



DEVON & SOMERSET FIRE & RESCUE AUTHORITY

M. Pearson
CLERK TO THE AUTHORITY

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

(see below)

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

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

Date : 8 July 2020
Please ask for : Sam Sharman
Email : ssharman@dsfire.gov.uk

Telephone : 01392 872200
Fax : 01392 872300
Direct Telephone : 01392 872393

COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE

Thursday, 16 July, 2020

A meeting of the Community Safety & Corporate Planning Committee will be held on the above date, **commencing at 2.00 pm by Video Conference** to consider the following matters.

M. Pearson
Clerk to the Authority

PLEASE NOTE This meeting will be livestreamed on the Devon & Somerset Fire & Rescue Service YouTube channel. This can be accessed by following the link below and then clicking on the Videos and Livestream buttons:

<https://www.youtube.com/dsfireupdates>

AGENDA

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

- 1 **Apologies**
- 2 **Minutes (Pages 1 - 4)**
of the previous meeting held on 27 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 Impacts of Covid-19 on the Safer Together Programme (Pages 5 - 10)

Report of the Director of Service Improvement (CSCPC/20/1) attached.

5 Grenfell Recommendations Progress Report (Pages 11 - 16)

Report of the Director of Service Delivery (CSCPC/20/2) attached.

6 Briefing on Service Support for Other Organisations during the Covid-19 Emergency (Pages 17 - 22)

Report of the Director of Service Delivery (CSCPC/20/3) attached.

MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER

Membership:-

Councillors Redman (Chair), Colthorpe, Corvid, Doggett, Eastman (Vice-Chair), Radford and Trail BEM

NOTES

1.	<u>Access to Information</u> Any person wishing to inspect any minutes, reports or lists of background papers relating to any item on this agenda should contact the person listed in the “Please ask for” section at the top of this agenda.
2.	<u>Reporting of Meetings</u> Any person attending a meeting may report (film, photograph or make an audio recording) on any part of the meeting which is open to the public – unless there is good reason not to do so, as directed by the Chair - and use any communication method, including the internet and social media (Facebook, Twitter etc.), to publish, post or otherwise share the report. The Authority accepts no liability for the content or accuracy of any such report, which should not be construed as representing the official, Authority record of the meeting. Similarly, any views expressed in such reports should not be interpreted as representing the views of the Authority. Flash photography is not permitted and any filming must be done as unobtrusively as possible from a single fixed position without the use of any additional lighting; focusing only on those actively participating in the meeting and having regard also to the wishes of any member of the public present who may not wish to be filmed. As a matter of courtesy, anyone wishing to film proceedings is asked to advise the Chair or the Democratic Services Officer in attendance so that all those present may be made aware that is happening.
3.	<u>Recording of Meetings</u> Given the social distancing measures introduced in response to the Covid-19 pandemic, Authority meetings will be held virtually and livestreamed on the Devon & Somerset Fire & Rescue Service YouTube channel. The meetings may also be recorded for subsequent viewing on the YouTube Channel. Any such recording does not constitute the official, Authority record of the meeting.
4.	<u>Declarations of Interests at meetings (Authority Members only)</u> If you are present at a meeting and you are aware that you have either a disclosable pecuniary interest, personal interest or non-registerable interest in any matter being considered or to be considered at the meeting then, unless you have a current and relevant dispensation in relation to the matter, you must: <ul style="list-style-type: none">(i) disclose at that meeting, by no later than commencement of consideration of the item in which you have the interest or, if later, the time at which the interest becomes apparent to you, the existence of and – for anything other than a “sensitive” interest – the nature of that interest; and then(ii) withdraw from the meeting during consideration of the item in which you have the relevant interest. If the interest is sensitive (as agreed with the Monitoring Officer), you need not disclose the nature of the interest but merely that you have an interest of a sensitive nature. You must still follow (i) and (ii) above. Where a dispensation has been granted to you either by the Authority or its Monitoring Officer in relation to any relevant interest, then you must act in accordance with any terms and conditions associated with that dispensation. Where you declare at a meeting a disclosable pecuniary or personal interest that you have not previously included in your Register of Interests then you must, within 28 days of the date of the meeting at which the declaration was made, ensure that your Register is updated to include details of the interest so declared.
5.	<u>Part 2 Reports</u> Members are reminded that any Part 2 reports as circulated with the agenda for this meeting contain exempt information and should therefore be treated accordingly. They should not be disclosed or passed on to any other person(s). Members are also reminded of the need to dispose of such reports carefully and are therefore invited to return them to the Committee Secretary at the conclusion of the meeting for disposal.
6.	<u>Substitute Members (Committee Meetings only)</u> Members are reminded that, in accordance with Standing Order 37, the Clerk (or his representative) must be advised of any substitution prior to the start of the meeting. Members are also reminded that substitutions are not permitted for full Authority meetings.
7.	<u>Other Attendance at Committees (Standing Order 38)</u> Any Authority Member wishing to attend a meeting of a Committee of which they are not a Member should contact the Democratic Services Officer (see “please ask for” on the front page of this agenda) in advance of the meeting to obtain details of the Webex meeting invitation.

