REPORT REFERENCE NO.	**CSCPC/19/2**
MEETING	**COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE**
DATE OF MEETING	**27 JUNE 2019**
SUBJECT OF REPORT	**SAFER TOGETHER PROGRAMME SERVICE DELIVERY OPERATING MODEL PHASE 2 – REALLOCATION OF RESOURCES**
LEAD OFFICER	**DIRECTOR OF SERVICE IMPROVEMENT**
RECOMMENDATIONS	***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 wholetime roving engines.***
EXECUTIVE SUMMARY	See Section 1 below.
RESOURCE IMPLICATIONS	As set out within the report.
EQUALITY RISKS AND BENEFITS ANALYSIS (ERBA)	The options set out within this report will be subject to rigorous consultation with staff, public and representative bodies.
APPENDICES	A. Data Tables
LIST OF BACKGROUND PAPERS	Integrated Risk Management Plan (2018-2022) Fire & Rescue Plan (2018) Draft Community Safety Strategy Fleet, Equipment and Water Strategy.

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.

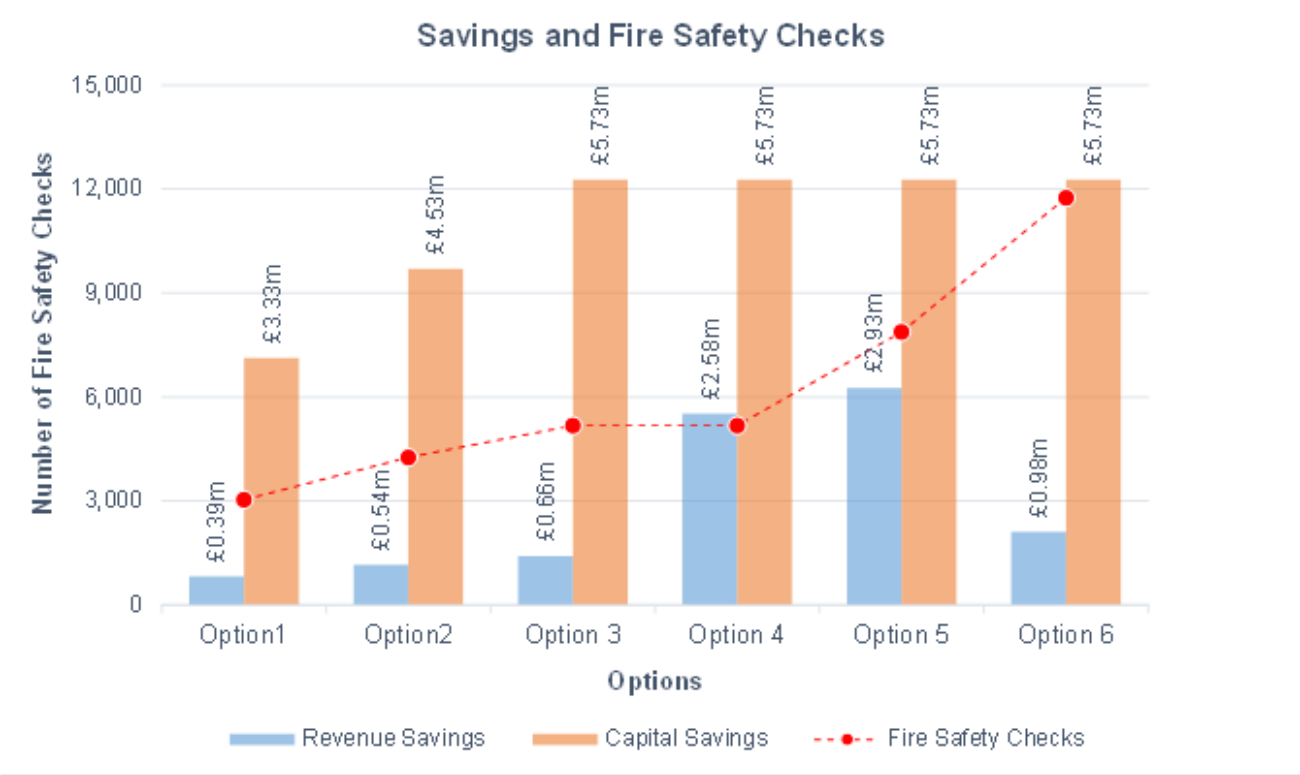
2.5 A significant increase in prevention activity is proposed which will mean we can make people safer by preventing fires and other emergencies before they occur. This approach saves lives and people are now safer as a result of prevention activities than ever before. A significant increase in protection 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	1st 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 10th 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 ✓

