8.1 Following the publication of the IRMP, the service developed the Fire and Rescue Plan (2018) in order to identify the changes that would need to be made to deliver against the risks identified within the IRMP. This plan gave a commitment to prioritising prevention and protection activities within our communities in an aim to remove preventable fire and rescue emergencies. The Service objectives and therefore the operating model design criteria are to:

- 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;
- 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;
- Increase availability to ensure we can give the right response, at the right time, whilst making the most efficient use of resources.

8.2 A further element of strategic planning involves a recognition of the resilience required across Devon and Somerset to deal with multiple incidents occurring at the same time and large incidents that require increased numbers of resources.

8.3 Analysis of incidents and activity over the period 01/05/2016 to 01/05/2019 shows that on average we have between 1 and 3 engines in use during the majority of the day with a peak in the evening. In addition the highest number of engines we have used at one time in that period is 54.

8.4 This is reflected in the following diagram where our overall resources of 121 engines are shown as the top line, the average number of engines required through a 24 hour period as the bottom green line and the maximum number of engines actually used at any one time as the middle orange line. It is evident that we have an excess of resources required to deal with even the most resource intensive incidents experienced by the Service over the past 3 years.



8.5 The proposals in this paper aim to provide a more consistent (and planned) availability of fire engines (the blue line) whilst ensuring that peaks in demand (the red line) can still be accommodated. The green line, is likely to continue to be low as demand for the fire and rescue service is static/decreasing, unlike many other public and emergency services. This is a good thing as people do not need us to respond as much as they did previously but we do need to ensure we maintain the right balance between efficiency and effectiveness whilst ensuring we have sufficient capacity to deal with emerging risks and threats.

- 8.6 It is also worth noting that, in the event of a large scale incident occurring, the nearest engines are mobilised to ensure the incident commander has whatever resources they need to deal with the incident in question. Surrounding fire stations are alerted and sometimes mobilised to standby at other fire stations to ensure we have sufficient cover across the whole of the service area. We also have support arrangements with neighbouring fire services who we support and who support us. Therefore, whilst we have sufficient capacity available to meet forecasted demand, in the event that an incident occurs that requires support from other fire services, we have national mutual aid arrangements in place to assist us deal with what would only be highly exceptional incidents. There is evidence that the current Service Delivery provision is no longer reflective of the fire and RTC risk across Devon and Somerset, is not as flexible and adaptable as may be required in the future, and also not positioned to easily respond to new housing and commercial developments.
- 8.7 The current provision reflects historic locations of stations, along with vehicle and staffing levels that have evolved over a period of time, in some cases reflective of historic risk levels.
- 8.8 As has been shown in the IRMP and Fire and Rescue Plan, the level of risk, and demand for our statutory services, has shown a consistent decline over many years as a result of extensive prevention work and changes in lifestyles and the built environment. Alongside this reduction in risk, sustaining sufficient On Call availability to meet the changing risk in some communities is proving to be increasingly difficult.
- 8.9 Along with historic risk profiles and fire station estate, many of the current crewing duty systems reflect a different time and way of working. Some contracts, such as the On Call model, lack the flexibility and appeal to attract and retain the right staff, with an expectation of committed availability with limited reward. Similarly the whole time contract offers limited flexibility and appeal, particularly when personal circumstances change for a period of time, and their fixed nature may dissuade some potential employees. The high number of On Call staff leaving each year (120+) is a clear indication that there needs to be substantial change, particularly for a service heavily dependent on the more cost effective On Call service provision. Work undertaken to review the future recruitment and retention of staff indicates that we need to offer revised terms and conditions, together with cultural reform, that will attract employees from groups that are currently under represented in our workforce.
- 8.10 Further analysis of the risk presented across Devon and Somerset has allowed for six areas of classification to be applied according to demographics as follows:
- Urban Communities - Key Features:
- Population above 60,000 centred on a large urban area;
  - About 20% of population aged over 65, and 20% aged under 18;
  - More than 2,000 High Risk Commercial Premises.

#### Large Towns - Key Features:

- Population between 30,000 and 55,000 centred on a large town;
- More than 20% of population aged over 65 (25% in the coastal large towns), and about 20% aged under 18;
- Between 1,200 and 2,100 High Risk Commercial Premises;
- Market Towns - Key Features;
- Population between 10,000 and 25,000;
- About 25% of population aged over 65, and less than 20% aged under 18 (with a few exceptions);
- Around 800 High Risk Commercial Premises and 500 listed buildings.

#### Coastal Towns - Key Features:

- Population between 8,000 and 25,000;
- About a third of population aged over 65, and about a sixth (16%) aged under 18 (with a few exceptions);
- Around 600 High Risk Commercial Premises and 300 listed buildings.

#### Small Towns - Key Features:

- Total population less than 10,000;
- More 25% of population aged over 65 (often 30%), and about under 20% aged under 18;
- Around 300 High Risk Commercial Premises and a similar number of listed buildings.

#### Small Communities - Key Features:

- Total population less than 4,000;
- About 30% of population aged over 65, and about under 20% aged under 18;
- Around 200 High Risk Commercial Premises and a similar number of listed buildings.

- 8.11 The level of risk apparent in each demographic area can be measured through the combination of the severity of an incident and the likelihood of it occurring. In general the severity of the incident remains similar in all areas as this is dependent on various factors that can be found anywhere.
- 8.12 The likelihood of an incident occurring, however, has far more correlation with the level of population in an area and therefore where there are more people there is a higher chance of an incident occurring. This indicates that urban areas are higher risk and smaller rural communities are low risk.

## Prevention & Protection

- 8.13 The following diagram shows the predicted number of dwelling fires likely to occur across Devon and Somerset broken down into kilometre squares:

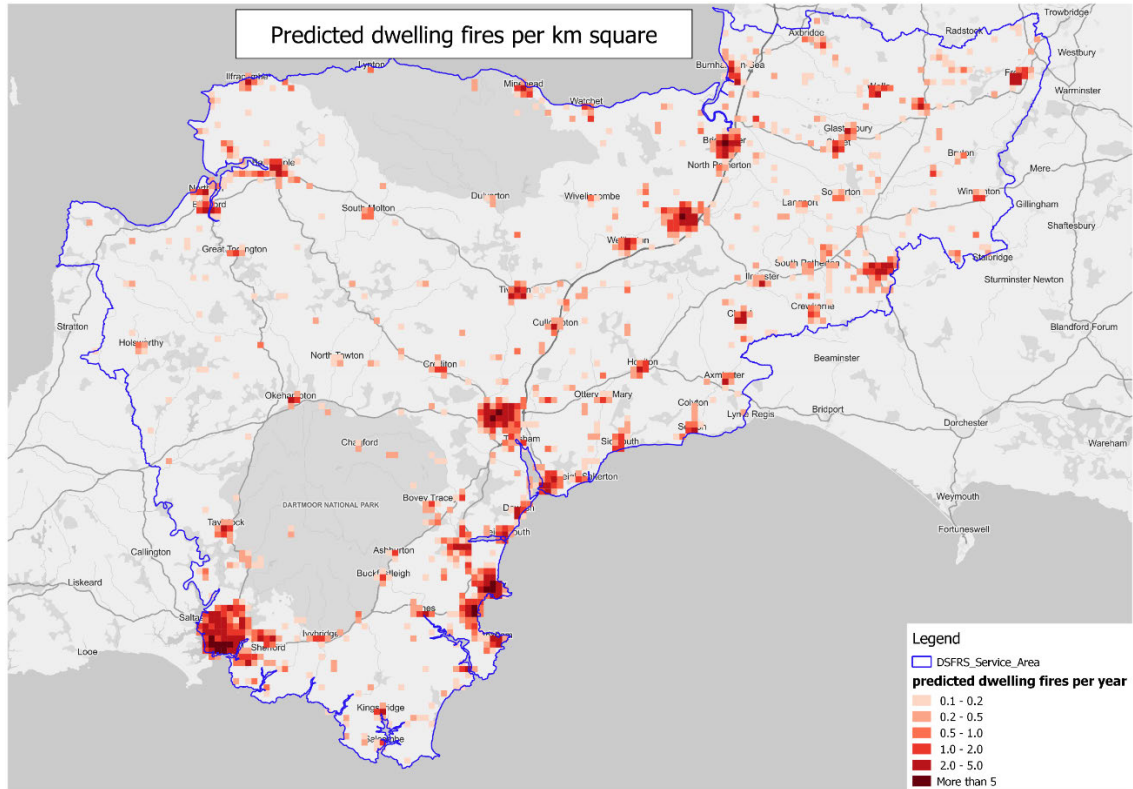


Diagram 1 Predicted dwelling fires per km square

- 8.14 This indicates the areas where the Service needs to focus on the delivery of Home Fire Safety Visits and the continued education of the public with regards to keeping safe within their homes.
- 8.15 As part of our agreed emergency response standards, where we are unlikely to be able to attend an incident in our target 10 mins, our prevention activity will focus in these other (largely rural) areas.

8.16

Diagram 2 below indicates where we have undertaken home safety activity over the last 3 years. Comparison of the risk profile in Diagram 1 with amount of time spent on home safety activity shows that we have engaged with our rural communities but the risk is more apparent in our urban communities.

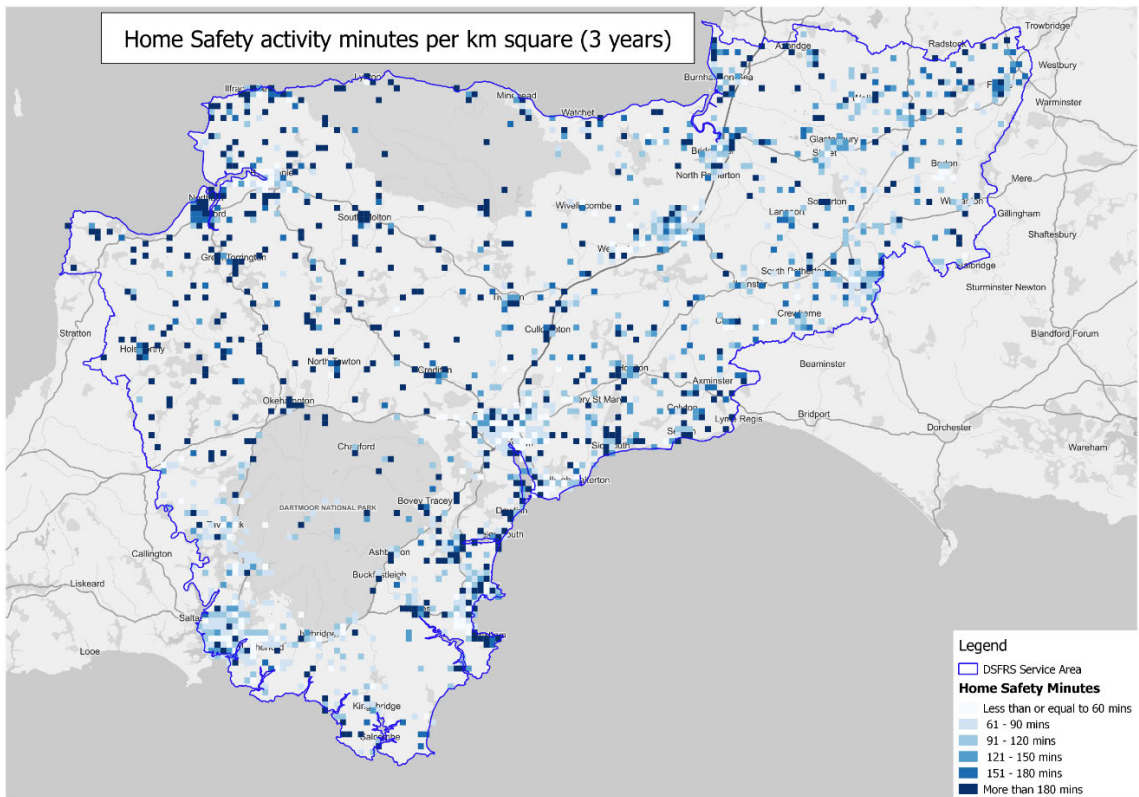
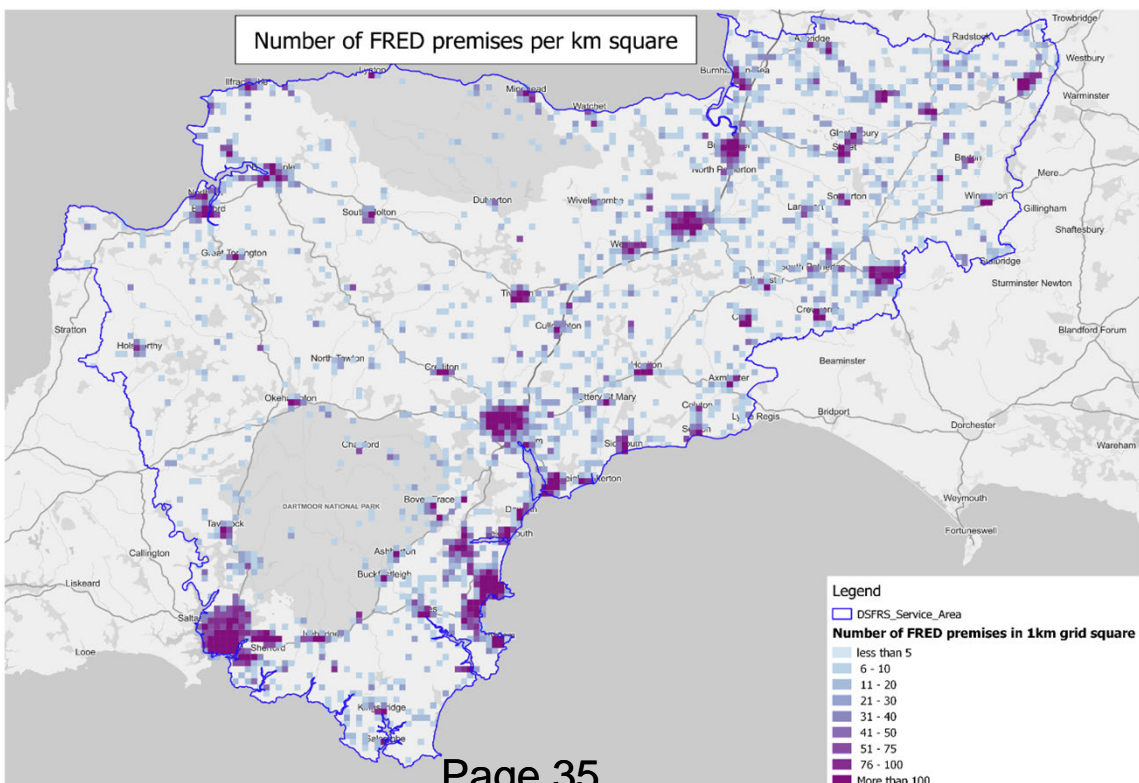


Diagram 2 Home safety activity minutes per km square (3 years)

8.17

Similarly Diagram 3 below (*Diagram 3 Number of FRED premises per km square*) shows the number of commercial premises per kilometre square identified through the Fire Risk Evaluation Database (FRED). These are premises that are required to comply with fire safety legislation which the Authority enforces through a risk based inspection programme:



8.18 By comparison Diagram 4 below indicates the amount of time spent on business safety activities – Fire Safety Checks and Fire Safety Audits which are our primary methods of enforcing the legislation. This shows that there are many locations where we need to carry out more inspections.