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COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE

(Devon & Somerset Fire & Rescue Authority)

27 June 2019

Present:

Councillors Redman (Chair), Buchan, Colthorpe, Doggett, Radford, Saywell (vice Eastman) and Trail BEM.

Also in attendance:

Councillors Coles, Drean, Randall Johnson and Wheeler.

Apologies:-

Councillors Eastman

* CSCPC/1

Minutes

RESOLVED that the Minutes of the meeting held on 3 December 2018 be signed as a correct record.

* CSCPC/2

Safer Together Programme Service Delivery Operating Model Phase 1 - New Duty Systems and Contracts for Operational Staff

The Committee received for information a report of the Director of Service Improvement (CSCPC/19/1) on discussions, information sharing and formal negotiations with relevant trades unions on options for new duty systems for the Devon & Somerset Fire & Rescue Service (the Service). At its meeting on 3 December 2018, the Committee had endorsed the Service approach to developing this work to enable the Service to deploy a variety of duty systems from an agreed suite of solutions (recognising that "one size does not fit all") tailored to the risk of the area served (Minute *CSCPC/8 refers). This could include a hybrid of wholetime and on-call systems to allow greater flexibility and adaptability, taking a holistic systems approach to tackling risk.

Members sought clarity on:

- the operation of duty system 5 (on-call availability);
- the achievability and indicative timescales for introducing any new systems.

The Director of Service Improvement responded that, under duty system 5, the station was effectively responsible for ensuring that it had minimum crewing. This system had been trialled over the last eighteen months and had been well received by staff. Implementation of any new duty systems that fell outside existing nationally negotiated terms and conditions (the "Grey Book") would require a local collective agreement. It was hoped, though, to conclude engagement and negotiation as necessary to enable new duty systems to be implemented from the start of the 2020-21 financial year.

CSCPC/3 Safer Together Programme Service Delivery Operating Model Phase 2 - Reallocation of Resources

The Committee considered a report of the Director of Service Improvement (CSCPC/19/2) on options for a new Service Delivery Operating Model (SDOM). The Devon & Somerset Fire & Rescue Service (“the Service”) had undertaken a comprehensive strategic risk analysis of the fire and rescue related risks faced by its communities through the Integrated Risk Management Planning (IRMP) process. This had been supported by an organisational risk analysis detailed in the Fire & Rescue Plan. The two analyses had identified that changes to the current Service Delivery Operating Model were required to deliver against the Service objectives of:

- prioritising and increasing its capacity to deliver prevention and protection activities, targeted and focused to secure a reduction in known risks in each area;
- securing the best response possible in meeting statutory duties and by effectively matching existing resources to known risks; and
- utilising resources efficiently to ensure the right response is made at the right time.

The Integrated Risk Management Plan approved by the Authority in 2018 identified the following community risks:

- an increasingly ageing population;
- common health and well-being risks;
- the unavailability of on-call appliances;
- the historical distribution of service delivery resources;
- an increasing demand for emergency medical responses; and
- an increase in the number of serious fires affecting commercial premises.

The development of the Service Delivery Operating Model was aimed at reshaping service delivery provision to provide an efficient response to risk, meeting statutory dwelling fire and road traffic collision duties, addressing over and under capacity, updating duty systems to better match both response requirements and staff needs and releasing resources to support further investment in prevention and protection activities to reduce future risk. Consequently, the proposals encompassed stations, appliances, operational duty systems and staffing levels.

The detailed risk modelling process had identified an over-provision of resource to the extent that 17 appliances could be removed from the existing fleet of 121 and 8 stations closed without any significant impact on the risks faced by the community. Three stations could change status from having whole-time staff on duty both day and night to crewing with whole-time staff during the day and on-call staff at night. Another 14 appliances could have availability varied to more effectively align to risk, again all without significant impact. Additionally, analysis of the changing risk across Devon and Somerset highlighted a need for a more flexible response to changes to risk that could occur daily and seasonally. To address this, it was proposed to introduce day-duty “roving” appliances that could be deployed dynamically and targeted at known risk “hot spots”.

The Committee sought and received clarification on a range of issues including the assessment of potential savings/reinvestment flowing from the options, the risk modelling undertaken to inform development of the options and flexibility in terms of responding to the options. The Committee acknowledged that the ultimately some difficult decisions may need to be taken in terms of modernisation of the Service and that commencing consultation on the options marked a start in this process.

In debating the issue, Members asked about flexibility with the options. In response, it was clarified that while there were certain inter-dependencies with the options (e.g. the introduction of roving appliances would require resources that would flow from implementation of other options), flexibility was a feature of the options and that the Service would also take account of any alternative options that might be advanced during the consultation process (subject to the alternatives being consistent with the original options proposed for consultation).

Having debated the matter at some length, Councillor Colthorpe **MOVED**, with Councillor Trail seconding, that the recommendations as set out in report CSCPC/19/2 be approved. This was put to the vote and declared **CARRIED** by four votes to three, whereupon it was

RESOLVED 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 to day 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.

(SEE ALSO MINUTE *CSCPC/4 BELOW)

* **CSCPC/4 Safer Together Programme Service Delivery Operating Model Phase 2 - Consultation Process**

The Committee received for information a report of the Director of Service Improvement (CSCPC/19/3) setting out the intended approach and associated communications with a consultation on the options for a new Service Delivery Operating Model.