IM1	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 ✓

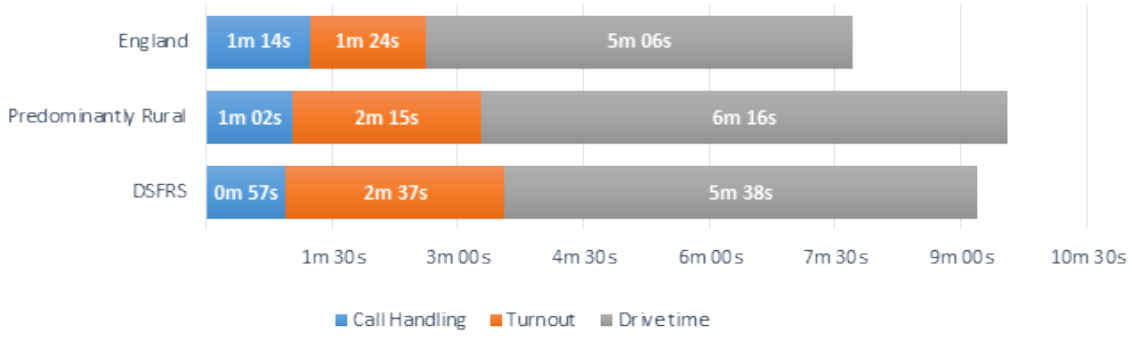
IM1	Q3-Q4 18/19	Q3-Q4 17/18	% pt. var.		YTD 2018	YTD 2017	% pt. var.		Rolling 3 Year Trend	Rolling 5 Year Trend
Total	76.8%	74.3%	2.5%	✓	77.0%	75.1%	1.9%	✓	⇧	⇧

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

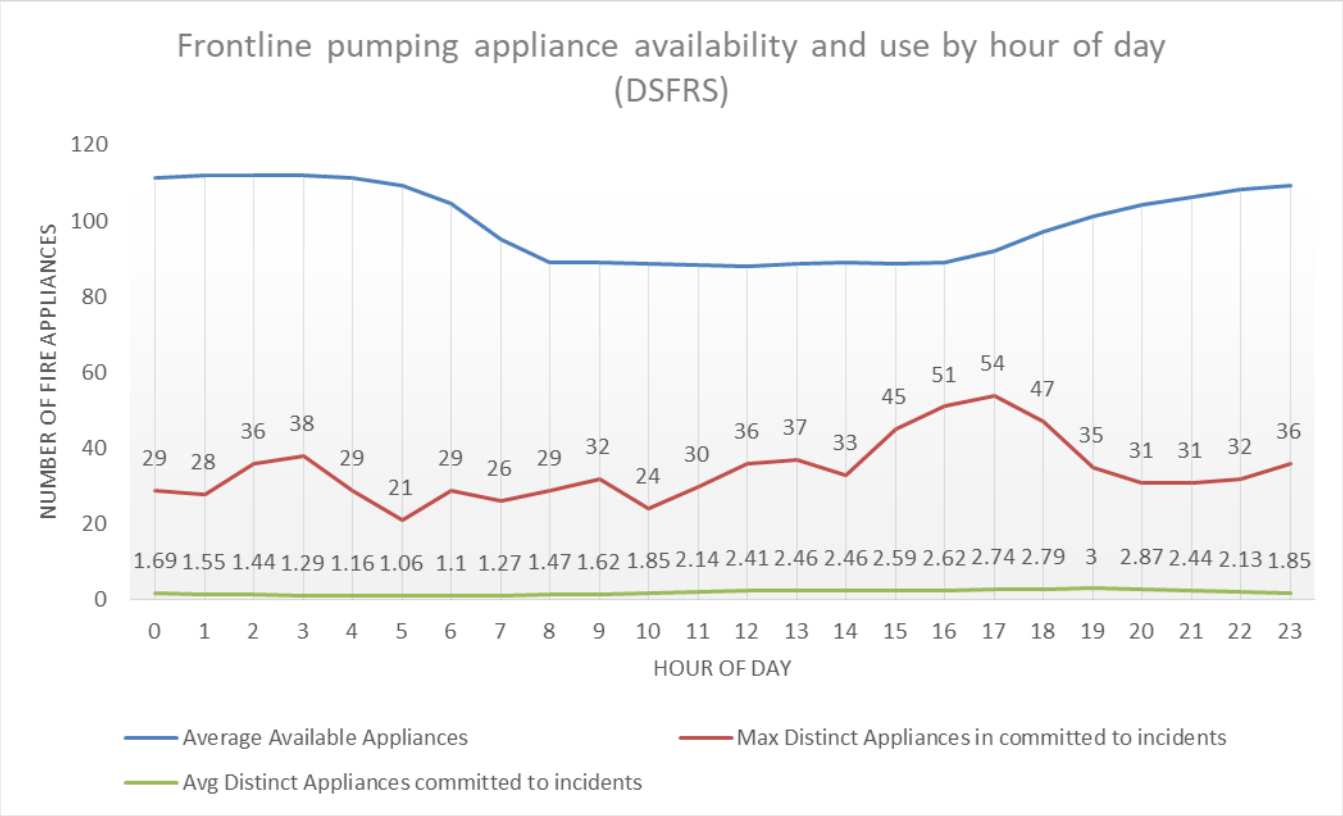
8.1 Following the publication of the IRMP, the service developed the Fire and Rescue Plan (2018) in order to identify the changes that would need to be made to deliver against the risks identified within the IRMP. This plan gave a commitment to prioritising prevention and protection activities within 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:

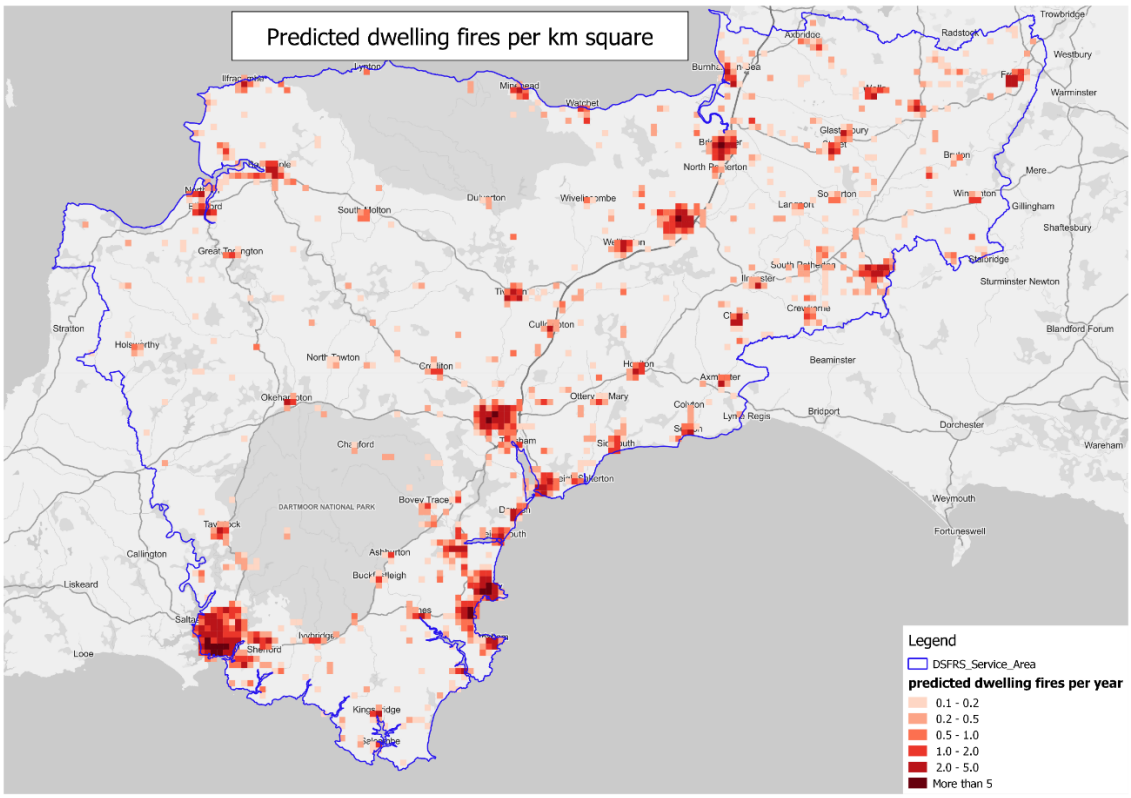


Diagram 1 Predicted dwelling fires per km square

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.