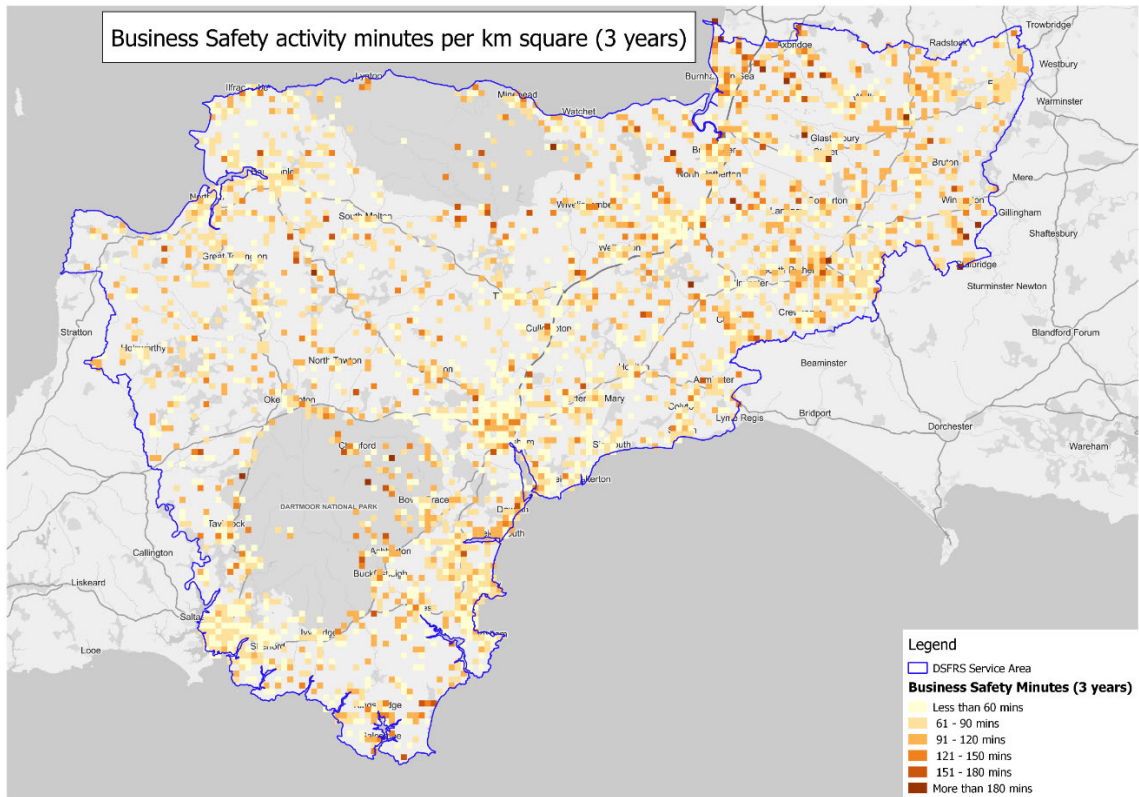


Diagram 4 Business safety activity minutes per km square (3 years)

### Performance

- 8.19 For the 12 months to the end of March 2018 there was an average 20% unavailability of On Call engines. Currently we are at 69.3% of the approved On Call establishment level. If historical trends within the sample continue, we predict that by March 2021, the Service will be at 67%.
- 8.20 Ninety-nine is the average number of frontline fire engines available (2018), with 15 of our 121 frontline fire engines accounting for 49% of all frontline engine unavailability (2018). 8 of our 121 frontline fire engines are available for less than 30% of the year (2018).



8.21 In relation to our current emergency response standards (noted at paragraph 5.2 above) our performance over the last 3 years is as follows. Please note that this measure relates only to those incidents that occur within the 10 minute (fires) and 15 minute (RTC) zones where we should be achieving a 100% performance. Reduced availability of our On Call fire stations will be the major contributory factor to the reduced performance.

House Fires			
Year	Incidents in 10 minute response zone	Number attended within 10 minutes	Performance Indicator
2016/17	783	660	84%
2017/18	889	767	86%
2018/19	872	729	84%

Road Traffic Collisions			
Year	Incidents in 15 minute response zone	Number attended within 15 minutes	Performance Indicator
2016/17	786	648	82%
2017/18	787	669	85%
2018/19	625	537	86%

8.22 Prevention and protection performance focuses on the number of Home Fire Safety Visits, Fire Safety Checks and Fire Safety Audits completed by the Service. In addition to this, the measure of time taken to complete these activities can be used to identify the potential capacity any new model may deliver. For the 3 year period 1/4/16 to 31/3/19 the performance is as follows:

Activity	Average No. of Jobs	Average Time to complete
Home Fire Safety Visits	9827	1hr 10 minutes
Fire Safety Checks	4144	1 hr 44 minutes
Fire Safety Audits	859	5 hrs 35 minutes

8.23 The greater amount of resource we can allocate to these activities will see an increase in the number of interventions carried out and subsequently a further reduction in risk.

### ***Financial challenge***

8.24 The funding model for the Service is changing, with anticipated reduced grant funding from central government. However, costs are increasing so a potential significant revenue shortfall will need to be met to enable the service provision to continue. This shortfall is expected to be further increased by an ongoing increase in the employer's contribution for the fire fighters pension, which is possibly to be met by fire services. The Service has modelled the anticipated reduction and identified that there may be a requirement to find total savings of £8.4m, with £5.3m recurring savings being realised during the 2020/21 financial year, £6.3m during 2021/22 (further £1m on previous year), £7.3m in 2022/23 and £8.4m by 2023/24.

- 8.25 The cost of a new fire engine is between £300,000 and £100,000 depending on the type of vehicle and we have 121 front line fire pumping engines across the Service. The costs of replacing this fleet is significant as is the cost of replacing the estate. Historically, the Government has provided millions of pounds a year to allow us to replace vehicles and buildings but this too has been removed which is in addition to the grant reductions we have seen year on year. These costs have to be met from within existing budgets which makes it even more important that we use our resources to best effect.
- 8.26 Having less money than before means that we need to ensure we are using our resources to best effect. Since 2011/12 we have saved £18.497 million by reforming the Service including changing the way we crew some fire engines, introducing new smaller vehicles and new technology to improve firefighter and public safety and reducing costs. We need to continue this programme of innovation to help us deliver a balanced budget.
- 8.27 The Service currently support the Ambulance Service on a number of fire stations to respond to life threatening (non-fire related) emergency calls to deliver basic life support to people identified as not breathing, not conscious or in cardiac arrest. This is known as Co-responding.
- 8.28 The costs to the Service of Co-responding in 2016/17 was £116,000. In 2017/18 it was £196,000 and in 2018/19 it was £45,000 (as a result of changes made by the Ambulance Service). Of these costs, up to £100,000 is provided by the Ambulance Service, resulting in a net cost of £16,000 in 2016 and £96,000 in 2017. However, costs were neutral to the Service in 2018 as costs were within the £100,000 cap. Given the need to ensure resources match our risk, we plan to adopt the £100,000 Ambulance Service cap as the ceiling of costs that fall to the Fire and Rescue Service and in doing so, limit any future financial exposure as a result of supporting other agencies to deliver their statutory duties and this will have the effect of keeping the arrangement cost neutral to the Service.

### ***Inspection requirements***

- 8.29 The Service is in tranche 3 of the initial inspections of fire and rescue services being undertaken by HMICFRS. A full report on the findings of this inspection is likely to be published at the end of 2019 and these outcomes will be factored into the annual planning cycle for 2020/21 and beyond.
- 8.30 In the meantime the Service has proactively reviewed the comments made by the Inspectorate and assessed the current position which suggests that improvements should be made in the following areas:
- Redistribution of existing resources to provide an effective response to recognised risk;
  - Investment in protection activity by increasing the amount of fire safety checks and audits delivered, particularly to high risk premises and those areas previously not inspected;
  - Removal of resources in areas of low risk that can be mitigated by other existing resources;
  - Increased opportunities for flexible work patterns to support existing staff and encourage the recruitment of a diverse workforce.

## ***Public Opinion***

- 8.31 During May and June 2019, a pre consultation exercise was undertaken by an external company – ‘The Consultation Institute’. This enabled the Service to ask a representative sample of the population of Devon and Somerset what they felt they needed from their fire and rescue service.
- 8.32 The outcomes of the pre consultation have been considered in developing the final options proposed in this paper and copied below are some of the thoughts and comments made by the public in expressing their requirements of their Fire & Rescue Service:
- There was an acceptance that station locations would need to change to meet the response times and recognition that the patterns of settlement across the two counties has significantly changed since the late 1940s and station locations are not always suited to the current population patterns;
  - The context of the response strategy sparked consistent discussion, with some groups specifically asking questions around responses to industrial/commercial fires and special incidents such as terrorism;
  - Budgets and available resources were a common theme, with one respondent saying “...you need someone to stand up and openly say we don’t have the money to deliver the service we want to, and we have to ensure we can deliver the best we can...”;
  - A constant theme through all groups was the importance of the wellbeing and support for front line fighters ‘...any business knows that without a happy workforce the customer suffers...’ was an analogy used across the groups;
  - Workforce was also mentioned in relation to where the Service would get firefighters from, particularly On Call staff. The view was that people no longer worked in town centres and for On Call firefighters to get to town centre stations could also present a challenge to response times;
  - Two groups specifically mentioned the idea of having fire crews in vehicles around the patch, in a similar way that ambulances are seen “parked up” to speed up response times;
  - Flexible volunteers were also cited, again drawing upon the example of NHS first responders in rural locations. One group went as far as talking about local people being volunteer firefighters, first responders (health) and special police officers all in one. This flexibility and access to appropriate equipment and training was suggested as an option to meet the challenges of rural response times;
  - Innovation and economy were cited in the context of the introduction of rapid response vehicles;
  - Concerns were raised around the physical constraints of the area – from single track rural roads, to the increase in car ownership which with parking on both sides of the road was felt often to make it impossible to access a fire at the far end of some streets;
  - People accept change as inevitable, but need to be convinced that the changes are for positive reasons;
  - Many people do not think about this issue without being prompted “...I just assume they’ll be there when I need them...” “...it feels a great comfort knowing they’re there if I need them...” “...I’ve moved house six times and not once did I think about the location of the nearest fire station when making the choice...”.

8.33 It is pleasing to note that many of the concerns of the public have already been identified by the Service and that some of the ideas for improvement such as firefighters carrying out a dual role as special constables have already been initiated.

## 9. **RESPONSE STRATEGY**

9.1 Delivery of a new Service Delivery Operating Model requires the provision of a coherent strategy that reflects the response requirements of the communities of Devon and Somerset based on the risks they face now and into the future.

9.2 Whilst the intentions of moving response to a life risk basis were sound following the introduction of the IRMP process the resultant standard for attendance at all house fires and road traffic collisions was always impossible to meet for every household. This is due to the largely rural nature of Devon and Somerset and the historic locations of our stations which were aligned to the old national standards of fire cover.

9.3 It is therefore clear that a realistic combination of life risk assessment along with actual travel times, potential future changes to both buildings and infrastructure and the reduction in risk brought about by our prevention and protection activities should be considered within our response strategy.

9.4 Citizens of Devon and Somerset will require a clear understanding of what they can expect at any geographical point across the counties in terms of an emergency response. Provision of this information will mean that a level of risk appreciation will become apparent and subsequently an appreciation of expected attendance by the Fire and Rescue Service.

9.5 This strategy is therefore predicated on the premise of matching resources to risk with a clear focus on the Service meeting the statutory obligations of attending fires and road traffic collisions.

The resources available to deliver this strategy are:

- Personnel
- Appliances
- Equipment
- Station location

9.6 We will mobilise our resources to respond to emergency incidents using National Operational Guidance and National Incident Types. The requirements of these nationally agreed approaches are built into our training and control room systems.

9.7 By combining the resources available at any one time we will ensure that we arrive at any incident as quickly as we can to commence an emergency intervention.

### ***Personnel***

- 9.8 We will crew our appliances with trained and competent staff.
- 9.9 Co-responding appliances will be crewed by the same personnel that crew our front line appliances and by a maximum of two qualified personnel.
- 9.10 Only one Incident Commander will be required for smaller incidents. Therefore appliances that have sufficient numbers of crew but no incident command trained firefighter will still be mobilised to incidents where an Incident Commander is attending on another fire appliance.