The Service had used a robust methodology to develop the proposed consultation approach, including pre-engagement with staff and the public, impact assessments and independent verification through a not-for-profit organisation (the Consultation Institute).

The outcomes of this pre-engagement had informed development of the final options proposed for full public consultation. The report detailed that the final consultation questionnaire would be available both on-line and hard-copy, with the consultation also supported by staff engagement events and public drop-in exhibitions designed to encourage maximum participation and feedback.

(SEE ALSO MINUTE CSCPC/3 ABOVE)

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

The Meeting started at 10.00 am and finished at 12.20 pm

Agenda Item 4

REPORT REFERENCE NO.	CSCPC/20/1
MEETING	COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE
DATE OF MEETING	16 JULY 2020
SUBJECT OF REPORT	IMPACTS OF COVID-19 ON THE SAFER TOGETHER PROGRAMME
LEAD OFFICER	Director of Service Improvement
RECOMMENDATIONS	<i>That the Committee considers the evaluation of the impact of Covid-19 on the Safer Together Programme, including supply chain issues.</i>
EXECUTIVE SUMMARY	Resources allocated to the Safer Together Programme have been diverted to enable the Service to effectively implement its business continuity response arrangements to Covid-19. Many external stakeholders and suppliers have halted production, been unable to secure parts and consequently have not been able to deliver products and services which has and will continue to impact overall timescales for delivery of the programme.
RESOURCE IMPLICATIONS	The Service has reinstated elements of the programme and is currently reviewing the impact of external suppliers and internal resource availability.
EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)	Not applicable to this report.
APPENDICES	None
LIST OF BACKGROUND PAPERS	None

1. INTRODUCTION

- 1.1. In March 2020 the Service entered business continuity response due to the coronavirus pandemic which included the government's lockdown measures across the nation. The Service continually reviews the associated Covid-19 regulations and guidance to ensure its approach to response and recovery remains compliant, coordinated and safe.
- 1.2. The Safer Together Programme has not escaped the impacts of this unprecedented business continuity event. However, those impacts have been mitigated where possible along the way.

2. KEY PROJECTS IN THE SAFER TOGETHER PROGRAMME

- 2.1. The Safer Together Programme was initiated in 2018 following the completion of the Authority's Integrated Risk Management Plan (IRMP) which describes the risks within the communities that the Service serves. The Programme also addresses those issues included in the Fire & Rescue Plan (FRP) which examined organisational risks for the Service in delivering against the IRMP.
- 2.2. The FRP identified 6 strategic themes that required addressing to match resources to risk and increase the capacity for Prevention and Protection activity in a more effective and efficient manner. The FRP themes are:
 - Service Delivery
 - People
 - Value for money and use of resources
 - Governance
 - Collaboration
 - Digital Transformation
- 2.3. From these key areas, a comprehensive improvement plan (Safer Together Programme) was developed to address the following key areas.

3. SERVICE DELIVERY WORKSTREAM

- 3.1. This comprises the Service Delivery Operating Model (SDOM) and the Management of Operational Risk Information (MORI) project. The purpose is to better match resource to risk, work more efficiently to improve availability, improve Emergency Response Standards whilst increasing capacity for prevention and protection activity.
- 3.2. In addition, this workstream considers duty systems as Pay for Availability, offering On-Call staff more flexibility, improved work/life balance, better rates of pay for the hours of cover provided and a more dependable model for operational availability.
- 3.3. This workstream includes a number of agreed initiatives:
 - Removal of some second appliances from nominated stations.
 - Replacement of a number of third appliances with a more agile vehicle offering.
 - Closure of Budleigh Salterton Station and relocation of the crew to Exmouth Station.

- Relocation of crews from Topsham Station to Middlemoor and establishment of a new on call crew at Station 60 (SHQ).
- Introduction of a roving vehicle model to enable a more efficient response and increased prevention and protection capability.
- The on call at night availability model (Risk dependent availability).

3.4. Furthermore, this workstream also involves working with the Network Fire Service Partnership (Hampshire FRS and Dorset & Wiltshire FRS) to introduce an attribute based response model that would enable the opportunity for an aggregate crewing model and a more granular level of mobilisation to ensure the Service does not over commit on resources to an incident.

3.5. The Management of Risk Information (MORI) project was initiated to ensure that all operational risk information is combined to ensure crews on the incident ground have a holistic picture of risk

4. THE FLEET AND EQUIPMENT WORKSTREAM

4.1. With a new management structure, a Service-wide Fleet, Equipment and Water Supply Strategy has been developed to agree the key priorities for the Service. In summary these are:

- To support the new service delivery model and set ambitious plans to replace ageing fleet
- To modernising fleet management operations with the introduction of system capabilities and asset tracking and management
- To collaborate and innovate through key departments with other blue light services and the external market.