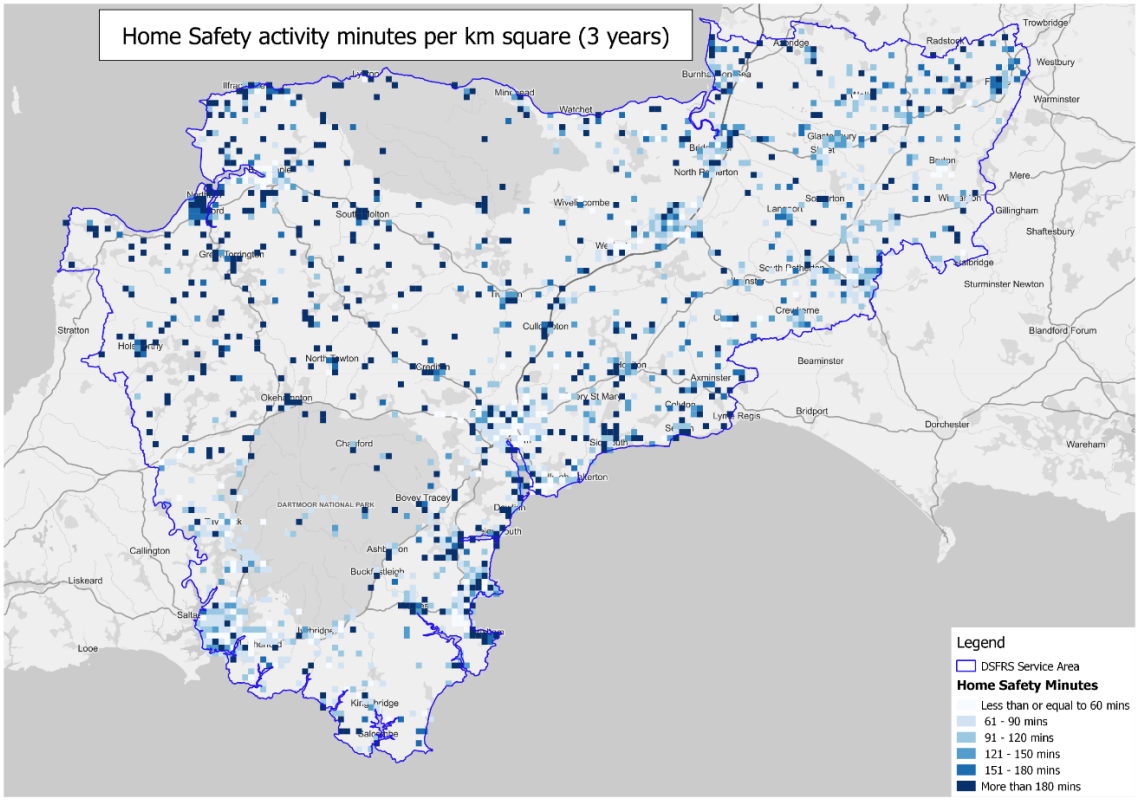
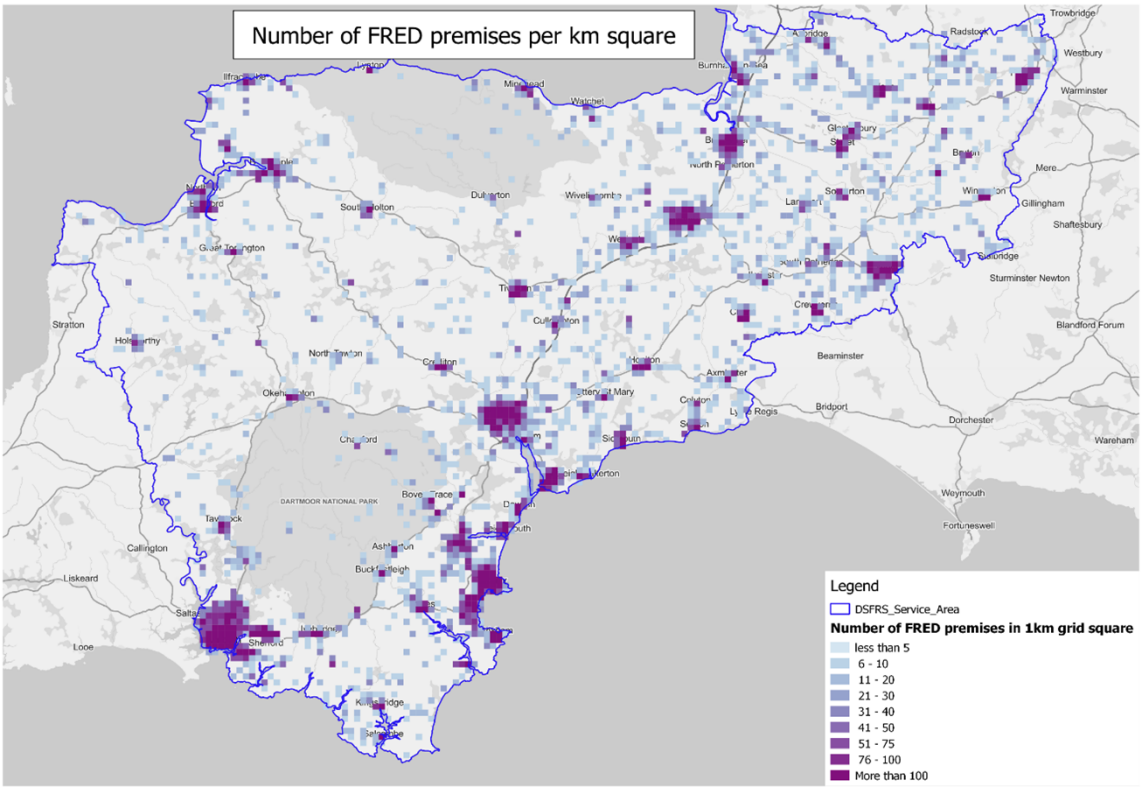


Diagram 2 Home safety activity minutes per km square (3 years)

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.