### ***Appliances and Equipment***

- 9.11 We will operate with various types of front line pumping appliances that carry variations in equipment, water tank capacity and ladder height that are relevant to the risk areas and incident types identified in Devon and Somerset.
- 9.12 In addition we will operate special appliances to provide us with the right resources to deal with additional risks and scenarios that require a more specific/enhanced response. We will also continue to provide a co-responding service in partnership with South West Ambulance Service Trust.
- 9.13 More information on the appliances and equipment we use can be found in our Fleet, Equipment and Water Supply Strategy.

### ***Station Locations***

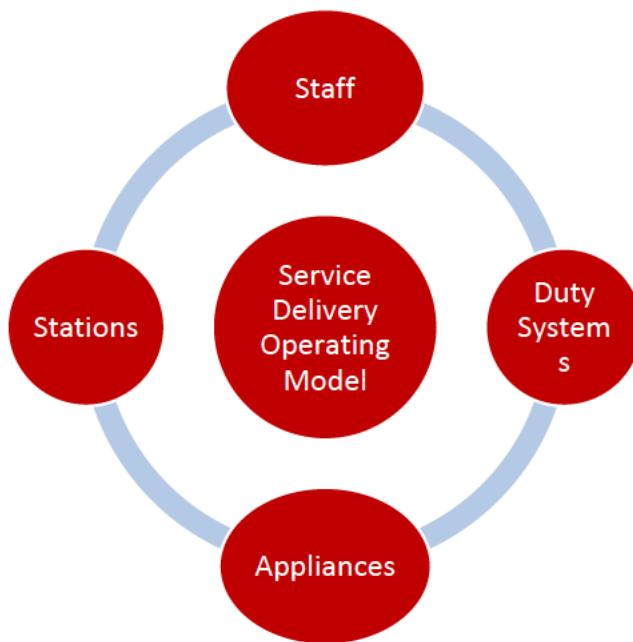
- 9.14 Stations will be located in order to provide the best response to the communities of Devon and Somerset.
- 9.15 Locations will be kept under review in order that identified changes in risk and infrastructure are accommodated to ensure high quality response arrangements are maintained.

### ***Emergency Response***

- 9.16 We will provide a response across Devon and Somerset from strategically located positions.
- 9.17 We will maintain appliance availability in accordance with the individual risk profiles of the communities across Devon and Somerset. This means that availability may be different in different locations, may vary between appliances and be variable at different times of the day and night.
- 9.18 We will use a variety of duty systems to allow our personnel to maintain availability of appliances with maximum flexibility to support a positive work life balance.
- 9.19 We will provide a facility to allow the public to understand the time that they can expect an emergency response attendance from any point within the Service area. This facility will be available electronically.

10. **OPTIONS**

- 10.1 By combining the case for change outcomes and the strategy for response the Service has been able to model a number of different options to achieve the objectives of the Fire & Rescue Plan and mitigate against those risks identified in the IRMP.
- 10.2 In developing the operating model it is necessary to bring together the 4 key components of our response capability, namely staff, the duty systems they work, the appliances used and the stations from which they operate.



- 10.3 It is acknowledged that there are a myriad of combinations of these components that could be deployed, reflecting the diversity of the communities in which the service operates across the two counties. To reduce this complexity and ensure full focus on the response to risk, the operating model options are based fully on data and risk modelling. A Life Risk modelling tool is used to understand what impact changes to our response arrangements might have on the service-wide life risk from dwelling fires and RTCs. Our modelling tool, which is based on the FSEC<sup>1</sup> algorithms, divides the Service Area into 5605 Output Areas<sup>2</sup>.
- 10.4 For Dwelling Fires, an underlying Risk based on the incident history and population demographic is determined for each Output Area. The Risk is expressed as a Casualty Rate (Casualties per annum in each Output Area).
- 10.5 The Response times of the first two attending fire engines are determined using the sum of the turnout time plus the calculated drive time to the centre of population in the Output Area for each vehicle.
- 10.6 The Fatality Relationship is an algorithm representing a “survivability curve” that correlates the likelihood of a casualty becoming a fatality with attendance time. This is expressed as a Fatality Rate (Fatalities per annum for the Output Area).

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<sup>1</sup> FSEC, the Fire Services Emergency Cover Toolkit, uses Algorithms for survivability last updated in 2012

<sup>2</sup> An Output Area is a Census defined geographical area comprising approx. 110-140 households

- 10.7 The sum of the Fatality Rates for all 5605 Output Areas provides a Dwellings Fatality Rate figure for the whole Service Area.
- 10.8 A similar method is used to calculate the RTC fatality rate in each of the 5605 Output Areas but this is based on the attendance time of the first responding fire engine. We can then compare different response models and assess their impact on life risk from both Fires and RTCs. This can then be expressed as the number of years to pass before an extra fatality occurs due to the change in resource allocation.
- 10.9 Incident data tables for all stations are presented at Appendix A of this report.
- 10.10 A long list of options was produced that weighted potential operating models with regards to the key drivers for change, namely risk (both dwelling fires and RTCs), the desire to increase prevention and protection activity, the need to improve our performance and the financial challenge.
- 10.11 This long list was pressure tested by officers and subjected to scrutiny by the public through the pre consultation exercise carried out in early June.
- 10.12 These tests provided the following outcomes:
- Maintaining the existing model was not possible without significant investment. This would only be possible by an increase in council tax precept above the pre-determined limit of 3% which would require the Authority to undertake a public referendum. The estimated cost of such a referendum would be £2.3 million. Given that the results of the referendum would not guarantee an overall positive response for an increase in council tax or that the investment would address the over provision of resources in some areas this option is not recommended;
  - From the long list two options were considered viable both of which presented a common model of balancing the various key drivers to produce an overall aggregated beneficial outcome.
- 10.13 On this basis it has been possible to identify options that provide for the required response to risk whilst releasing resources to be reinvested/reallocated to deliver more prevention and protection activity, improve overall performance and support the delivery of a long term balanced budget.
- 10.14 The options are presented as an escalating and balanced set of outcomes in order that the minimum requirements of change are built upon in each scenario. The options for consideration are:
- Option 1 - Station closures
  - Option 2 - Station closures and removal of all third engines
  - Option 3 - Station closures, removal of all third and some second engines
  - Option 4 - Station closures, removal of all third and some second engines and change of status to day crewing
  - Option 5 - Station closures, removal of all third and some second engines, change of status to day crewing and change of status to On Call at night only for some second engines
  - Option 6 - Station closures, removal of all third and some second engines, change of status to day crewing, change of status to On Call at night only for some second engines and the introduction of day crewed roving engines

## Option 1 – Station Closures

APPLEDORE  
KINGSTON

ASHBURTON  
PORLOCK

BUDLEIGH SALTERTON  
TOPSHAM

COLYTON  
WOOLACOMBE

DATA SETS				
Station	Total incidents in station area (2018)	Incidents attended in station area by affected engine(s) (2018)	Availability of first affected engine (2018/19)	Availability of second affected engine (2018/19)
Appledore	67	6	33%	
Ashburton	61	43	81%	
Budleigh Salterton	49	15	70%	
Colyton	34	24	89%	
Kingston	12	4	64%	
Porlock	41	33	85%	
Topsham	20	(1) – 17 (2) - 3	94%	24%
Woolacombe	21	8	51%	

All of these stations are located in low risk areas for fires and road traffic collisions, the communities they serve can all be supported by neighbouring stations within a 15 minute radius and they are not required to support any special risk requirements. In addition they are all low activity stations with varying availability performance.

The outcomes of implementing this option are as follows:

Station	Closure	Engine Removed	Engine Relocated	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Appledore	Yes	Yes	No	£460,000	£41,891	328
Ashburton	Yes	Yes	No	£395,000	£42,751	335
Budleigh Salterton	Yes	Yes	No	£360,000	£58,750	460
Colyton	Yes	Yes	No	£475,000	£60,618	474
Kingston	Yes	Yes	No	£300,000	£20,959	164
Porlock	Yes	Yes	No	£450,000	£50,707	397
Topsham	Yes	Yes(1)	Yes (1) to Middlemoor	£585,000	£70,007	548
Woolacombe	Yes	Yes	No	£300,000	£41,953	328
<b>TOTAL</b>	<b>8</b>	<b>8</b>	<b>1</b>	<b>£3,325,000</b>	<b>£387,636</b>	<b>3,034</b>



## Option 2 – Station closures and removal of all third engines

In addition to the closures noted in option 1 above, there are four engines that are the third fire engine at a station.

BRIDGWATER TAUNTON TORQUAY YEOVIL

DATA SETS			
Station	Total incidents in station area (2018)	Incidents attended in station area by affected engine(s) (2018)	Availability of first affected engine (2018/19)
Bridgwater	610	30	52%
Taunton	779	24	53%
Torquay	753	3	16%
Yeovil	547	24	73%

These engines are crewed by On Call fire fighters in urban risk areas. They are the only locations where 3 engines are located due to historical reasons and do not fit the new risk profile presented in the urban areas. As such these engines are rarely used and are often unavailable and could therefore be removed from service.

The outcomes of implementing this option are as follows:

Station	Closure	Engine Removed	Engine Relocated	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Appledore	Yes	Yes	No	£460,000	£41,891	328
Ashburton	Yes	Yes	No	£395,000	£42,751	335
Budleigh Salterton	Yes	Yes	No	£360,000	£58,750	460
Colyton	Yes	Yes	No	£475,000	£60,618	474
Kingston	Yes	Yes	No	£300,000	£20,959	164
Porlock	Yes	Yes	No	£450,000	£50,707	397
Topsham	Yes	Yes(1)	Yes (1) to Middlemoor	£585,000	£70,007	548
Woolacombe	Yes	Yes	No	£300,000	£41,953	328
Bridgwater	No	Yes	No	£300,000	£44,315	347
Taunton	No	Yes	No	£300,000	£42,658	334
Torquay	No	Yes	No	£300,000	£21,987	172
Yeovil	No	Yes	No	£300,000	£47,608	373
<b>TOTAL</b>	<b>8</b>	<b>12</b>	<b>1</b>	<b>£4,525,000</b>	<b>£544,204</b>	<b>4,260</b>

### Option 3 – Station closures, removal of all third engines and removal of some second engines

In addition to the details noted in option 2 there are four engines that are the second fire engine at a station.

CREDITON      MARTOCK      LYNTON      TOTNES

DATA SETS			
Station	Total incidents in station area (2018)	Incidents attended in station area by affected engine(s) (2018)	Availability of first affected engine (2018/19)
Crediton	102	5	4%
Martock	103	20	43%
Lynton	32	8	19%
Totnes	169	16	14%

These second engines have also been identified as not contributing to the overall risk reduction profile across Devon and Somerset. These engines are all crewed by On Call firefighters in low risk areas. Removal of these engines will still leave an engine at the station providing the correct level of response for the risks faced by the local communities. These engines are not active and suffer from low availability.

The outcomes of implementing this option are as follows:

Station	Closure	Engine Removed	Engine Relocated	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Appledore	Yes	Yes	No	£460,000	£41,891	328
Ashburton	Yes	Yes	No	£395,000	£42,751	335
Budleigh Salterton	Yes	Yes	No	£360,000	£58,750	460
Colyton	Yes	Yes	No	£475,000	£60,618	474
Kingston	Yes	Yes	No	£300,000	£20,959	164
Porlock	Yes	Yes	No	£450,000	£50,707	397
Topsham	Yes	Yes(1)	Yes (1) to Middlemoor	£585,000	£70,007	548
Woolacombe	Yes	Yes	No	£300,000	£41,953	328
Bridgwater	No	Yes	No	£300,000	£44,315	347
Taunton	No	Yes	No	£300,000	£42,658	334
Torquay	No	Yes	No	£300,000	£21,987	172

Station	Closure	Engine Removed	Engine Relocated	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Yeovil	No	Yes	No	£300,000	£47,608	373
Crediton	No	Yes	No	£300,000	£15,074	118
Lynton	No	Yes	No	£300,000	£26,143	205
Martock	No	Yes	No	£300,000	£36,378	285
Totnes	No	Yes	No	£300,000	£39,295	308
TOTAL	8	16	1	£5,725,000	£661,094	5,176

**Option 4 – Station closures, removal of all third and some second engines and change of status to day crewing with On Call at night**

In addition to the details noted in option 3 there are three wholetime stations that could be crewed on a day duty basis.

BARNSTAPLE EXMOUTH PAIGNTON

The change of status at these 3 existing wholetime stations from 24/7 cover to day duty cover better reflects the risk profile of those areas in comparison to other large towns in Devon and Somerset that are covered by On Call firefighters. This is further reflected in the demand for resources on these stations which in some cases is less than that of an On Call station meaning that the current provision is not efficient.

The outcomes of implementing this option are as follows:

Station	Closure	Engine Removed	Engine Relocated/ Status Change	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Appledore	Yes	Yes	No	£460,000	£41,891	328
Ashburton	Yes	Yes	No	£395,000	£42,751	335
Budleigh Salterton	Yes	Yes	No	£360,000	£58,750	460
Colyton	Yes	Yes	No	£475,000	£60,618	474
Kingston	Yes	Yes	No	£300,000	£20,959	164
Porlock	Yes	Yes	No	£450,000	£50,707	397
Topsham	Yes	Yes(1)	Yes (1) to Middlemoor	£585,000	£70,007	548
Woolacombe	Yes	Yes	No	£300,000	£41,953	328
Bridgwater	No	Yes	No	£300,000	£44,315	347
Taunton	No	Yes	No	£300,000	£42,658	334
Torquay	No	Yes	No	£300,000	£21,987	172
Yeovil	No	Yes	No	£300,000	£47,608	373
Crediton	No	Yes	No	£300,000	£15,074	118
Lynton	No	Yes	No	£300,000	£26,143	205
Martock	No	Yes	No	£300,000	£36,378	285
Totnes	No	Yes	No	£300,000	£39,295	308

Station	Closure	Engine Removed	Engine Relocated/ Status Change	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Barnstaple	No	No	Yes to day crewed	£0	£732,844	0
Exmouth	No	No	Yes to day crewed	£0	£606,557	0
Paignton	No	No	Yes to day crewed	£0	£579,052	0
TOTAL	8	16	4	£5,725,000	£2,579,547	5,176

**Option 5 – Station closures, removal of all third and some second engines, change of status to day crewing and change of status to On Call at night only**

In addition to the details noted in option 4 there are 14 engines that are the second fire engine at a station that are not required to provide cover during the day.