4.2. To support the development of these aims, the Safer Together Programme will include projects to support delivery of the fleet and equipment replacement plan and systems development. Specific projects include:

- BA Replacement (complete)
- Introduce first batch of RIVs (complete)
- Introduce Light weight PPE and PPE review (complete)
- New 4x4 wildfire capability (in progress)
- Fleet capital vehicle replacement (in progress)
- Asset Management System development (In progress)

4.3. This workstream has been impacted by suppliers and manufacturers stopping production or unable to source parts and timescales have been delayed. However, good progress has been made in some areas and Covid-19 has provided an opportunity to bring forward plans from increased supplier capacity as other organisations stop work. The asset management project has commenced implementation plans and is agreeing project timelines. The review and introduction of light weight PPE has continued and been able to successfully close.

5. THE PEOPLE DEVELOPMENT WORKSTREAM

- 5.1. The primary project within this workstream is currently the People Development Project. This project will improve the development of staff and leaders within the organisation. It will establish clear career pathways in line with NFCC guidance for all staff to enable greater workforce and succession planning whilst developing our leaders of the future.

6. DIGITAL TRANSFORMATION WORKSTREAM

- 6.1. This workstream was initiated as an enabling workstream and runs intrinsically through every other workstream ensuring that the Service turns data into intelligence. The primary focus was on Service Delivery and the development of supporting technology for the new Service Delivery Operating Model.

7. THE IMPACT OF COVID-19

- 7.1. The programme team has progressed as much as possible during lock down but many workstreams will be delayed due to factors beyond the control of the Service. For example, the fleet replacement project includes new wildfire vehicles, supporting the removal and replacement of second and third fire engines on selected stations. This project is delayed due to suppliers being furloughed, thus delaying delivery of required vehicle parts, which delays the delivery of the new wildfire vehicles. This was compounded by driver training being reduced due to the Service business continuity response impacting all non-critical activities.
- 7.2. The business continuity response impacted many departments in a similar manner. For example, the ICT department diverted resources to develop systems and processes that ensured the organisation could easily fulfil requests for essential data and information that supported the new business continuity arrangements.

8. VEHICLE DELIVERY

- 8.1. It is anticipated the roll out of the new L4P vehicles that will form part of the increased wildfire capability and facilitate the removal of the third appliances will be delayed due to the unavailability of parts and training for crews. This should recommence in mid-July/August with the expected introduction of the new Wildfire All-Terrain Vehicles in September.
- 8.2. A 3-6 month delay is anticipated for delivery of the first batch of Medium Rescue Pumps (MRPs) which forms part of the fleet replacement project. These are now expected between April and June 2021.

9. ICT DEVELOPMENT

- 9.1. The ICT department has provided essential support to the business continuity response arrangements. As a result, delays will be experienced mainly in the Service Delivery Operating Model and Management of Risk Information projects. The timescale for the MORI project is in the process of being re-baselined and a revised time line will reflect this.

10. ACHIEVEMENTS OF THE LAST FEW MONTHS

- 10.1. The Service has worked hard to make progress during business continuity response and the following achievements have been made:

- Operational crews were relocated from Budleigh Salterton station to Exmouth and the building is now going through preparations for disposal. Crews have settled in well at Exmouth, improving availability and resilience.
- Work is continuing to prepare the relocation of crews from Topsham to Middlemoor and Station 60, with estates work and recruitment progressing to ensure both locations will have crews available as soon as possible.
- Contracts for upgrading the Service Tranman system to facilitate the asset management programme have been progressed.
- The final roll out of lightweight PPE has been achieved and the project has been approved for closure.
- A framework for leadership development, aligned to the National Fire Chiefs' Council best guidance, has also been progressed.
- Other work to progress the operating models for roving appliances and selective alerting has also taken place.
- A Fleet Replacement Business Case has been drafted for engagement

11. OPPORTUNITY

- 11.1. The Service has identified and progressed an opportunity to improve the delivery timescales for the relocation of Topsham Crews. Previously, a decision had been made to build a new facility within Station 60 to store the kit and BA cleaning facilities for the new crew. However, with remote working being enforced on the Service, software developers who were currently occupying the adjacent building can now work remotely and consequently no longer require that building. There is now an opportunity to refurbish the existing building to accommodate the requirements of the crew, significantly reducing the original timescales.

ACFO DAMIEN BORLASE
Director of Service Improvement

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Agenda Item 5

REPORT REFERENCE NO.	CSCPC/20/2
MEETING	COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE
DATE OF MEETING	16 JULY 2020
SUBJECT OF REPORT	GRENFELL RECOMMENDATIONS PROGRESS REPORT
LEAD OFFICER	DIRECTOR OF SERVICE DELIVERY
RECOMMENDATIONS	<p><i>(a). that the Committee reviews at future meetings the assurance process for the Grenfell recommendations and the Home Office returns for the Building Risk Review Grant funding; and</i></p> <p><i>(b). that, subject to (a) above, the report be noted.</i></p>
EXECUTIVE SUMMARY	This paper outlines progress with Service implementation of the recommendations from the Grenfell phase 1 inquiry and the additional Building Risk Review Grant funding.
RESOURCE IMPLICATIONS	The Service will receive a total grant of £316,909.34
EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)	Not applicable to this report.
APPENDICES	None
LIST OF BACKGROUND PAPERS	None

1. INTRODUCTION

- 1.1. The tragic events that unfolded in Grenfell tower are a stark reminder of how complexity and a combination of circumstances can contribute to a terrible outcome.
- 1.2. The purpose of this briefing note is to give assurance to the Committee that the Devon & Somerset Fire & Rescue Service (“the Service”) has the appropriate governance in place to address shortfalls that have been identified in the Grenfell Phase1 report, as well as taking a proactive approach so that we are in a position to adapt and wherever possible actively contribute towards potential changes in legislation and national best practice.
- 1.3. The National Fire Chiefs’ Council (NFCC) has issued guidance and asked that any solutions be taken forward collectively to ensure a sector-wide response that avoids either duplication or conflict in approach whilst acknowledging that fire and rescue services will want to assure themselves that they have addressed any risk critical areas. In support of this approach, the Service has officers seconded to the NFCC and involved in national working groups.