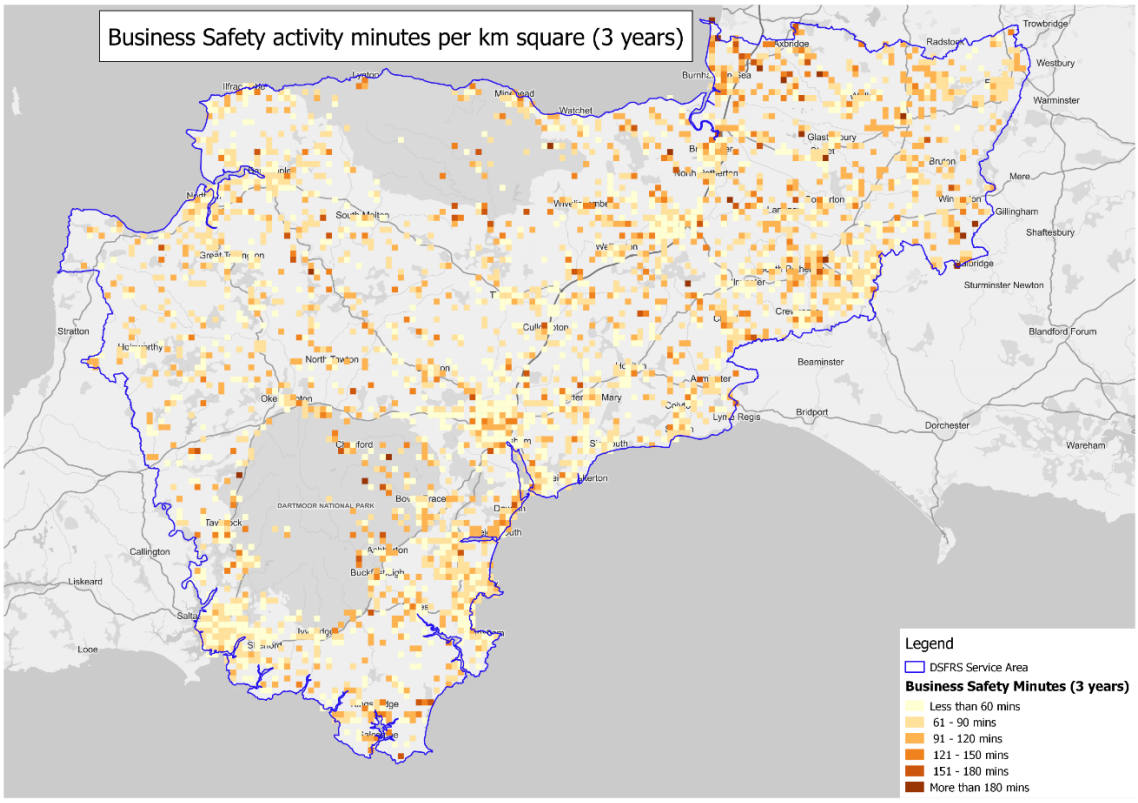


Diagram 4 Business safety activity minutes per km square (3 years)

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.

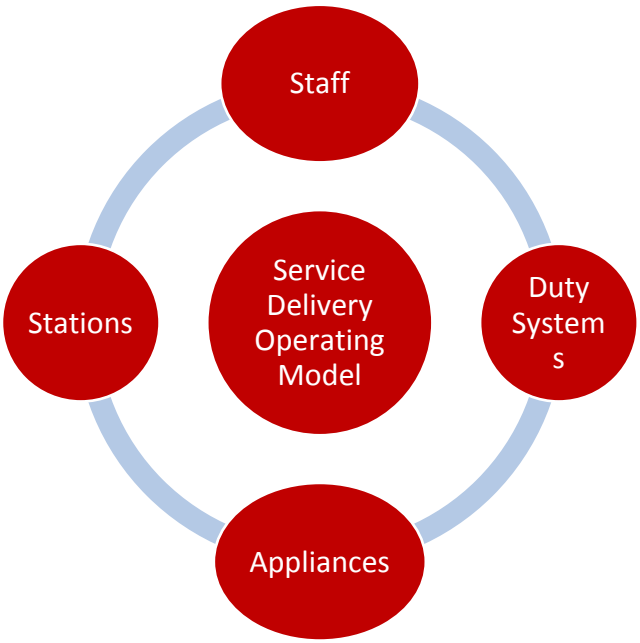
9.18 We will use a variety of duty systems to allow our personnel to maintain availability of appliances with maximum flexibility to support a positive work life balance.