BRIXHAM                      CHARD                      DARTMOUTH                      FROME                      HONITON  
 ILFRACOMBE                      OKEHAMPTON                      SIDMOUTH                      TAVISTOCK                      TEIGNMOUTH  
 TIVERTON                      WELLINGTON                      WELLS                      WILLITON

Further risk profiling indicates that dwelling fire risk in particular increases in the evening and overnight when people are in their homes. Where the predominant risk is of this nature the provision of a second engine on certain stations during the day is not necessary. The first engine in these identified 14 locations will continue to be available 24 hours per day.

The outcomes of implementing this option are as follows:

Station	Closure	Engine Removed	Engine Relocated/ Status Change	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Appledore	Yes	Yes	No	£460,000	£41,891	328
Ashburton	Yes	Yes	No	£395,000	£42,751	335
Budleigh Salterton	Yes	Yes	No	£360,000	£58,750	460
Colyton	Yes	Yes	No	£475,000	£60,618	474
Kingston	Yes	Yes	No	£300,000	£20,959	164
Porlock	Yes	Yes	No	£450,000	£50,707	397
Topsham	Yes	Yes(1)	Yes (1) to Middlemoor	£585,000	£70,007	548
Woolacombe	Yes	Yes	No	£300,000	£41,953	328
Bridgwater	No	Yes	No	£300,000	£44,315	347
Taunton	No	Yes	No	£300,000	£42,658	334
Torquay	No	Yes	No	£300,000	£21,987	172
Yeovil	No	Yes	No	£300,000	£47,608	373
Crediton	No	Yes	No	£300,000	£15,074	118
Lynton	No	Yes	No	£300,000	£26,143	205
Martock	No	Yes	No	£300,000	£36,378	285
Totnes	No	Yes	No	£300,000	£39,295	308

Station	Closure	Engine Removed	Engine Relocated/ Status Change	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Barnstaple	No	No	Yes 1 to day crewed	£0	£732,844	0
Exmouth	No	No	Yes 1 to day crewed	£0	£606,557	0
Paignton	No	No	Yes 1 to day crewed	£0	£579,052	0
Brixham	No	No	Yes 1 to night cover only	£0	£25,737	201
Chard	No	No	Yes 1 to night cover only	£0	£27,059	212
Dartmouth	No	No	Yes 1 to night cover only	£0	£20,206	158
Frome	No	No	Yes 1 to night cover only	£0	£31,782	249
Honiton	No	No	Yes 1 to night cover only	£0	£26,173	205
Ilfracombe	No	No	Yes 1 to night cover only	£0	£15,816	124
Okehampton	No	No	Yes 1 to night cover only	£0	£25,736	201
Sidmouth	No	No	Yes 1 to night cover only	£0	£23,171	181
Tavistock	No	No	Yes 1 to night cover only	£0	£24,089	189
Teignmouth	No	No	Yes 1 to night cover only	£0	£15,246	119
Tiverton	No	No	Yes 1 to night cover only	£0	£23,349	183
Wellington	No	No	Yes 1 to night cover only	£0	£32,027	251
Wells	No	No	Yes 1 to night cover only	£0	£29,646	232

Station	Closure	Engine Removed	Engine Relocated/ Status Change	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Williton	No	No	Yes 1 to night cover only	£0	£25,613	200
TOTAL	8	16	18	£5,725,000	£2,925,197	7,881



**Option 6 - Station closures, removal of all third and some second engines, change of status to day crewing with On Call at night, change of status to On Call at night only for some second engines and the introduction of whole time day crewed roving engines**

This option aggregates all of the previous and supports an investment in resources by the provision of 6 roving day duty engines to mitigate against the minimal increased risk already identified and deliver increases in prevention and protection work. It will further support improvement to the emergency response standard and provide a better guarantee of availability across Devon and Somerset.

It is envisaged that these engines will be deployed on a daily basis to undertake work in higher risk areas anywhere in the two counties and support On Call station availability where required. Introducing this model will result in a positive impact by increasing the number of years before any further fatalities occur.

Implementing this option requires significant reinvestment (circa £2m) of the savings identified in previous options.

The benefits of this option are:

- A flexible approach using wholtime firefighters that would provide operational cover where there is risk and demand.
- Improved reliability of operational response cover in rural areas.
- Opportunity to undertake risk based preventative work in rural areas not currently covered with full time staff.
- Will provide additional full time operational cover during the working daytime hours when On Call cover is less reliable.
- Will reduce community risk whilst providing greater operational resilience.

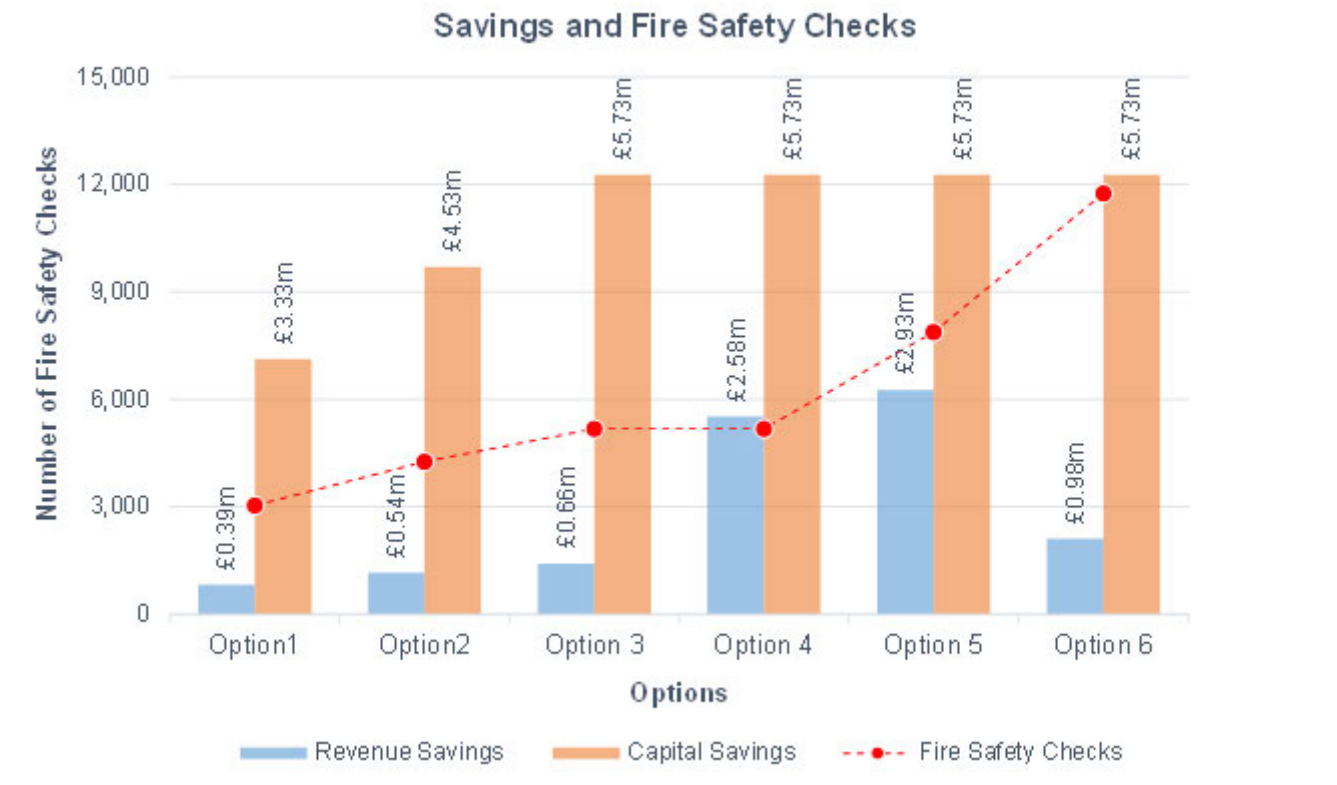
The outcomes of implementing this option are as follows:

Station	Closure	Engine Removed	Engine Relocated/ Status Change	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Appledore	Yes	Yes	No	£460,000	£41,891	328
Ashburton	Yes	Yes	No	£395,000	£42,751	335
Budleigh Salterton	Yes	Yes	No	£360,000	£58,750	460
Colyton	Yes	Yes	No	£475,000	£60,618	474
Kingston	Yes	Yes	No	£300,000	£20,959	164
Porlock	Yes	Yes	No	£450,000	£50,707	397
Topsham	Yes	Yes(1)	Yes (1) to Middlemoor	£585,000	£70,007	548
Woolacombe	Yes	Yes	No	£300,000	£41,953	328

Station	Closure	Engine Removed	Engine Relocated/ Status Change	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Bridgwater	No	Yes	No	£300,000	£44,315	347
Taunton	No	Yes	No	£300,000	£42,658	334
Torquay	No	Yes	No	£300,000	£21,987	172
Yeovil	No	Yes	No	£300,000	£47,608	373
Crediton	No	Yes	No	£300,000	£15,074	118
Lynton	No	Yes	No	£300,000	£26,143	205
Martock	No	Yes	No	£300,000	£36,378	285
Totnes	No	Yes	No	£300,000	£39,295	308
Barnstaple	No	No,	Yes 1 to day crewed	£0	£732,844	0
Exmouth	No	No	Yes 1 to day crewed	£0	£606,557	0
Paignton	No	No	Yes 1 to day crewed	£0	£579,052	0
Brixham	No	No	Yes 1 to night cover only	£0	£25,737	201
Chard	No	No	Yes 1 to night cover only	£0	£27,059	212
Dartmouth	No	No	Yes 1 to night cover only	£0	£20,206	158
Frome	No	No	Yes 1 to night cover only	£0	£31,782	249
Honiton	No	No	Yes 1 to night cover only	£0	£26,173	205
Ilfracombe	No	No	Yes 1 to night cover only	£0	£15,816	124
Okehampton	No	No	Yes 1 to night cover only	£0	£25,736	201
Sidmouth	No	No	Yes 1 to night cover only	£0	£23,171	181

Station	Closure	Engine Removed	Engine Relocated/ Status Change	Capital Savings (Estate and Fleet)	Revenue Savings (not including On Call salaries)	Potential increase in number of Fire Safety Checks
Tavistock	No	No	Yes 1 to night cover only	£0	£24,089	189
Teignmouth	No	No	Yes 1 to night cover only	£0	£15,246	119
Tiverton	No	No	Yes 1 to night cover only	£0	£23,349	183
Wellington	No	No	Yes 1 to night cover only	£0	£32,027	251
Wells	No	No	Yes 1 to night cover only	£0	£29,646	232
Williton	No	No	Yes 1 to night cover only	£0	£25,613	200
Variable	No	No	Roving Engine	£0	(£323,400)	645
Variable	No	No	Roving Engine	£0	(£323,400)	645
Variable	No	No	Roving Engine	£0	(£323,400)	645
Variable	No	No	Roving Engine	£0	(£323,400)	645
Variable	No	No	Roving Engine	£0	(£323,400)	645
Variable	No	No	Roving Engine	£0	(£323,400)	645
TOTAL	8	16	18	£5,725,000	£984,797	11,751

10.15 Graphically the correlation between savings and the increased amount of protection activity this could generate is shown below. It should be noted that the introduction of the roving engines at Option 6 reduces the overall revenue saving through the reallocation of the wholetime firefighter posts removed in options 4 and 5 but at the same time increases the capacity for protection activity and supports a flexible response to emergency incidents.



## 11. **IMPLEMENTATION CONSIDERATIONS**

11.1 Where stations are closed and/or engines removed this would result in a reduced need for a number of On Call firefighters. We aim to provide alternative options for the On Call staff affected which will include: relocation, redeployment to suitable alternative roles/locations and voluntary redundancy. At this stage, we cannot rule out compulsory redundancies but would be sensitive to the needs to our staff and would seek to explore options with representative bodies including as to the timing of any such changes. We may also be able to retrain On Call staff affected to support us delivering the significant increase in prevention work.

11.2 A significant sum of the savings are intended to be reinvested into increasing prevention and protection activity. This increase is indicated by the potential extra numbers of Fire Safety Checks that could be carried out annually. Those areas that have had a fire station closure or fire engine removed would be the priority for this activity and within these areas we will identify those at highest risk whom we would target for an intervention.

11.3 Under options 4 and 5 the introduction of day crewing at existing wholetime stations would see a removal of 46 wholetime firefighter posts. We would seek to realise these savings through natural turnover and voluntary redundancy only.

- 11.4 Option 6 allows us to maintain wholetime firefighter full time equivalent (FTE) posts at the same level as at today and would mean we would not remove the 46 whole time firefighter posts outlined in option 4 & 5. These firefighters will support the new delivery model across the whole of Devon and Somerset area in specific engines that will move as the risk moves from location to location and at different times of the day. This will assist us to provide better coverage across the whole of the service area, especially during the day when On Call cover is less reliable. Whilst firefighters are crewing response vehicles, they will undertake additional prevention and protection activity. This model will also give us the flexibility should we need to support the revised arrangements in Barnstaple, Exmouth and Paignton, we will still be able to do so by allocating staff to provide emergency cover when the risk requires it. We would adopt a phased approach where removal of whole time staff would be undertaken once we have sufficient On Call staff on the stations affected if this is not already the case.
- 11.5 It should be noted that whilst Option 6 provides for the same number of whole time firefighters as today, it will have the effect of reducing the number of whole time staff available at night when On Call cover is more reliable. It will increase the number of whole time firefighters during the day when most of our prevention and protection arrangements are undertaken and when our On Call model is less reliable.
- 11.6 Currently we have 13 of our 121 fire engines (10.7%) crewed by whole time staff (FTE). In Option 6, we will have 19 of 105 (18%) of our fire engines crewed by wholetime staff (FTE) during the day when On Call cover is less reliable. We will have 10 of 105 (9.5%) at night when On Call cover is more reliable.