2. SUMMARY OF SOME OF THE FACTORS THAT CONTRIBUTED TO THE SPREAD OF FIRE AND IMPACT AT GRENFELL

- 2.1. Failures in the regulatory systems governing building regulations and fire safety in high-rise buildings (but also the wider built environment) leading to:
 - The use of combustible materials on the outside of high-rise buildings in breach of building regulations
 - Failure in compartmentation
 - Failure of equipment provided for the purposes of firefighting
- 2.2. Failures in the planning and preparation of London Fire Brigade:
 - Risk information was out of date (up to ten years in some cases) or unavailable to attending crews
 - Attending officers had not received training in and were unaware of the dangers presented by combustible cladding
- 2.3. Failures in communication between the control room and fire ground and command and control systems:
 - The inability to handle large numbers of fire survival guidance calls
 - The continued reliance on stay put strategy
 - Failure or unavailability of communication during the incident in a number of areas
- 2.4. Following the publication of the Grenfell Tower Enquiry Phase 1 report, the Service reviewed the recommendations and completed a high-level gap analysis against the Service’s current position, identifying areas for immediate improvement or in preparation for future legislative or national guidance changes.
- 2.5. These recommendations have been compiled into a formal assurance tracker scrutinised by Risk and Response Governance Board (RRGB). This Board will review progress monthly and has a nominated lead officer (Group Manager for Risk) assigned to oversee the implementation across multiple service areas.

- 2.6. Overall there were 44 recommendations which can be divided into two main groups:
- National NFCC/Legislative changes; and
 - Recommendations/ improvements for all Services and other agencies.
- 2.7. The Grenfell recommendations are specifically focused on high rise residential buildings. Within Devon & Somerset the Service has:
- No high rise residential buildings over 18M with aluminium composite material (ACM) cladding. The three Devonport Towers in Plymouth have had all cladding removed and are fitted with sprinklers and full evacuation system, deeming them 'low risk' by the National Fire Protection Board
 - 172 buildings that apply to the high rise definition (these numbers include residential, student accommodation, hotels and others
- 2.8. The Service's high rise definition for the purpose operational planning and response shall be defined as a building with 6 or more floors or a building of 18m or more in height (both include the level of fire service access.)

2.9. Current progress is as follows:

	Complete	Due/ongoing	Total
NFCC/Legislative	0	17 Note: Fire Safety Order consultation Due to start W/c 21/07/2020 completed by November 2020 Building Safety Bill Expected to become law in January February 2021	17
Sector wide recommendations (DSFRS)	13	14	27

- 2.10. All of the sector wide recommendations are planned to be implemented by the Service, with 13 recommendations completed so far in areas such as improved fire-ground communications and availability of risk information. Many of the 14 recommendations not yet complete are highly complex involving upgrading data and systems (such as the Management of Risk Information [MORI] and Operational Risk Information System [ORIS] discussed below) and in collaboration with partners. All recommendations are on the assurance tracker and will be scrutinised on a monthly basis by RRGB.

3. HACKETT REVIEW

3.1. In her *Independent review of Building Regulations and Fire Safety*, Dame Judith Hackett continually pointed towards the need to look at safety in high rise, high risk residential buildings, not in terms of individual elements like a shopping list of improvements, but as complex systems that need a systemic approach to improvement.

“We must also begin thinking about buildings as a system so that we can consider the different layers of protection that may be required to make that building safe on a case-by-case basis.”

3.2. It should be noted that the failures in the regulatory systems governing building regulations that resulted in the Grenfell tragedy and are not just associated with high rise buildings; the risks will almost certainly exist in many other newly built or renovated buildings, the number of which at present is unknown. The risk of buildings not being constructed in compliance with fire safety regulations with new materials has been escalated onto the Service’s Corporate Risk Register and additional measures on how to mitigate this risk are currently being devised.

4. ADDITIONAL GRANT FUNDING

4.1. The Home Office has given all fire and rescue services a grant that is divided between addressing some of the outcomes of Grenfell as well as general improvements in fire safety standards and outcomes. The Service will receive a total grant of £316,909.34, that must be ring-fenced for discharging fire protection duties as well as assuring that all high-rise residential buildings over 18m are reviewed by end of December 2021 with a framework for identification and inspection in place. Returns to the Fire Protection Board will be required and evidence of grant expenditure will be reported on a quarterly basis.

4.2. The portion of the grant that is specifically targeted at high rise buildings is to fund an additional post to support the completion of the NFCC Building Risk Review. This will give detailed evidence to central government on the true picture of the built environment for in-scope high rise buildings.