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[1] algorithms, divides the Service Area into 5605 Output Areas[2].

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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[1] FSEC, the Fire Services Emergency Cover Toolkit, uses Algorithms for survivability last updated in 2012

[2] 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 ASHBURTON BUDLEIGH SALTERTON COLYTON
KINGSTON PORLOCK TOPSHAM 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
TOTAL	8	8	1	£3,325,000	£387,636	3,034

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
TOTAL	8	12	1	£4,525,000	£544,204	4,260

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 wholetime 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.

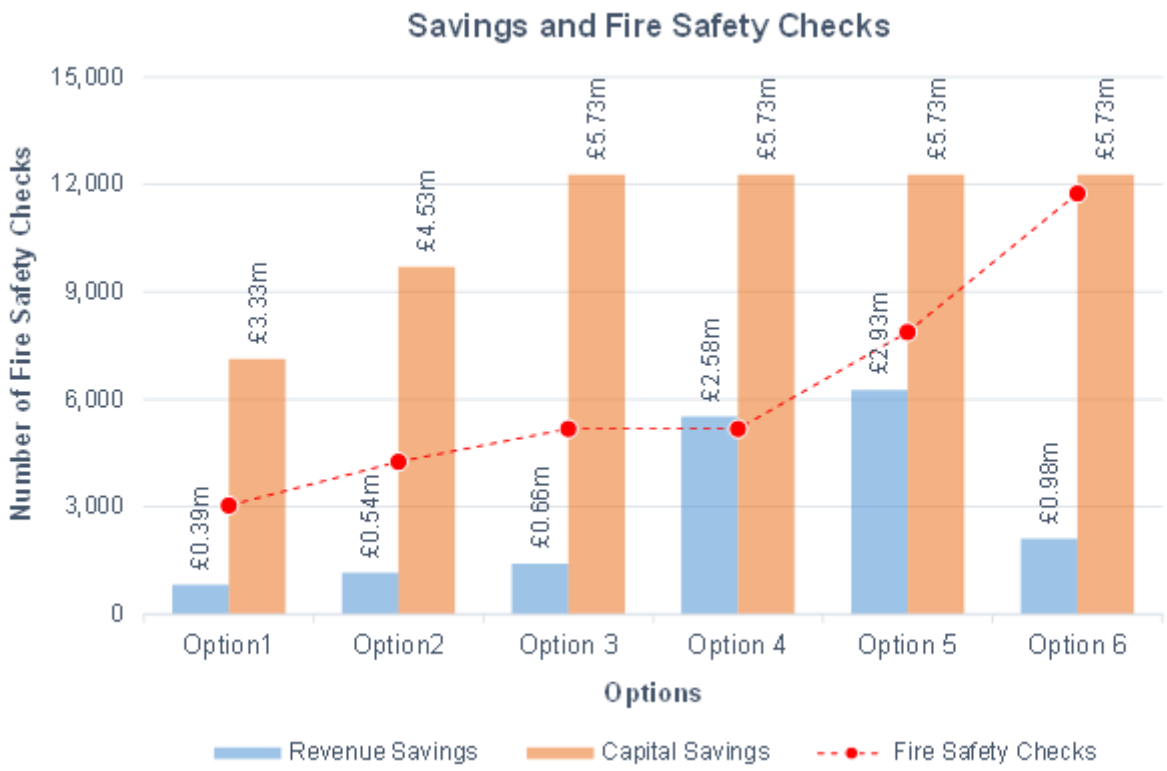
The outcomes of implementing this option are as follows:

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 wholetime 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		
			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 (%)
Greenbank	KV50	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	KV32	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	KV17	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	KV49	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	KV61	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	KV62	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	KV59	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	KV48	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	KV73	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	KV47	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	KV51	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											
			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(%)
Danes Castle	KV32	Urban Area	966	188	51	21	894	178	51	17	93%	95%	100%	81%
Greenbank	KV50	Urban Area	935	237	55	13	848	215	49	12	91%	91%	89%	92%
Crownhill	KV49	Urban Area	891	257	36	22	721	198	33	19	81%	77%	92%	86%
Taunton	KV61	Urban Area	779	255	68	46	748	250	66	41	96%	98%	97%	89%
Torquay	KV17	Urban Area	753	201	58	29	697	190	58	24	93%	95%	100%	83%
Middlemoor	KV59	Urban Area	621	166	38	53	491	140	34	36	79%	84%	89%	68%
Bridgwater	KV62	Urban Area	610	173	49	33	588	168	48	30	96%	97%	98%	91%
Yeovil	KV73	Urban Area	547	164	36	32	524	155	34	25	96%	95%	94%	78%
Camels Head	KV48	Urban Area	533	155	45	10	408	133	40	9	77%	86%	89%	90%
Plympton	KV47	Urban Area	240	67	15	16	153	38	10	10	64%	57%	67%	63%
Plymstock	KV51	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	KV18	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	KV01	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	KV28	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	KV78	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	KV33	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	KV63	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	KV18	Large Town	525	135	40	21	497	130	38	21	95%	96%	95%	100%
Barnstaple	KV01	Large Town	449	94	22	15	415	93	22	15	92%	99%	100%	100%
Newton Abbot	KV28	Large Town	397	112	25	15	351	105	24	14	88%	94%	96%	93%
Frome	KV78	Large Town	343	150	21	27	286	130	20	20	83%	87%	95%	74%
Exmouth	KV33	Large Town	313	84	23	16	295	80	23	16	94%	95%	100%	100%
Burnham on Sea	KV63	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		
			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 (%)
Shepton Mallet	KV81	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	KV39	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	KV44	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	KV83	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	KV70	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	KV31	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	KV75	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	KV40	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	KV57	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	KV65	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	KV20	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	KV71	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	KV69	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	KV84	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	KV76	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	KV13	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	KV82	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	KV53	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	KV38	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	KV34	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	KV74	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	KV80	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	KV79	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	KV77	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	KV10	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	KV41	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											
			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(%)
Wells	KV83	Market Town	191	49	10	26	176	47	10	22	92%	96%	100%	85%
Shepton Mallet	KV81	Market Town	181	63	12	22	173	61	12	21	96%	97%	100%	95%
Tiverton	KV44	Market Town	179	54	12	11	162	47	10	10	91%	87%	83%	91%
Cullompton	KV39	Market Town	178	53	5	27	135	42	4	17	76%	79%	80%	63%
Totnes	KV31	Market Town	169	44	19	10	153	41	18	7	91%	93%	95%	70%
Tavistock	KV57	Market Town	164	48	17	11	151	45	17	11	92%	94%	100%	100%
Wellington	KV70	Market Town	155	57	11	11	145	55	11	10	94%	96%	100%	91%
Chard	KV75	Market Town	149	62	17	8	141	57	16	7	95%	92%	94%	88%
Glastonbury	KV65	Market Town	143	64	14	9	134	63	14	8	94%	98%	100%	89%
Bovey Tracey	KV20	Market Town	141	41	4	15	100	29	3	6	71%	71%	75%	40%
Okehampton	KV13	Market Town	140	35	2	27	130	33	2	24	93%	94%	100%	89%
Honiton	KV40	Market Town	139	51	7	21	121	43	7	18	87%	84%	100%	86%
Cheddar	KV76	Market Town	135	48	6	15	122	42	5	13	90%	88%	83%	87%
Somerton	KV82	Market Town	127	45	2	15	106	37	2	12	83%	82%	100%	80%
Williton	KV71	Market Town	126	45	6	4	118	38	5	4	94%	84%	83%	100%
Wincanton	KV84	Market Town	121	40	10	13	94	35	9	9	78%	88%	90%	69%
Axminster	KV34	Market Town	115	33	6	11	102	31	5	8	89%	94%	83%	73%
Street	KV69	Market Town	108	29	6	12	92	24	4	10	85%	83%	67%	83%
Holsworthy	KV10	Market Town	104	39	5	12	86	32	5	11	83%	82%	100%	92%
Martock	KV80	Market Town	103	32	3	13	81	27	3	8	79%	84%	100%	62%
Crediton	KV38	Market Town	102	36	13	6	85	30	11	5	83%	83%	85%	83%
Ivybridge	KV53	Market Town	101	24	4	8	85	23	4	7	84%	96%	100%	88%