## 12. **CONCLUSION**

- 12.1 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, supported by the organisational risk analysis detailed in the Fire and Rescue Plan it has been identified that changes to the current Service Delivery Operating Model are required.
- 12.2 The design criteria for the new operating model are predicated on reallocating existing resources to provide a better service for the citizens of Devon and Somerset whilst investing in the staff of DSFRS now and in the future.
- 12.3 A detailed risk modelling process has identified an over provision of resource to the extent that 17 engines could be removed from the existing fleet of 121 and 8 stations could be closed without any significant impact on the risks faced by the community.
- 12.4 In addition to this, 3 stations could change status from having whole time staff on both day and night shifts, to crewing with whole time staff during the day only with On Call staff providing cover for the night shift. Another 14 fire engines could have availability varied to align to risk, again all without significant impact.
- 12.5 In analysing the changing risk across Devon and Somerset the Service has recognised the requirement for increased protection activity and the need to provide a more flexible response to changes in risk that can occur daily and seasonally. Therefore, reallocating the resources released by making the changes noted above will preferably be made on a dynamic basis by using day duty roving engines which will truly support an effective and efficient model.
- 12.6 The introduction of these roving engines will enable targeted risk reduction activity for communities most at risk along with an increase in the guaranteed availability of incident response engines during the day.

12.7 It is important to recognise that these changes will have an impact on staff and the Service is mindful to ensure that the people who deliver the fire and rescue service to the communities of Devon and Somerset are supported throughout this process.

12.8 In order to progress these changes there will be a requirement for the public to be consulted on the proposals in comparison to our existing arrangements.

13. **RECOMMENDATION**

13.1 That the Authority be recommended to approve the options identified below for the purposes of public consultation:

Option 1 - Station closures

Option 2 - Station closures and removal of all third engines

Option 3 - Station closures, removal of all third and some second engines

Option 4 - Station closures, removal of all third and some second engines and change of status to day crewing

Option 5 - Station closures, removal of all third and some second engines, change of status today crewing with a change of status to On Call at night

Option 6 - Station closures, removal of all third and some second engines, change of status to day crewing with a change of status to On Call at night, change of status to some additional second engines to become On Call at night only and the introduction of day crewed wholtime roving engines

13.2 Following the consultation period, the Authority will be asked to determine which, if any, of the options be progressed to implementation which would commence in 2020.

**ACFO PETE BOND**  
**Director of Service Improvement**

DATA TABLES

Urban Area: Five-Year Averages – 01/04/2014 to 31/04/2019

Location			Incidents on station grounds											Pump Attendances		
Station Name	Station Number	Community	Overview			Fires				False Alarm	Special Service			All by station's pumps	On own station ground	On own station ground (%)
			All incidents five-year average	All incidents excluding co-responder	Co-responder	All	Primary	Primary: Dwelling	Secondary	False Alarms	Special Service Calls	RTC	Flooding			
Greenbank	1*	Urban Area	878.6	878.6	0	245	104.6	56.6	140.4	361.4	271.8	21.6	24.6	1424.8	974.2	68.4%
Danes Castle	1*	Urban Area	832.6	830.8	1.8	198.8	126.4	56.6	72.4	385	248.4	29.2	14.8	1090.6	849.4	77.9%
Torquay	1*	Urban Area	744.8	744.8	0	207.8	111	59	96.8	306.8	230	36	15.8	919.8	776.4	84.4%
Crownhill	1*	Urban Area	742	741.8	0.2	227	100.6	43	126.4	337.4	177.4	28.6	9	878.4	680.6	77.5%
Taunton	1*	Urban Area	734	733.4	0.6	227.8	132.8	56.6	95	284.6	221.6	65.4	8.4	1038.8	901.8	86.8%
Bridgwater	1*	Urban Area	584.2	577.6	6.6	160	88.2	38	71.8	231.8	192.4	56	8	774.4	666	86.0%
Middlemoor	1*	Urban Area	537.6	535.8	1.8	144.2	91.2	33	53	239.6	153.8	51	8.8	724.4	444	61.3%
Camels Head	1*	Urban Area	491.6	491.2	0.4	162.8	85.2	50.4	77.6	178.6	150.2	16.6	11.8	638	390.2	61.2%
Yeovil	1*	Urban Area	471.6	471.6	0	139.6	78.6	34.8	61	191	141	46.8	7.4	674.2	569	84.4%
Plympton	1*	Urban Area	218.4	204.4	14	57.8	34.8	12	23	87.8	72.4	18.6	3	170.6	135.8	79.6%
Plymstock	1*	Urban Area	185.8	185	0.8	48.4	27.4	12	21	76.8	60.6	12.6	2.6	165.4	123.8	74.8%

Urban Area: Incidents on station ground – 01/01/2018 to 31/12/2018

Location			Incidents on Station Ground											
Station Name	Station Number	Community	Number attended				Number attended by home station				Percentage attended by home station			
			All excluding co-responder	Fires	Dwelling Fires	RTC	All excluding co-responder	Fires	Dwelling Fires	RTCs	All excluding co-responder %	Fires (%)	Dwelling Fires (%)	RTCs(%)
Danes Castle	1*	Urban Area	966	188	51	21	894	178	51	17	93%	95%	100%	81%
Greenbank		Urban Area	935	237	55	13	848	215	49	12	91%	91%	89%	92%
Crownhill		Urban Area	891	257	36	22	721	198	33	19	81%	77%	92%	86%
Taunton		Urban Area	779	255	68	46	748	250	66	41	96%	98%	97%	89%
Torquay		Urban Area	753	201	58	29	697	190	58	24	93%	95%	100%	83%
Middlemoor		Urban Area	621	166	38	53	491	140	34	36	79%	84%	89%	68%
Bridgwater		Urban Area	610	173	49	33	588	168	48	30	96%	97%	98%	91%
Yeovil		Urban Area	547	164	36	32	524	155	34	25	96%	95%	94%	78%
Camels Head		Urban Area	533	155	45	10	408	133	40	9	77%	86%	89%	90%
Plympton		Urban Area	240	67	15	16	153	38	10	10	64%	57%	67%	63%
Plymstock		Urban Area	197	52	10	8	143	42	9	7	73%	81%	90%	88%

Large Town: Five-Year Averages – 01/04/2014 to 31/04/2019

Location			Incidents on station grounds											Pump Attendances		
			Overview			Fires				False Alarm	Special Service					
Station Name	Station Number	Community	All incidents five-year average	All incidents excluding co-responder	Co-responder	All	Primary	Primary: Dwelling	Secondary	False Alarms	Special Service Calls	RTC	Flooding	All by station's pumps	On own station ground	On own station ground (%)
Paignton	1*	Large Town	461.4	461.4	0	132.6	65.8	36.2	66.8	175.6	153.2	24.2	12	722.4	505	69.9%
Barnstaple	1*	Large Town	382	381.8	0.2	87.6	49	22.8	38.6	171	123.4	23.6	6.6	516.2	429.8	83.3%
Newton Abbot	1*	Large Town	360.6	360	0.6	102.2	62.4	27	39.8	150.6	107.6	23.8	5.8	563.6	442.4	78.5%
Frome	1*	Large Town	307	307	0	120.2	54.6	19.6	65.6	103.4	83.4	32.4	4.4	349.6	333.8	95.5%
Exmouth	1*	Large Town	297.6	297.6	0	84.6	46.8	27.8	37.8	120	93	16.4	7.2	398.2	332	83.4%
Burnham on Sea	1*	Large Town	239.8	239	0.8	66.8	36.4	13.2	30.4	78.2	94.8	29.6	3.8	303	268.6	88.6%

Large Town: Incidents on station ground – 01/01/2018 to 31/12/2018

Location			Incidents on Station Ground											
			Number attended				Number attended by home station				Percentage attended by home station			
Station Name	Station Number	Community	All excluding co-responder	Fires	Dwelling Fires	RTC	All excluding co-responder	Fires	Dwelling Fires	RTCs	All excluding co-responder %	Fires (%)	Dwelling Fires (%)	RTCs(%)
Paignton	1*	Large Town	525	135	40	21	497	130	38	21	95%	96%	95%	100%
Barnstaple	1*	Large Town	449	94	22	15	415	93	22	15	92%	99%	100%	100%
Newton Abbot	1*	Large Town	397	112	25	15	351	105	24	14	88%	94%	96%	93%
Frome	1*	Large Town	343	150	21	27	286	130	20	20	83%	87%	95%	74%
Exmouth	1*	Large Town	313	84	23	16	295	80	23	16	94%	95%	100%	100%
Burnham on Sea	1*	Large Town	243	64	10	21	224	60	10	20	92%	94%	100%	95%



Market Town: Five-Year Averages

Location			Incidents on station grounds											Pump Attendances		
Station Name	Station Number	Community	Overview			Fires				False Alarm	Special Service			All by station's pumps	On own station ground	On own station ground (%)
			All incidents five-year average	All incidents excluding co-responder	Co-responder	All	Primary	Primary: Dwelling	Secondary	False Alarms	Special Service Calls	RTC	Flooding			
Shepton Mallet	1*	Market Town	168.2	168.2	0	56	27.6	9.6	28.4	55	57	25.2	5.2	269.4	190.4	70.7%
Cullompton		Market Town	165.8	165.8	0	48.6	31.6	8.8	17	65.8	51.2	28.6	2	178.6	144.8	81.1%
Tiverton		Market Town	164.4	164.2	0.2	55.6	35.4	16.2	20.2	59.6	49.2	10.6	2.8	269.2	194.4	72.2%
Wells		Market Town	169	162.6	6.4	38.2	17.4	6.4	20.8	71.4	59.4	22.4	2.8	249.8	187.8	75.2%
Wellington		Market Town	160.8	160.8	0	51.2	29.2	10.6	22	58.4	51.2	25.2	2.4	265.8	200.6	75.5%
Totnes		Market Town	149.2	149	0.2	45.4	27.2	13	18.2	57	46.6	12.8	5.6	185.2	148.2	80.0%
Chard		Market Town	152.2	147.2	5	55.8	37.8	17	18	53.8	42.6	14.2	2.4	245.2	170.4	69.5%
Honiton		Market Town	149.4	147	2.4	46	30	9.6	16	45.4	58	28.4	3.4	197	164.4	83.5%
Tavistock		Market Town	148	144.2	3.8	45.4	25.6	14.2	19.8	50.6	52	15	4.4	214.4	180	84.0%
Glastonbury		Market Town	134.4	134.2	0.2	51.6	29.4	10	22.2	39	43.8	11.4	4.4	197	127.4	64.7%
Bovey Tracey		Market Town	140.2	127.6	12.6	35.2	18.2	4.6	17	54.2	50.8	17.8	1.4	113.2	91.2	80.6%
Williton		Market Town	420.8	123.8	297	42.4	19.2	7.4	23.2	40.6	337.8	20	2	159.2	139.2	87.4%
Street		Market Town	121.4	121.4	0	35.2	22.2	7.8	13	46	40.2	15.2	1.6	170.4	108.2	63.5%
Wincanton		Market Town	115.8	115.8	0	37.2	22.6	9.6	14.6	47.8	30.8	16.4	1.2	136	101.2	74.4%
Cheddar		Market Town	349.2	115.4	233.8	38.2	19.8	6.2	18.4	32.8	278.2	14.4	0.8	136.8	112.8	82.5%
Okehampton		Market Town	171.2	115	56.2	32.6	20.4	4.6	12.2	42	96.4	18.8	2	208.8	147.4	70.6%
Somerton		Market Town	114.6	114.4	0.2	45	21.2	7.4	23.8	31.2	38.4	15.6	2.2	150.6	105.4	70.0%
Ivybridge		Market Town	344.8	102.6	242.2	24.2	14	5	10.2	44	276.6	16.2	1.2	117.8	81.8	69.4%
Crediton		Market Town	243.6	99.2	144.4	35.6	20.2	8.2	15.4	29.2	178.8	9.8	1.4	137.4	106.6	77.6%
Axminster		Market Town	354	98	256	29.6	15.8	6.8	13.8	35.4	288.8	11.4	2.8	120.6	87.2	72.3%
Castle Cary		Market Town	96.4	96.4	0	32.8	16.8	4.8	16	34.2	29.4	16.4	1.8	140.6	89.4	63.6%
Martock		Market Town	95.8	95.8	0	34.4	21	6.2	13.4	28.4	33	13.6	1.2	147	95.4	64.9%
Ilminster		Market Town	92.6	92.6	0	27	12.8	3.8	14.2	30.8	34.8	17.2	2.2	119.8	81.2	67.8%
Crewkerne		Market Town	89.8	89.8	0	27.8	15.4	5.4	12.4	33.4	28.6	12.4	1	110.6	82.6	74.7%
Holsworthy		Market Town	245	86.2	158.8	33.8	20.4	5.8	13.4	18.8	192.4	14	1.2	89.4	78.4	87.7%
Ottery St Mary		Market Town	69.4	69.2	0.2	26.4	14	5.2	12.4	20.2	22.8	9.2	1.4	94	54.8	58.3%