4.3. The Service has a number of options in how best to use this funding to ensure that risk is reduced to the public such as:

- improved technology;
- digital platforms;
- upskilling operational staff; and
- increasing protection resource and other areas.

An action plan will be implemented and monitored using the established tracker.

4.4. It is likely that a future HMICFRS inspection will focus on the Service response to Grenfell including the surge funding. Consequently, it is proposed that the quarterly returns to the Home Office for the Building Risk Review Grant be presented for discussion at future meetings to provide oversight of the Service response.

4.5. To address the comments by Dame Judith Hackett (above), a proportion of this grant will be used to establish a multi-disciplinary, ‘High-Rise and High-Risk buildings’ team that will treat risk holistically, addressing all aspects of:

- Building design and fire safety/ engineered solutions
- Compliance with fire safety legislation.

- Occupancy and behavioural factors to take into account social, economic and cultural differences.
- Engagement with residents groups
- Engagement with and education of management committees and responsible persons
- Risk information and equipment provided for fire-fighting such as lifts, access routes, Hydrants, signage and communications
- Ensuring mobilizing arrangements, training and operational procedures are consistent
- Collaborative approaches with other agencies to address current legislative and enforcement boundaries
- Specialist fire engineering and legal advice where necessary.

5. PROGRESS ON OTHER KEY IMPROVEMENTS

- 5.1. The Management of Risk Information (MORI) project integrates risk captured in all areas into a single, accessible system. The underlying data architecture upgrades will fully support this approach and support Grenfell recommendations. In addition, the Protection and Operational Risk Information System (ORIS) apps currently being built use a common risk base so that risk information is captured holistically. Expected delivery is likely to be around April 2021 (delayed due to Covid-19).
- 5.2. To further address comments by Dame Judith Hackett and to increase the holistic understanding of risk across the communities of Devon & Somerset, the Prevention, Protection and Operational Risk teams have been merged to form the 'Community Risk Team' which will have a focus on increased community engagement to better understand risk to ensure better outcomes.

ACFO JOE HASSELL
Director of Service delivery

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Agenda Item 6

REPORT REFERENCE NO.	CSCPC/20/3
MEETING	COMMUNITY SAFETY & CORPORATE PLANNING COMMITTEE
DATE OF MEETING	16 JULY 2020
SUBJECT OF REPORT	BRIEFING ON SERVICE SUPPORT FOR OTHER ORGANISATIONS DURING THE COVID-19 EMERGENCY
LEAD OFFICER	DIRECTOR OF SERVICE DELIVERY
RECOMMENDATIONS	That the report be noted.
EXECUTIVE SUMMARY	This paper outlines the Service's response to requests for help from other agencies during the Covid-19 Emergency.
RESOURCE IMPLICATIONS	The Concept of Operations (ConOp) ensures all reasonable costs for the ambulance driving are recovered from South West Ambulance Service (SWAST). The other costs are covered by the Covid grant from Central Government.
EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)	Not applicable to this report.
APPENDICES	Not applicable to this report.
LIST OF BACKGROUND PAPERS	Tripartite Agreement https://www.nationalfirechiefs.org.uk/COVID-19

1. INTRODUCTION

- 1.1 This paper outlines the response of the Devon & Somerset Fire & Rescue Service (“the Service”) to requests for help from other agencies during the Covid-19 Emergency. Through its Business Continuity arrangements the Service had established a ‘Logistics’ and ‘Medical’ cell, supported by the ‘People’ cell, to support agency requests. Requests were sent through the triage system and then work allocated through the cells in a co-ordinated approach to ensure the correct training, PPE, management oversight, risk assessments and contracts so that Service staff were safe and had adequate welfare provisions.
- 1.2 On 31 March 2020, the Service asked its employees whether they would like to volunteer for requests for support from other agencies made through the Local Resilience Forums (LRFs). The Service received a positive response with 448 colleagues volunteering.
- 1.3 Whilst a number of volunteers were redeployed from their normal posts to alternative roles within the Service to support our response to the pandemic (such as working within the Business Continuity Cells), 55 Service employees have undertaken work for external organisations.

2. THE TRIPARTITE AGREEMENT AND OTHER SUPPORT PROVIDED

- 2.1. The National Fire Chiefs’ Council (NFCC), National Joint Council for Local Authority Fire and Rescue Services and the Fire Brigades Union (FBU) agreed a Tripartite Agreement to outline the additional activities that fire and rescue services could undertake during the Covid-19 emergency. The Service has supported external organisation in two of these activities:
- (a) Ambulance driving (2.8 below)
 - (b) Face fit testing for face masks
- 2.2. The Service also made preparations to support other activities, but thus far has not received requests for this via the LRFs. These activities included:
- (a) Transport of bodies
 - (b) Driving ambulances for Nightingale Hospitals
 - (c) Delivery of food parcels to the vulnerable
 - (d) Training of care home staff in donning and doffing PPE (6 volunteers trained in readiness by NHS)
- 2.3. In addition to the activities outlined in the Tripartite Agreement, colleagues have led in co-ordinating local authority volunteer activity across the Devon, Cornwall and Isles of Scilly (DCIoS) LRF area, and also provided support for the fire safety arrangements at the Nightingale Hospital Exeter. Red One Ltd is also providing training for the Nightingale Hospital’s fire marshals.
- 2.4. The Service also supported Plymouth City Council with making face to face contact with 54 of the most vulnerable within the community who were shielding, and had not responded to the initial attempts at contact. Service Community Safety Technicians attended home addresses, ensuring social distancing was maintained, and ensured that these individuals were able to receive ongoing support and care.