Castle Cary	KV74	Market Town	97	34	3	16	82	30	2	14	85%	88%	67%	88%
Ilminster	KV79	Market Town	93	29	4	11	74	25	3	7	80%	86%	75%	64%
Crewkerne	KV77	Market Town	84	19	4	7	69	17	3	7	82%	89%	75%	100%
Ottery St Mary	KV41	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		
			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 (%)
Bideford	KV04	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	KV30	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	KV25	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	KV21	Coastal Town	138	138	0	39	20	10	19	58	41	5.6	2.8	165.2	144.2	87.3%
Ilfracombe	KV02	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	KV66	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	KV43	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	KV26	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	KV24	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	KV03	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	KV42	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	KV05	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	KV36	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											
			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(%)
Bideford	KV04	Coastal Town	225	67	17	8	211	62	17	8	94%	93%	100%	100%
Teignmouth	KV30	Coastal Town	162	54	19	5	151	51	19	4	93%	94%	100%	80%
Brixham	KV21	Coastal Town	152	39	11	4	129	37	11	3	85%	95%	100%	75%
Ilfracombe	KV02	Coastal Town	145	33	9	8	135	31	8	5	93%	94%	89%	63%
Minehead	KV66	Coastal Town	144	47	14	8	137	47	14	8	95%	100%	100%	100%
Dawlish	KV25	Coastal Town	143	46	14	5	115	35	12	4	80%	76%	86%	80%
Dartmouth	KV24	Coastal Town	128	27	6	6	117	25	6	4	91%	93%	100%	67%
Sidmouth	KV43	Coastal Town	124	32	5	9	115	32	5	8	93%	100%	100%	89%
Kingsbridge	KV26	Coastal Town	119	39	10	5	105	34	10	3	88%	87%	100%	60%
Braunton	KV05	Coastal Town	71	24	3	5	44	18	3	4	62%	75%	100%	80%
Appledore	KV03	Coastal Town	67	13	7	2	6	4	2	0	9%	31%	29%	0%
Seaton	KV42	Coastal Town	63	22	6	3	45	14	3	3	71%	64%	50%	100%
Budleigh Salterton	KV36	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	KV14	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	KV22	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	KV58	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	KV15	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	KV19	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	KV12	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	KV09	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	KV06	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	KV67	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	KV64	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	KV37	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	KV72	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	KV46	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	KV27	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	KV35	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	KV52	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	KV14	Small Towns	96	32	2	14	79	26	1	11	82%	81%	50%	79%
Buckfastleigh	KV22	Small Towns	73	19	2	9	40	9	1	7	55%	47%	50%	78%
Torrington	KV15	Small Towns	67	24	3	14	59	22	3	12	88%	92%	100%	86%
Ashburton	KV19	Small Towns	61	23	7	4	43	15	5	4	70%	65%	71%	100%
Yelverton	KV58	Small Towns	55	17	2	2	48	16	2	2	87%	94%	100%	100%
Chulmleigh	KV06	Small Towns	46	19	5	5	34	16	5	4	74%	84%	100%	80%
Nether Stowey	KV67	Small Towns	45	29	2	2	28	20	1	0	62%	69%	50%	0%
Hatherleigh	KV09	Small Towns	40	20	3	5	36	19	3	4	90%	95%	100%	80%
Dulverton	KV64	Small Towns	40	25	1	6	21	13	1	3	53%	52%	100%	50%
North Tawton	KV12	Small Towns	39	11	1	4	30	9	1	3	77%	82%	100%	75%
Witheridge	KV46	Small Towns	37	17	3	7	26	15	3	3	70%	88%	100%	43%
Wiveliscombe	KV72	Small Towns	35	15	1	5	28	14	1	4	80%	93%	100%	80%
Colyton	KV37	Small Towns	34	11	2	2	24	8	2	1	71%	73%	100%	50%
Moretonhampstead	KV27	Small Towns	23	4	1	5	20	4	1	3	87%	100%	100%	60%
Bampton	KV35	Small Towns	15	8	0	1	7	2	0	0	47%	25%	--	0%
Bere Alston	KV52	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		
			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 (%)
Chagford	KV23	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	KV29	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	KV07	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	KV68	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	KV08	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	KV11	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	KV55	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	KV56	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	KV45	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	KV16	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	KV54	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											
			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(%)
Chagford	KV23	Smaller Communities	60	13	3	20	40	11	3	7	67%	85%	100%	35%
Salcombe	KV29	Smaller Communities	44	9	1	0	22	6	1	0	50%	67%	100%	--
Porlock	KV68	Smaller Communities	41	6	1	4	33	6	1	3	80%	100%	100%	75%
Combe Martin	KV07	Smaller Communities	40	13	1	4	13	0	0	2	33%	0%	0%	50%
Lynton	KV11	Smaller Communities	32	7	1	7	32	7	1	7	100%	100%	100%	100%
Hartland	KV08	Smaller Communities	27	7	1	7	25	7	1	7	93%	100%	100%	100%
Modbury	KV55	Smaller Communities	26	13	1	0	18	9	1	0	69%	69%	100%	--
Woolacombe	KV16	Smaller Communities	21	8	1	0	8	2	0	0	38%	25%	0%	--
Topsham	KV45	Smaller Communities	20	5	2	0	18	5	2	0	90%	100%	100%	--
Princetown	KV56	Smaller Communities	18	6	0	1	7	3	0	0	39%	50%	--	0%
Kingston	KV54	Smaller Communities	12	8	1	0	4	3	1	0	33%	38%	100%	--