Market Town: Incidents on station ground – 01/01/2018 to 31/12/2018

Location			Incidents on Station Ground											
Station Name	Station Number	Community	Number attended				Number attended by home station				Percentage attended by home station			
			All excluding co-responder	Fires	Dwelling Fires	RTC	All excluding co-responder	Fires	Dwelling Fires	RTCs	All excluding co-responder (%)	Fires (%)	Dwelling Fires (%)	RTCs(%)
Wells	1 *	Market Town	191	49	10	26	176	47	10	22	92%	96%	100%	85%
Shepton Mallet		Market Town	181	63	12	22	173	61	12	21	96%	97%	100%	95%
Tiverton		Market Town	179	54	12	11	162	47	10	10	91%	87%	83%	91%
Cullompton		Market Town	178	53	5	27	135	42	4	17	76%	79%	80%	63%
Totnes		Market Town	169	44	19	10	153	41	18	7	91%	93%	95%	70%
Tavistock		Market Town	164	48	17	11	151	45	17	11	92%	94%	100%	100%
Wellington		Market Town	155	57	11	11	145	55	11	10	94%	96%	100%	91%
Chard		Market Town	149	62	17	8	141	57	16	7	95%	92%	94%	88%
Glastonbury		Market Town	143	64	14	9	134	63	14	8	94%	98%	100%	89%
Bovey Tracey		Market Town	141	41	4	15	100	29	3	6	71%	71%	75%	40%
Okehampton		Market Town	140	35	2	27	130	33	2	24	93%	94%	100%	89%
Honiton		Market Town	139	51	7	21	121	43	7	18	87%	84%	100%	86%
Cheddar		Market Town	135	48	6	15	122	42	5	13	90%	88%	83%	87%
Somerton		Market Town	127	45	2	15	106	37	2	12	83%	82%	100%	80%
Williton		Market Town	126	45	6	4	118	38	5	4	94%	84%	83%	100%
Wincanton		Market Town	121	40	10	13	94	35	9	9	78%	88%	90%	69%
Axminster		Market Town	115	33	6	11	102	31	5	8	89%	94%	83%	73%
Street		Market Town	108	29	6	12	92	24	4	10	85%	83%	67%	83%
Holsworthy		Market Town	104	39	5	12	86	32	5	11	83%	82%	100%	92%
Martock		Market Town	103	32	3	13	81	27	3	8	79%	84%	100%	62%
Crediton		Market Town	102	36	13	6	85	30	11	5	83%	83%	85%	83%
Ivybridge		Market Town	101	24	4	8	85	23	4	7	84%	96%	100%	88%
Castle Cary		Market Town	97	34	3	16	82	30	2	14	85%	88%	67%	88%
Ilminster		Market Town	93	29	4	11	74	25	3	7	80%	86%	75%	64%
Crewkerne		Market Town	84	19	4	7	69	17	3	7	82%	89%	75%	100%
Ottery St Mary		Market Town	80	41	9	6	63	35	9	3	79%	85%	100%	50%

Coastal Town: Five-Year Averages

Location			Incidents on station grounds											Pump Attendances		
Station Name	Station Number	Community	Overview			Fires				False Alarm	Special Service			All by station's pumps	On own station ground	On own station ground (%)
			All incidents five-year average	All incidents excluding co-responder	Co-responder	All	Primary	Primary: Dwelling	Secondary	False Alarms	Special Service Calls	RTC	Flooding			
Bideford	1*	Coastal Town	181.8	181.4	0.4	53.2	29.6	14.6	23.6	67.6	61	10.4	4	326.4	213.4	65.4%
Teignmouth	1*	Coastal Town	384.2	168	216.2	49.6	30.2	17.6	19.4	62.2	272.2	15.8	4.6	287	201.8	70.3%
Dawlish	1*	Coastal Town	547.8	138.2	409.6	41.6	24	10.8	17.6	55.8	450.4	6.8	2.8	137.2	122.2	89.1%
Brixham	1*	Coastal Town	138	138	0	39	20	10	19	58	41	5.6	2.8	165.2	144.2	87.3%
Ilfracombe	1*	Coastal Town	159.2	125.6	33.6	32.6	17.2	8.2	15.4	46.6	80	8.4	2	169.2	144	85.1%
Minehead	1*	Coastal Town	213	120.2	92.8	40.8	21.6	10.8	19.2	41.6	130.6	11.2	2.4	205.6	153.2	74.5%
Sidmouth	1*	Coastal Town	124.6	109.8	14.8	25.2	14.4	6.2	10.8	45.2	54.2	12.6	3.2	164.2	127.2	77.5%
Kingsbridge	1*	Coastal Town	100.8	100.8	0	34.2	15.6	7.8	18.6	33.4	33.2	9.2	4.4	114	87.4	76.7%
Dartmouth	1*	Coastal Town	99.6	99.6	0	20.8	12.8	7.2	8	41.4	37.4	8	2.4	130	108	83.1%
Appledore	1*	Coastal Town	66.6	66.2	0.4	16.8	10.8	7	6	32	17.8	2	2.4	29.6	16.6	56.1%
Seaton	1*	Coastal Town	431.6	60.2	371.4	18	10.6	5.2	7.4	19.2	394.4	5.8	0.8	71	51	71.8%
Braunton	1*	Coastal Town	56.2	52.8	3.4	18.4	10.4	3.8	8	17.4	20.4	3.2	0.8	58.8	40	68.0%
Budleigh Salterton	1*	Coastal Town	42.8	42.4	0.4	11.8	7.4	4.4	4.4	13.8	17.2	3.2	0.6	34.8	16.4	47.1%

Coastal Town: Incidents on station ground – 01/01/2018 to 31/12/2018

Location			Incidents on Station Ground											
Station Name	Station Number	Community	Number attended				Number attended by home station				Percentage attended by home station			
			All excluding co-responder	Fires	Dwelling Fires	RTC	All excluding co-responder	Fires	Dwelling Fires	RTCs	All excluding co-responder (%)	Fires (%)	Dwelling Fires (%)	RTCs(%)
Bideford	1*	Coastal Town	225	67	17	8	211	62	17	8	94%	93%	100%	100%
Teignmouth		Coastal Town	162	54	19	5	151	51	19	4	93%	94%	100%	80%
Brixham		Coastal Town	152	39	11	4	129	37	11	3	85%	95%	100%	75%
Ilfracombe		Coastal Town	145	33	9	8	135	31	8	5	93%	94%	89%	63%
Minehead		Coastal Town	144	47	14	8	137	47	14	8	95%	100%	100%	100%
Dawlish		Coastal Town	143	46	14	5	115	35	12	4	80%	76%	86%	80%
Dartmouth		Coastal Town	128	27	6	6	117	25	6	4	91%	93%	100%	67%
Sidmouth		Coastal Town	124	32	5	9	115	32	5	8	93%	100%	100%	89%
Kingsbridge		Coastal Town	119	39	10	5	105	34	10	3	88%	87%	100%	60%
Braunton		Coastal Town	71	24	3	5	44	18	3	4	62%	75%	100%	80%
Appledore		Coastal Town	67	13	7	2	6	4	2	0	9%	31%	29%	0%
Seaton		Coastal Town	63	22	6	3	45	14	3	3	71%	64%	50%	100%
Budleigh Salterton		Coastal Town	49	11	4	3	15	3	2	1	31%	27%	50%	33%

Small Town: Five-Year Averages

Location			Incidents on station grounds											Pump Attendances		
			Overview			Fires				False Alarm	Special Service					
Station Name	Station Number	Community	All incidents five-year average	All incidents excluding co-responder	Co-responder	All	Primary	Primary: Dwelling	Secondary	False Alarms	Special Service Calls	RTC	Flooding	All by station's pumps	On own station ground	On own station ground (%)
South Molton	1*	Small Towns	79	78	1	30.4	18.2	7.2	12.2	20.8	27.8	11.2	3.6	122.2	73.6	60.2%
Buckfastleigh	1*	Small Towns	86	72.8	13.2	23.6	13	3.8	10.6	29.4	33	10.2	0.2	97.2	56	57.6%
Yelverton	1*	Small Towns	75.4	67	8.4	21.2	8.4	3.2	12.8	28.2	26	6.8	0.8	98.2	61.8	62.9%
Torrington	1*	Small Towns	68.4	64.8	3.6	24.6	12.6	4.6	12	14.4	29.4	12.4	1.2	81.4	57	70.0%
Ashburton	1*	Small Towns	56.4	55.8	0.6	19.6	10.4	3.2	9.2	21.6	15.2	6.2	1.2	109.6	45.8	41.8%
North Tawton	1*	Small Towns	72.2	45.8	26.4	18.2	11.2	3.2	7	13	41	7.2	0.6	86.6	44.2	51.0%
Hatherleigh	1*	Small Towns	179.4	43.8	135.6	19.8	11.2	2.4	8.6	9.8	149.8	5.8	1.2	88.4	43.6	49.3%
Chulmleigh	1*	Small Towns	68	42.2	25.8	17	9	3	8	11.4	39.6	6.6	0.4	51.6	33.8	65.5%
Nether Stowey	1*	Small Towns	108	38.8	69.2	18.2	7	2	11.2	8.4	81.4	7.2	0.6	45.2	29.4	65.0%
Dulverton	1*	Small Towns	91	38.6	52.4	18.8	6.2	1.6	12.6	9.2	63	5.6	0.4	37.4	27.4	73.3%
Colyton	1*	Small Towns	140.8	33	107.8	10	6	2.4	4	10	120.8	5.4	0.8	70	25.2	36.0%
Wiveliscombe	1*	Small Towns	32	31.8	0.2	16.8	6.4	1.6	10.4	7	8.2	4.2	0.2	47.6	29.6	62.2%
Witheridge	1*	Small Towns	32.6	29.8	2.8	11	6.8	1.4	4.2	7.2	14.4	6	0.6	48.2	23.6	49.0%
Moretonhampstead	1*	Small Towns	78.2	26.2	52	11.8	5.2	1.2	6.6	7.4	59	4	0.2	47.4	21.6	45.6%
Bampton	1*	Small Towns	24.4	22.6	1.8	13	6.4	2.4	6.6	3.6	7.8	2.4	0.8	42	18.2	43.3%
Bere Alston	1*	Small Towns	15.2	15.2	0	5.8	2.4	1.4	3.4	4.4	5	2.6	0.2	21.8	12.8	58.7%

Small Town: Incidents on station ground – 01/01/2018 to 31/12/2018

Location			Incidents on Station Ground											
			Number attended				Number attended by home station				Percentage attended by home station			
Station Name	Station Number	Community	All excluding co-responder	Fires	Dwelling Fires	RTC	All excluding co-responder	Fires	Dwelling Fires	RTCs	All excluding co-responder (%)	Fires (%)	Dwelling Fires (%)	RTCs (%)
South Molton	1*	Small Towns	96	32	2	14	79	26	1	11	82%	81%	50%	79%
Buckfastleigh	1*	Small Towns	73	19	2	9	40	9	1	7	55%	47%	50%	78%
Torrington		Small Towns	67	24	3	14	59	22	3	12	88%	92%	100%	86%
Ashburton		Small Towns	61	23	7	4	43	15	5	4	70%	65%	71%	100%
Yelverton		Small Towns	55	17	2	2	48	16	2	2	87%	94%	100%	100%
Chulmleigh		Small Towns	46	19	5	5	34	16	5	4	74%	84%	100%	80%
Nether Stowey		Small Towns	45	29	2	2	28	20	1	0	62%	69%	50%	0%
Hatherleigh		Small Towns	40	20	3	5	36	19	3	4	90%	95%	100%	80%
Dulverton		Small Towns	40	25	1	6	21	13	1	3	53%	52%	100%	50%
North Tawton		Small Towns	39	11	1	4	30	9	1	3	77%	82%	100%	75%
Witheridge		Small Towns	37	17	3	7	26	15	3	3	70%	88%	100%	43%
Wiveliscombe		Small Towns	35	15	1	5	28	14	1	4	80%	93%	100%	80%
Colyton		Small Towns	34	11	2	2	24	8	2	1	71%	73%	100%	50%
Moretonhampstead		Small Towns	23	4	1	5	20	4	1	3	87%	100%	100%	60%
Bampton		Small Towns	15	8	0	1	7	2	0	0	47%	25%	--	0%
Bere Alston		Small Towns	11	3	1	0	11	3	1	0	100%	100%	100%	--

## Smaller Communities: Five-Year Averages

Location			Incidents on station grounds											Pump Attendances		
Station Name	Station Number	Community	Overview			Fires				False Alarm	Special Service			All by station's pumps	On own station ground	On own station ground (%)
			All incidents five-year average	All incidents excluding co-responder	Co-responder	All	Primary	Primary: Dwelling	Secondary	False Alarms	Special Service Calls	RTC	Flooding			
Chagford	1*	Smaller Communities	133	56.6	76.4	18.4	10.2	2.8	8.2	20.4	94.2	12.2	0.8	64.2	40.6	63.2%
Salcombe	1*	Smaller Communities	40.2	40.2	0	7.6	4.4	1.8	3.2	21.4	11.2	2.4	0.4	49.2	29.4	59.8%
Combe Martin	1*	Smaller Communities	75.8	29.4	46.4	8.8	4.8	1.2	4	7	60	6.2	2	35.4	21.6	61.0%
Porlock	1*	Smaller Communities	64.2	28.8	35.4	10.6	2.8	2.2	7.8	10.6	43	2.6	1	35.8	23.2	64.8%
Hartland	1*	Smaller Communities	92.6	28.4	64.2	10.2	4.4	2.2	5.8	7	75.4	5.8	0.4	33.4	27.8	83.2%
Lynton	1*	Smaller Communities	82	27	55	12.2	3.4	1	8.8	3.6	66.2	4	0.4	39.4	30	76.1%
Modbury	1*	Smaller Communities	27.6	24.8	2.8	7.6	3.6	0.8	4	7.8	12.2	6	1	67.6	19.8	29.3%
Princetown	1*	Smaller Communities	55.8	22.2	33.6	11.8	5.2	0.6	6.6	4.2	39.8	2.6	0.2	17.6	12.6	71.6%
Topsham	1*	Smaller Communities	20.2	20.2	0	6	3.8	1.8	2.2	8	6.2	0.6	0.8	89	15.8	17.8%
Woolacombe	1*	Smaller Communities	56.4	14.4	42	6.2	2.2	0.6	4	2.8	47.4	1	0	20.8	9	43.3%
Kingston	1*	Smaller Communities	9	8.8	0.2	3.4	1	0.2	2.4	1.8	3.8	1.2	0.2	7.6	2.8	36.8%