- 2.5. The Service has also been requested to undertake face fit testing of facemasks for the NHS and primary carers. Thus far the Service has undertaken 115 of these critical safety tests using its volunteers. This meant that primary care staff could be assured that the PPE that they had been provided with gave assured protection against Covid infection.
- 2.6. The Service also led in redesigning co-responding activity in conjunction with SWAST to ensure that CPR was undertaken safely during the pandemic. This procedure has been adopted by the other Fire and Rescue Services (FRS) in the SWAST area.
- 2.7. SWAST also made a request to the Service for volunteers from Control to work as “Autonomous Despatchers” within their Clinical Hubs, i.e. despatching ambulances within their Control equivalents. The Service has made a bid for this work to be included within the Tripartite Agreement, but this was not adopted as it was felt by the Tripartite Panel that the Covid peak had passed and it was no longer required. It was made clear however, that should a second wave of infection occur, then this request would be reconsidered.

Ambulance Support

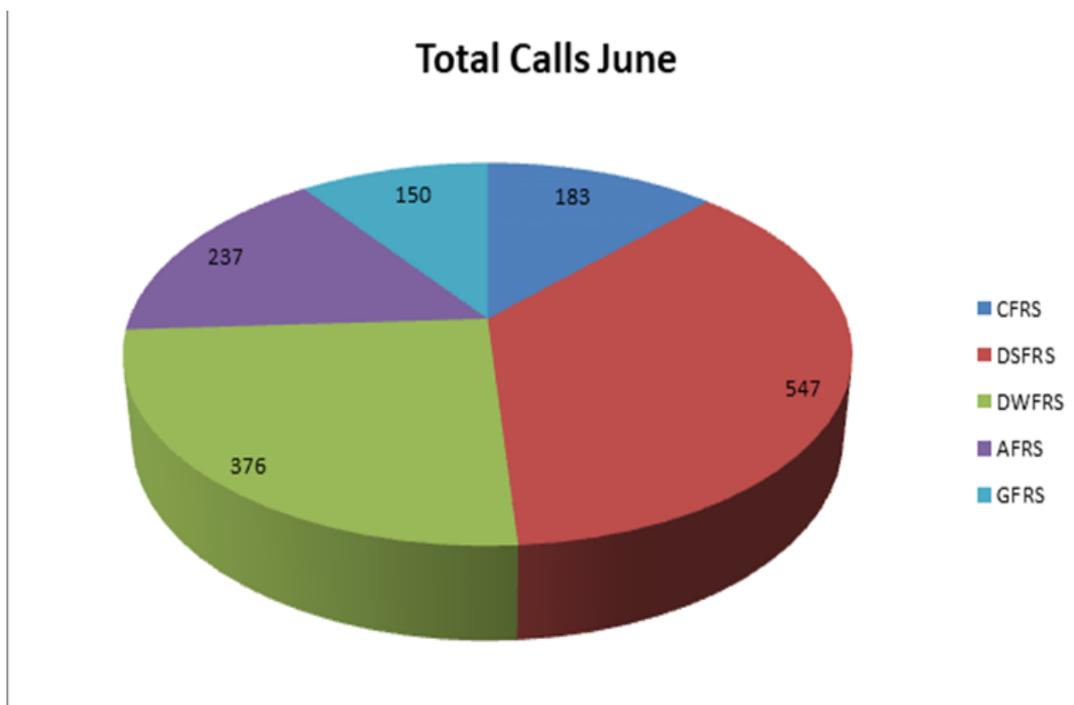
- 2.8. The Service, through the Chief Fire Officer (CFO), led the development of ambulance driving response in the South West. Officers from the Service worked collaboratively with SWAST to develop a Concept of Operations (ConOp) that was used by all five South West FRSs.
- 2.9. The formal request for ambulance driving support was received by the FRSs on the 31 March 2020. The request was for driving 15 ambulances 24/7 across the SWAST area. The locations were:

County and FRS	Locations
Cornwall (CFRS)	Newquay, Launceston
Devon (DSFRS)	Torquay, Exeter, Bideford
Dorset (DWFRS)	Dorchester, Bournemouth
Somerset (DSFRS)	Taunton, Shepton Mallet (now Glastonbury)
Wiltshire (DWFRS)	Salisbury, Swindon
Avon (AFRS)	Nailsea, Bristol
Gloucestershire (GFRS)	Staverton, Gloucester

- 2.10. The Service led the development of the training package for the FRS volunteer drivers alongside SWAST, the first training being delivered with colleagues from Cornwall FRS on 12 April 2020 at the Service Academy site at Exeter Airport. The first ambulances went live at Torquay and Taunton on 15th April 2020, a little over two weeks after the initial request was made. All fifteen ambulances were live by the 5 May 2020.
- 2.11. 44 Service volunteers were the first firefighters in the UK to drive ambulances on a ‘blue light’. The volunteers are a mixture of on-call and whole-time firefighters (primarily co-responders and Academy Instructors). Initially they were accompanied by Emergency Care Assistant (ECAs) attending lower acuity calls, but since 29 June have been working alongside paramedics and responding to all category of emergencies.
- 2.12. The management of the ambulance response was via the Service’s “Medical Cell” which, working alongside the “Logistics Cell” through careful planning, has ensured that Service ambulance driving volunteers have had no adverse impact on fire engine availability.