## Smaller communities: Incidents on station ground – 01/01/2018 to 31/12/2018

Location			Incidents on Station Ground											
Station Name	Station Number	Community	Number attended				Number attended by home station				Percentage attended by home station			
			All excluding co-responder	Fires	Dwelling Fires	RTC	All excluding co-responder	Fires	Dwelling Fires	RTCs	All excluding co-responder (%)	Fires (%)	Dwelling Fires (%)	RTCs(%)
Chagford	1*	Smaller Communities	60	13	3	20	40	11	3	7	67%	85%	100%	35%
Salcombe		Smaller Communities	44	9	1	0	22	6	1	0	50%	67%	100%	--
Porlock		Smaller Communities	41	6	1	4	33	6	1	3	80%	100%	100%	75%
Combe Martin		Smaller Communities	40	13	1	4	13	0	0	2	33%	0%	0%	50%
Lynton		Smaller Communities	32	7	1	7	32	7	1	7	100%	100%	100%	100%
Hartland		Smaller Communities	27	7	1	7	25	7	1	7	93%	100%	100%	100%
Modbury		Smaller Communities	26	13	1	0	18	9	1	0	69%	69%	100%	--
Woolacombe		Smaller Communities	21	8	1	0	8	2	0	0	38%	25%	0%	--
Topsham		Smaller Communities	20	5	2	0	18	5	2	0	90%	100%	100%	--
Princetown		Smaller Communities	18	6	0	1	7	3	0	0	39%	50%	--	0%
Kingston		Smaller Communities	12	8	1	0	4	3	1	0	33%	38%	100%	--

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**APPENDIX B TO REPORT DSFRA/19/15**

<b>REPORT REFERENCE NO.</b>	<b>CSCPC/19/3</b>
<b>MEETING</b>	<b>COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE</b>
<b>DATE OF MEETING</b>	<b>27 JUNE 2019</b>
<b>SUBJECT OF REPORT</b>	<b>SAFER TOGETHER PROGRAMME SERVICE DELIVERY OPERATING MODEL PHASE 2 - CONSULTATION PROCESS</b>
<b>LEAD OFFICER</b>	<b>DIRECTOR OF SERVICE IMPROVEMENT</b>
<b>RECOMMENDATIONS</b>	That the report be noted.
<b>EXECUTIVE SUMMARY</b>	<p>Phase 2 of the Service Delivery Operating Model represents proposed changes to Devon &amp; Somerset Fire &amp; Rescue Service on a scale not previously seen.</p> <p>As a public service there is a moral and legal duty to consult with the public to determine their feedback on the proposed options and whether they feel there are any alternatives for consideration.</p> <p>The Service has undertaken a robust consultation methodology involving pre engagement with staff and the public, impact assessments and independent verification through a not-for profit organisation – ‘The Consultation Institute’.</p> <p>A 12 week consultation period will be undertaken on the proposed options with full stakeholder analysis indicating priority engagement. A number of public drop in sessions are arranged across Devon and Somerset and the consultation document will be available in paper and electronic formats.</p> <p>A full evaluation of the consultation responses will be carried out and a report produced to support the final decision making process on the new Service Delivery Operating Model.</p>
<b>RESOURCE IMPLICATIONS</b>	As indicated in the report
<b>EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)</b>	An ERBA and a People Impact Assessment (PIA) have been completed.
<b>APPENDICES</b>	None.
<b>LIST OF BACKGROUND PAPERS</b>	None.

## 1. **INTRODUCTION**

1.1 The nature and scale of the changes brought about by the new Service Delivery Operating Model will necessitate substantial staff and public engagement and consultation. The following details the approach, along with communication approaches that will be used.

## 2. **CONSULTATION METHODOLOGY**

2.1 In order to design a fair, transparent and robust consultation process it is important to determine the scale and impact of the proposed changes of the Service Delivery Operating Model on staff, partners, stakeholders and communities.

2.2 During February 2019, a number of workshops were undertaken to apply the 'Considering People' process, (an impact and benefits assessment process) to the shift patterns that make up part of the proposals in the phase 2 Service Delivery project and look at the impact of changing the way people work. Subsequent workshops explored the impact and benefits of the location specific proposed options on staff, stakeholders, partners and communities.

2.3 An Equality Risks and Benefits Analysis (ERBA) is an evidence based analysis tool and has been completed to ensure and evidence that Devon & Somerset Fire & Rescue Service (the Service) does not unlawfully discriminate and that it positively fosters good relations with underrepresented and excluded groups, in line with the Public Sector Equality Duty 2011.

2.4 The outcomes of the Considering People Process and ERBA highlighted the requirement to conduct a wide ranging consultation process with the aims of:

- Effectively engaging with staff, partners, stakeholders and communities
- Seeking views on the proposed service options
- Ensuring there are opportunities to influence and shape the new Service Delivery Operating Model

2.5 Business Change Managers have also been undertaking Staff Engagement sessions at various station locations to share information about the Safer Together Programme and gather feedback from staff to inform project developments.

2.6 To ensure there is sufficient time to effectively consult and engage with these key groups, a 12 week consultation process will be conducted starting on Monday 1 July 2019 and finishing on Friday 20 September 2019.

2.7 The consultation process will be framed around a set of proposed options for the new Service Delivery Operating Model which have been developed following previous involvement and engagement with staff and stakeholders. Respondents will be asked to indicate their level of agreement for each of the proposed options, have the opportunity to highlight alternative options and provide a rationale for their response.

2.8 A range of engagement methods will be employed to maximise opportunities for staff, partners, stakeholders and communities to put forward their views, these will include:



### *Consultation Document*

- 2.9 The consultation document will be developed following the outcomes of the Fire and Rescue Authority's decision on the options to be approved for public consultation. The document will be available online via a DSFRS dedicated consultation website page and in paper format. This document:
- Provides the narrative of current service arrangements
  - Outlines the rationale behind the need for proposed changes to the Service Delivery Operating Model.
  - Defines the proposed service options/questions
  - Provides further information on the range of engagement opportunities e.g. details of public meetings, website and email addresses.
  - Outlines the timeline for feedback and decision making process

### *Stakeholder Analysis*

- 2.10 A stakeholder analysis will provide a systematic examination and evaluation of Stakeholders in order to prioritise, manage and engage with them effectively throughout the lifespan of the project.
- 2.11 The Stakeholder Analysis will analyse stakeholders by their level of power and interest on the proposed consultation options.
- 2.12 A stakeholder database will be used at the beginning of the consultation process to send out the Consultation Document electronically with an accompanying email to all those stakeholders highlighted in the stakeholder analysis. This action will initially promote and raise awareness of the consultation process and also request partners and key stakeholders assistance in further sharing of the document to other interested parties to ensure as wider coverage as possible.
- 2.13 Paper copies of the Document will also be made available with prepaid envelopes for those people who do not have access to the online version, for those people attending the Public 'Drop-in' Exhibitions and other local events.
- 2.14 Periodically throughout the consultation process, the completed consultation returns will be monitored and if necessary further targeted correspondence will be forwarded to encourage a higher response rate.

### *Staff Engagement Events at Service Premises*

- 2.15 Arranged for the first week of consultation process, the aim is to carry out a focussed engagement activity with staff on the proposed options with an opportunity to respond to questions. This will be live streamed through the Service Intranet for people to view remotely and send in questions to be answered live.
- 2.16 This event will be followed by a series of roadshows to a number of stations to ensure that staff are given opportunities to get involved with the consultation process.

### *'Supporting Managers' Toolkit & Engagement Sessions*

- 2.17 Due to the sensitive nature of proposed consultation options and the potential impact to staff we recognise the need to equip and support our Middle Managers to handle internal, face-to-face communications with staff around the Safer Together Programme.
- 2.18 Engagement sessions with Managers will be arranged to talk through the toolkit which will include a range of communication and engagement channels and techniques. This approach is aimed at enabling Managers to feel confident to engage with and support staff through any proposed change process.

### *Human Resources (HR) supported staff group and 1:1 sessions*

- 2.17 For those staff directly impacted by consultation proposed options, more in depth discussions will be held with line managers and HR to discuss the potential changes to staffing arrangements with involvement as required from representative bodies.

### *Public 'Drop In' Exhibitions*

- 2.18 To maximise engagement with our communities, we have arranged a number of informal public 'Drop In Exhibitions over the course of the 12 week consultation period. These have been arranged in public venues with locations determined by level of impact of proposed service options, population levels and accessibility. A full list is contained within the Consultation Document at Appendix 1.
- 2.19 The format for the informal 'Drop in Exhibitions consists of:
- A number of pull up story board stands which mirror the format of the Consultation Document which will allow attendees to informally discuss the consultation proposals with Senior Level Officers/personnel involved in the Project.
  - Paper copies of the Consultation Document made available (together with any other service information or campaign materials) to capitalise on the engagement opportunities.
  - Ballot style boxes available for those attendees who wish to complete the consultation document at the time of the Drop In.
  - Comments wall – a visual method for attendees to comment on proposals
  - Informal interactive session to demonstrate the different consultation options and the potential impacts.

### *Dedicated email address*

- 2.20 To capture further responses, questions and/or issues relating to consultation process the Consultation and Engagement Lead will receive all incoming emails through a dedicated email address and then as necessary disseminate to other colleagues for action and response. A log will be kept of all correspondence via email and any written correspondence received.

### *FAQ (Frequently Asked Questions)*

- 2.21 A set of FAQs will be compiled, regularly updated and made available on the DSFRS consultation dedicated webpages.

### *Engaging stakeholders and partners*

- 2.22 All stakeholders and partners will be targeted electronically using our Stakeholder Database with an email outlining the consultation process and a hyperlink to the Consultation Document. There will also be opportunities for attending any locally planned events and forums promoting face to face engagement activities.

### *Consultation Findings*

- 2.23 At the end of the consultation process the Consultation and Engagement Lead will be responsible for collating, analysing and preparing a Consultation Findings report which will outline the following:
- Consultation process and methods
  - Respondents profile
  - Highlighting emerging key themes from Consultees responses for each option, including both qualitative and quantitative information
  - Set out a number of key recommendations based on consultation findings for each of the options
  - Review and update the ERBA to reflect the consultation process
  - Develop a Feedback report to be made available both on line and in paper format and promoted through our various internal and external communications channels
  - This report will be used to support the decision making process on the proposed options on the Service Delivery Operating Model

### *Consultation Quality Assurance Process*

- 2.24 The Service wants to ensure that the consultation process is fair, robust and transparent. Therefore we are working with The Consultation Institute a well-established not-for-profit best practice Institute who promote public and stakeholder consultation in the public, private and voluntary sectors. The Institute will conduct a Quality Assurance process on our consultation plans so that we can proceed with confidence and demonstrate to interested parties that we have involved independent evaluation, demonstrating the integrity of our programme.
- 2.25 In addition, they have organised a number of independent public pre- consultation workshops. These have focused on the options generally and particular aspects such as views on station closures, appliance number reduction, alterations in response provision timings and the response strategy overall.

3. **CONCLUSION**

- 3.1 Phase 2 of the Service Delivery Operating Model presents options that represent the most significant changes for DSFRS in a generation
- 3.2 As a public service there is a moral and legal duty to consult with the public to determine their feedback on the proposed options and whether they feel there are any alternatives for consideration.
- 3.3 The consultation process and methodology explained in this report fully addresses those obligations and has the additional assurance of being independently verified by 'The Consultation Institute'.

4. **RECOMMENDATION**

- 4.1 It is recommended that the Committee note the report.

**ACFO PETER BOND**  
**Director of Service Improvement**

# Agenda Item 9

<b>REPORT REFERENCE NO.</b>	DSFRA/19/16
<b>MEETING</b>	DEVON & SOMERSET FIRE & RESCUE AUTHORITY
<b>DATE OF MEETING</b>	28 JUNE 2019
<b>SUBJECT OF REPORT</b>	PROCESS FOR COMPLAINTS AGAINST PROPER OFFICERS – FURTHER CONSIDERATIONS
<b>LEAD OFFICER</b>	CHIEF FIRE OFFICER
<b>RECOMMENDATIONS</b>	<p><i>That the Authority considers this report with a view to approving:</i></p> <ul style="list-style-type: none"> <li><i>(a) the proposal in paragraph 3.1 to change in name of the Chief Fire Officer’s Appraisals Panel to the Appraisals and Disciplinary Committee, with the additional terms of reference as proposed;</i></li> <li><i>(b) Assessment Criteria for use in the initial stages of dealing with any allegation of misconduct by a statutory officer, as indicated paragraphs 3.2 and 3.3;</i></li> <li><i>(c) establishment of an Appeals Committee as outlined in paragraphs 3.3 and 3.4;</i></li> <li><i>(d) that the functions of independently reviewing any recommendation of dismissal made by the Appraisals and Disciplinary Committee and providing advice, views and recommendations to the Authority prior to any such dismissal be exercised by the one (or both, once appointed) Independent Person(s).</i></li> <li><i>(e) that the Monitoring Officer be delegated authority, following consultation with the Authority Chair, to suspend the Chief Fire Officer immediately in an emergency or if an exceptional situation arises whereby allegations of misconduct by the Chief Fire Officer are such that their continued presence at work poses a serious risk to the health and safety of others or the resources, information or reputation of the Authority</i></li> <li><i>(f) the amendment to the Scheme of Delegations as set out at paragraph 3.10.</i></li> </ul>
<b>EXECUTIVE SUMMARY</b>	This report addresses issues relating to the Authority’s approved procedures relating to allegations of misconduct by its statutory officers.
<b>RESOURCE IMPLICATIONS</b>	Nil.
<b>EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)</b>	The contents of this report are considered compatible with existing equalities and human rights legislation

<b>APPENDICES</b>	<p>A. Procedure for investigating allegations of misconduct by the Head of Paid Service (Chief Fire Officer), Monitoring Officer and Chief Finance Officer (Treasurer)</p> <p>B. Appraisals and Disciplinary Committee – Terms of Reference</p>
<b>LIST OF BACKGROUND PAPERS</b>	<p>The Local Authorities (Standing Orders) (England) Regulations 2001</p> <p>The Local Authorities (Standing Orders) (England) (Amendment) Regulations 2015</p> <p>The Joint Negotiating Committee for Chief Executives of Local Authorities Model Disciplinary Procedures and Guidance</p>

## 1. INTRODUCTION AND BACKGROUND

- 1.1. At its annual meeting on 28 May 2015, the Authority approved the following change to its Standing Orders in relation to a procedure for investigating allegations of misconduct by any of the Authority's statutory officers i.e. the Head of Paid Service (Chief Fire Officer), the Monitoring Officer and the Chief Finance Officer (Treasurer) (Minute DSFRA/5(b) refers):

***Standing Order 45 – Disciplinary Action – Head of Paid Service (Chief Fire Officer), Monitoring Officer and Chief Finance Officer (Treasurer)***

- (1). No disciplinary action in respect of the head of the Authority's paid service (the Chief Fire Officer), its monitoring officer or its chief finance officer (the Treasurer), except action described in (2) below, may be taken by the Authority, or by a committee, a sub-committee, a joint committee on which the Authority is represented or any other person acting on behalf of the Authority, other than in accordance with a recommendation in a report made by a designated independent person under the Authority's approved procedure for investigating allegations of misconduct by these officers.
  - (2). The action mentioned in paragraph (1) is suspension of the officer concerned for the purpose of investigating the alleged misconduct occasioning the action; and any such suspension must be on full pay and terminate no later than the expiry of two months beginning on the day on which the suspension takes effect.
- 1.2. The Authority's approved procedures, as referenced at Standing Order 45(1) and as also approved by the Authority at its annual meeting on 28 May 2015, are set out in Appendix 1 to this report.
- 1.3. The revision to the Standing Orders and the approved procedures were derived from the Local Authorities (Standing Orders) (England) Regulations 2001, as amended by the Local Authorities (Standing Orders) (England) (Amendment) Regulations 2015 (collectively referred to as "the Regulations"). Although these Regulations are not directly applied to combined fire and rescue authorities, it was nonetheless considered appropriate that the Authority's disciplinary procedures should be comparable with those required for county and unitary authorities.
- 1.4. At the time of the Amendment Regulations in 2015, the Joint Negotiating Committee for Chief Executives of Local Authorities (JNC) issued a Model Disciplinary Procedure and Guidance compliant with the amended regulations. It should be noted that, as with the Regulations, the Model Disciplinary Procedure and Guidance is not directly applicable to combined fire and rescue authorities but similarly it would seem appropriate that the Authority's disciplinary procedures should be comparable.
- 1.5. In May 2019, the JNC wrote to the Chief Executives of relevant authorities (**note:** this does not include combined fire and rescue authorities) inviting them to consider, at the start of a new municipal year, that they had compliant processes in place to address disciplinary issues for statutory officers. Against this backdrop, the processes for this Authority have been reviewed and this paper now proposes revisions to provide procedures comparable with those in place for county and unitary authorities.

## 2. REQUIRED ARRANGEMENTS FOR COUNTY AND UNITARY AUTHORITIES

- 2.1. The JNC advocates that County and unitary authorities should establish:
1. an Investigating and Disciplinary Committee whose role is:

- a. to determine whether an allegation against a statutory officer should be investigated;
  - b. if so, to appoint (in agreement with the statutory officer against whom the allegation is made) a designated independent person to undertake the investigation;
  - c. consider the outcome of the resultant investigation report and determine whether any sanction, short of dismissal, should be imposed.; or
  - d. to recommend dismissal. It should be noted that the Regulations require that a decision to dismiss a statutory officer should only be undertaken by the full authority.
2. an Appeals Committee whose role is to consider appeals against any sanction (other than dismissal) imposed by the Investigating and Disciplinary Committee and to determine whether the sanction should be confirmed, a lesser sanction should be imposed or no sanction at all be imposed (note: the decision of the Appeals Committee is final);
3. an Independent Panel whose role is:
- a. to review any recommendation of the Investigating and Disciplinary Committee proposing dismissal of the statutory officer alongside any representations made by the statutory officer in question; and
  - b. to provide advice, views or recommendations to the authority before a statutory officer is dismissed for any reason other than redundancy, ill-health or the expiry of fixed-term contract (unless the authority has undertaken to renew the fixed-term contract)
4. an elected Member with designated power to suspend the Chief Executive immediately in an emergency or if an exceptional situation arises whereby allegations of misconduct by the Chief Executive are such that their continued presence at work poses a serious risk to the health and safety of others or the resources, information or reputation of the authority.

2.2. This report now proposes amendments as required to the Authority's procedures to align with the above requirements of county and unitary authorities.

### 3. **PROPOSED PROCESS**

#### **Appraisals and Disciplinary Committee**

3.1. The Authority already has a Panel in place to deal with appraisals of the Chief Fire Officer and any performance issues relating to other Executive Board officers. Given this, it is suggested that, rather than establish a completely new Investigating and Disciplinary Committee, the functions of such a Committee could be discharged by modifying the title of the Chief Fire Officer's Appraisals Panel to the "Appraisals and Disciplinary Committee" and amending its Terms of Reference by the addition of the following:

- 7. to determine, in the first instance, whether any allegation of misconduct by a statutory officer should be investigated;
- 8. to determine whether the statutory officer subject to the allegation should be suspended while the investigation is conducted;
- 9. to agree with the statutory officer subject to the allegation the designated independent person to investigate the allegation;
- 10. to consider the outcome of any resultant investigation and either:



- a. determine a sanction short of dismissal; or
- b. recommend dismissal to the full Authority.

For ease of reference, full amended Terms of Reference are set out at Appendix B to this report.

- 3.2. There could also be benefit in having an approved assessment criteria to assist in determining whether or not an allegation of misconduct by a statutory officer should be investigated. In this respect, it is suggested that the following (adapted from the assessment criteria used for Member Code of Conduct complaints be) might be adopted:

In determining whether an allegation of misconduct by a statutory officer should be investigated in accordance with the Authority's approved procedures, it may be decided to take no action if one or more of the following applies:

1. insufficient information has been provided on which to base a decision on whether the allegation should be investigated;
2. the allegation appears to be simply malicious or "tit-for-tat";
3. the allegation is about something that happened six months or more ago and it would be unfair, unreasonable or otherwise not in the public interest to pursue the matter unless it is felt that there are exceptional reasons to pursue it;
4. it would otherwise be inappropriate to expend the Authority's resources on determining the allegation, having regard to its circumstances, any previous related complaint and the public interest.

- 3.3. The Authority may also wish to consider additional or alternative initial assessment criteria.

#### ***Appeals Committee***

- 3.4. It is recommended that the Authority considers establishing an Appeals Committee with delegated power to consider appeals against any sanction (other than dismissal) imposed by the Appraisals and Disciplinary Committee and to determine whether the sanction should be confirmed, a lesser sanction should be imposed or no sanction at all be imposed. Any such decision of the Appeals Committee would be final.
- 3.5. It is proposed that this Committee should comprise of four Members and, as required by Standing Orders, should be politically balanced.

#### ***Independent Panel***

- 3.6. The Regulations stipulate that this should comprise a minimum of two Independent Persons as defined in Section 28(7) of the Localism Act 2011.
- 3.7. While the Regulations do not apply directly to combined fire and rescue authorities, this Authority, at its last meeting, agreed to authorise the Clerk to seek to appoint two Independent Persons as part of revised standards arrangements. It is proposed, therefore, that the functions of independently reviewing any recommendation of dismissal made by the Appraisals and Disciplinary Committee and providing advice, views and recommendations to the Authority prior to any such dismissal be exercised by the one (or both, once appointed) Independent Person(s).

#### ***Elected Member with Power, in an emergency, to suspend the Chief Fire Officer***

- 3.8. There is a degree of constitutional difficulty in this for the Authority in that, under existing legislation, it is unable to delegate any matters to a single Member but may only do so to either an officer or a Committee.

3.9. To overcome this, it is proposed that an equivalent provision (which would mirror urgency procedures already provided for in Standing Orders) would be to delegate to the Monitoring Officer – following consultation with the Authority Chair – the power to suspend the Chief Fire Officer immediately in an emergency or if an exceptional situation arises whereby allegations of misconduct by the Chief Fire Officer are such that their continued presence at work poses a serious risk to the health and safety of others or the resources, information or reputation of the Authority.

3.10. Linked to this and by way of a tidying-up exercise, should the above be approved then it is also recommended that the Authority's existing Scheme of Delegations in terms of the power of the Chief Fire Officer to effect staff suspensions be amended as indicated below (in ***bold, italics***):

4.18 The power in paragraph 4.17 above shall NOT include any matter:

- (i) relating to the posts of ***Deputy Chief Fire Officer and Assistant Chief Fire Officer***
- (ii) ***relating to statutory posts of Monitoring Officer and Chief Financial Officer (other than suspension of these Officers in accordance with Standing Orders);***
- (iii) arising from a proposal for major restructuring;
- (iv) which is a major change in the Authority's or Service's policies, procedures or practices; and
- (v) under the Superannuation Acts relating to the payment of enhancement of pensions.

#### **4. CONCLUSION**

4.1. While it may be unlikely that the Authority will have to address any issues of misconduct by its statutory officers, it is entirely appropriate that it should have robust but proportionate processes in place to do so should the need arise. The Authority is therefore asked to consider this report with a view to approving:

- (a) the proposal in paragraph 3.1 to change in name of the Chief Fire Officer's Appraisals Panel to the Appraisals and Disciplinary Committee, with the additional terms of reference as proposed;
- (b) Assessment Criteria for use in the initial stages of dealing with any allegation of misconduct by a statutory officer, as indicated paragraphs 3.2 and 3.3;
- (c) establishment of an Appeals Committee as outlined in paragraphs 3.3 and 3.4;
- (d) that the functions of independently reviewing any recommendation of dismissal made by the Appeals and Disciplinary Committee and providing advice, views and recommendations to the Authority prior to any such dismissal be exercised by the one (or both, once appointed) Independent Person(s).
- (e) that the Monitoring Officer be delegated authority, following consultation with the Authority Chair, to suspend the Chief Fire Officer immediately in an emergency or if an exceptional situation arises whereby allegations of misconduct by the Chief Fire Officer are such that their continued presence at work poses a serious risk to the health and safety of others or the resources, information or reputation of the Authority;

(f) the amendment to the Scheme of Delegations as set out at paragraph 3.10.

**LEE HOWELL**  
**Chief Fire Officer**

**PROCEDURE FOR INVESTIGATING ALLEGATIONS OF MISCONDUCT BY THE HEAD OF PAID SERVICE (CHIEF FIRE OFFICER), MONITORING OFFICER AND CHIEF FINANCE OFFICER (TREASURER)**

- (1). Where it appears to the Authority that an allegation of misconduct by:
  - (a) the head of the Authority's paid service (the Chief Fire Officer);
  - (b) its Monitoring Officer; or
  - (c) its Chief Finance Officer (Treasurer),as the case may be, requires to be investigated, the Authority must appoint a person ("the designated independent person") for the purposes of this Standing Order.
- (2). The designated independent person must be such person as may be agreed between the Authority and the relevant officer or, in default of such agreement, nominated by the Secretary of State.
- (3). The designated independent person:
  - (a) may direct:
    - i. that the Authority terminate any suspension of the relevant officer;
    - ii. that any such suspension must continue after the expiry of the period referred to in Standing Order 43(2);
    - iii. that the terms on which any such suspension has taken place must be varied in accordance with the direction; or
    - iv. that no steps (whether by the Authority or any committee, sub-committee or officer acting on behalf of the Authority) towards disciplinary action or further disciplinary action against the relevant officer, other than steps taken in the presence, or with the agreement, of the designated independent person, are to be taken before a report is made under sub-paragraph (d);
  - (b) may inspect any documents relating to the conduct of the relevant officer which are in the possession of the Authority, or which the Authority has power to authorise him to inspect;
  - (c) may require any member of staff of the Authority to answer questions concerning the conduct of the relevant officer;
  - (d) must make a report to the Authority—
    - i. stating his opinion as to whether (and, if so, the extent to which) the evidence he has obtained supports any allegation of misconduct against the relevant officer; and
    - ii. recommending any disciplinary action which appears to him to be appropriate for the Authority to take against the relevant officer; and
    - iii. must no later than the time at which he makes his report under sub-paragraph (d), send a copy of the report to the relevant officer.
- (4). The Authority will pay reasonable remuneration to a designated independent person appointed by it and any costs incurred by him in, or in connection with, the discharge of his functions under this procedure.

**APPRAISALS AND DISCIPLINARY COMMITTEE**

*Matters with Delegated Power to Act*

1. To undertake an annual appraisal process for the Chief Fire Officer, including the setting of objectives for the forthcoming year;
2. To commission any external advice as is felt appropriate to facilitate the annual appraisal process;
3. To approve any developmental action (including associated costs) as may be identified from the annual appraisal process;
4. To address and resolve any in-year performance issues that may arise;
5. To address and resolve any performance issues relating to other Service Executive Board officers as might be referred to the Panel from time to time by the Chief Fire Officer.
6. To provide in the first instance for membership of Appointments Panels for the posts of Chief Fire Officer, Deputy Chief Fire Officer, Assistant Chief Fire Officer, Treasurer and Clerk.
7. to determine, in the first instance, whether any allegation of misconduct by a statutory officer should be investigated;
8. to determine whether the statutory officer subject to the allegation should be suspended while the investigation is conducted;
9. to agree with the statutory officer subject to the allegation the designated independent person to investigate the allegation;
10. to consider the outcome of any resultant investigation and either:
  - a. determine a sanction short of dismissal; or
  - b. recommend dismissal to the full Authority.

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## DEVON & SOMERSET FIRE & RESCUE AUTHORITY (Ordinary Meeting)

7 June 2019

### AGENDA ITEM 9 – EXCLUSION OF THE PRESS AND PUBLIC

**RECOMMENDATION** that, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 3 Part 1 of Schedule 12A (as amended) to the Act, namely information relating to the financial and business affairs of any particular person – including the authority holding that information.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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