3. COMMUNITY VALUE

3.1. Initially there were issues with the accuracy of data recording for this project as the very tight timeframes for implementation necessitated a high level of manual data capture. The Service has now developed an application to ensure it fully understand the levels of demand going forward. The graph below provides accurate figure for June 2020 and gives some idea of the level of activity of these ambulances:



3.2. To date the fifteen regional ambulances will have responded to over 2,500 SWAST emergencies, with at least 150 at category 1 (life critical) and the Service responding to the highest number of calls.

3.3. The table below breaks down the activity that the Service's teams have undertaken in Devon and Somerset during the project by ambulance call category type (between 15 April and 29 June 2020):

Category of Call	Cat 1	Cat 2	Cat 3	Cat 4	Cat 5	HCT/IFT	Total
Torquay	8	15	30	11	18	94	176
Exeter	19	17	69	12	36	172	325
Bideford	6	24	104	14	17	121	286
Taunton	4	15	107	4	5	163	298
Shepton Mallet	2	23	104	7	8	127	271
Total	39	94	414	48	84	677	1,376

Cat 1 = time critical life threatening event needing immediate intervention and/or resuscitation.

Cat 2 = potentially serious conditions that may require rapid assessment, urgent on-scene intervention and/or urgent transport.

Cat 3 = urgent problem (not immediately life threatening) that needs treatment to relieve suffering (e.g. pain control) and transport or assessment and management at scene with referral where needed within a clinically appropriate timeframe.

Cat 4 = Problems that are not urgent but need assessment (face to face or telephone) and possibly transport within a clinically appropriate timeframe.

Cat 5 = health care professional response, e.g. an ambulance requested by a GP

HCT/IFT = health care transfers/ inter-facility transfers e.g. transferring a patient from one hospital to another for specialist care.

- 3.4. Service volunteers responding to Cat 1 and Cat 2 calls are saving many lives, with instances where crews have assisted with CPR and have revived a number of people, including difficult cases such as those involving drugs overdoses. Some of the hospital transfers are in themselves challenging as they have included moving patients with severe burns and life threatening brain injuries. Crews have undertaken transfers outside of the region too, such as moving patients to hospitals in London for urgent organ replacement operations. The Shepton Mallet crew deserve a special mention as the crew helped deliver a baby girl to the very happy and relieved parents.

4. WORKING IN PARTNERSHIP

- 4.1. The feedback from our volunteers and the SWAST Emergency Care Assistants and Paramedics has been both humbling and inspiring. Our joint Service and SWAST teams have worked fantastically well together. These are some examples of the feedback we have received:

“The overall experience has been a very worthwhile, interesting, and rewarding; it’s given me the feeling of achievement and overcoming a new challenge. I have meet some wonderful people within SWAST, and have really enjoyed being able to have 1 on 1 contact with patients. It’s been an amazing time and to have been part of this wonderful venture makes me very proud to have known I helped make a difference to our communities though a very difficult and challenging time within our country.” – Service Volunteer.

“The whole experience and being part of a team making a difference in our communities. I have been fortunate to work with 3 different ECA’s so far on my shifts, they have all been brilliant and so professional all with different skill levels giving me the opportunity to learn new skills which I will find useful in the future on Fire incidents were I can assist ambulance crews if necessary and cascade down in my fire role or in training on drill nights.” – Service Volunteer.

“The diversity of this team has been incredible and the individuals who work the team are beyond fantastic. From day one they ‘fit right in’ with the ambulance crews. I imagine it much have been very daunting on their first day, but it really didn’t show - a passer-by would have assumed they’ve been working with us for years.

Our patients are still surprised to see the fire service on our vehicles - but each patient I’ve been to with the FRS PSV have said what an incredible way of adapting to the current climate and expressed how grateful they were to the fire service to stepping up to support them.

The personnel selected by DSFRS have been keen and eager from the start. On the night-shift, at 3am, they’ve had no problem helping us complete station duties such as drug audits. Each drug we carry, they were asking about when it’s indicated, etc. They would actively clean the crew-room, dishes, even vehicles. Unfortunately, the ambulance service has lost this discipline over the years, but the discipline your team brought back into the station was highly welcomed.” – SWAST Paramedic

5. FUTURE ARRANGEMENTS

- 5.1. SWAST has asked the arrangements to drive ambulances continue until 31 July 2020, with an option to extend until after the August Bank Holiday. The Service is able to support this request as a result of the resilience built into its volunteer team.
- 5.2. Whilst the Service has historically enjoyed an excellent relationship with SWAST, it is also now jointly exploring how it can build on the enhanced partnership forged whilst supporting the ambulance driving initiative during the Covid emergency.

ACFO JOE HASSELL
Director of Service delivery