

WEST MIDLANDS FIRE AND RESCUE AUTHORITY

18 FEBRUARY 2019

1. STRATEGY OPTION 2019-2020

Report of the Chief Fire Officer.

RECOMMENDED

THAT Members approve the approach set out in this paper to deliver 'The Plan' and set a balanced budget, through the flexible, risk-based management of resources on a daily basis.

THAT Members note the Chief Fire Officer (CFO) through Authority approved accountabilities will manage resources and determine and manage fleet availability, to support the delivery of the approach as appropriate.

2. PURPOSE OF REPORT

- 2.1 Reports submitted to both 17 September 2018 and 19 November 2018 Fire Authority meetings, have provided the Authority with a range of options to consider in addressing the 2019/20 £3m deficit within the Authority's Financial Efficiency Plan (FEP).
- 2.2 In addition, at the 19 November 2018 Authority meeting, an additional investment of circa £600k was approved for the Protection function. This additional investment is to enable efficient and effective delivery of the Authority's statutory fire safety responsibilities, in support of current and changing legislation.
- 2.3 Consequently, the Fire Authority recognised the need to achieve revenue savings from 2019/20 of approximately £3.6M, specifically to meet the shortfall in the FEP alongside the investment approved in the Protection function.
- 2.4 It was also noted by the Fire Authority that there is a requirement for additional investment within other parts of the

Service in order to effectively and efficiently deliver 'The Plan' over a rolling 3-year period. It should be recognised that any investment approved from the separate 'Investment in Support Services' report, would be savings required in addition to the circa £3.6m referred to in paragraph 2.3.

3. **BACKGROUND**

3.1 At the Fire and Rescue Authority meeting on 19 November 2018, the CFO presented to Members an assessment of the five options presented to the Authority in September 2018.

These options were:

- Staff/resource availability
- Resource configuration
- Shift arrangements (risk based crewing)
- On-call firefighters
- Management Review

3.2 Each option was presented along with the impact on the Service Delivery Model (SDM) and employees and the related financial consequences. to enable the Fire Authority to make a decision on the preferred option(s).

3.3 The Fire Authority considered each option and asked the CFO to continue to assess each of these, to enable a professional recommendation to be presented to the Fire Authority at the February 2019 meeting.

3.4 The Fire Authority also noted that the review of the Strategic Enabling Team and the Flexi duty system would form a part of the management review.

Risk Management and approach

3.5 Risk analysis and evidence informs our Integrated Risk Management Plan (IRMP) and looks to assess all reasonably foreseeable risk within the community. This evidence and analysis shows us that:

- Speed and weight of attack matters when resolving emergency incidents. A 5-minute risk based attendance standard increases the likelihood of survival of people involved in incidents.

- On arrival assertive, effective and safe activity is required to resolve incidents and that the attendance time of the second appliance is an important enabler to this
 - That our current station locations enable us to position our resources to deploy to the areas of highest risk, whilst maintaining a response capability across our whole delivery area.
 - That our current station locations enable us to deploy our resources effectively for prevention, protection and response activities.
 - That a baseline level of risk always exists in the West Midlands based primarily on the level of deprivation, but that risk is changing in relation to the type of incidents that are reasonably foreseeable and how risk is reduced through an integrated approach to risk reduction through response, prevention and protection and through identifying some of the underlying factors that lead to vulnerability and firefighting upstream.
 - That the late shift enables us to resource at a greater level during times of peak response, prevention, protection and preparedness activities.
 - That an integrated approach to response, prevention and protection is the most effective way to managing risk and vulnerability within the community.
 - That resourcing to risk is enhanced through a blended fleet, dynamic mobilisation, innovation and digital enablers such as 999 eye
- 3.6 Decisions regarding the allocation of resources to risk are delegated to the CFO, as the competent individual held publicly accountable for operational decision making. The CFO will determine the most effective flexible management of risk and allocation of resources on a daily basis.

Approach

- 3.7 Due to a requirement to start achieving the financial savings in year, a blend of the options in managing risk and appliance availability is taking place currently. Following a detailed review of all options by the Strategic Enabling Team

(SET) after the 19 November 2018 Fire Authority meeting, the recommendation set out in this report is a blend of all options with the current exception of on-call and changes to shift arrangements, which will be further developed in line with our IRMP. The management review is ongoing and is currently considering the outcomes of the SET review and the Flexible Duty System (FDS).

- 3.8 Based upon the above summary of findings and principles and the CFO accountabilities as set out in the Fire Authority Constitution, Scheme of Delegations; the CFO will manage the resources available on a day to day basis to maximize our response, prevention and protection activities to reduce risk and vulnerability, whilst achieving a balanced budget. This will be achieved through the use of an evidence base, the IRMP, technological solutions such as the Dynamic Cover Tool, technical expertise and professional judgement.
- 3.9 The expected budget constraints during 2019/20 will result in a number of resources being unavailable each day. A flexible but risk based approach to the decisions made by the CFO on a day to day basis, enables resources to be available in a scalable way based upon finance availability, without the permanent removal of any resources or stations. This approach is also scalable throughout the 3 year rolling planning period and into the future, ensuring an initial focus on risk management and then overlaying achievability based upon finance.

Management Review

- 3.10 The management review will continue through:
- The SET review. This is being carried out by the Chief Fire Officer and will be completed by 31st March 2019.
 - The Flexible Duty System (FDS). The initial analysis against the IRMP and foreseeable risk has now taken place. This will be considered further in relation to the further requirements of FDS and any proposed duty systems.
- 3.11 As part of the management review we have considered the assessment and approach adopted in relation to the four options. The outcomes of this work have identified that there

will be no significant changes to the current levels and roles of supervisory management within the organisation. This will maintain and provide the levels of supervision to support assertive, effective and safe systems of work aligned to the flexible, risk-based management of resources.

- 3.12 In recognition of the requirements above we will therefore be substantiating all temporary vacant roles. The application of this will be based on a set of implementation principles underpinned by the recognition and substantiation of individuals in vacant roles who have passed a recognised selection process. The initial scoping of this work has started with the intention to start applying the principles against an agreed timeframe in April 2019.
- 3.13 Appendix 1 illustrates the impacts that different options and decisions would have on our community. It should be noted that the two Pump Rescue Ladder (PRL) appliances allocated to Technical Rescue are not included in the options, due to the specific and specialised role they provide.

4. **EQUALITY IMPACT ASSESSMENT**

- 4.1 In preparing this report an initial Equality Impact Assessment (EIA) has been carried out. The initial EIA did raise issues which required a full EIA.
- 4.2 To support development of the option a full EIA has also been carried out. The risk-based, flexible approach outlined in the recommendation supported by the ongoing targeting of our prevention and protection towards the most vulnerable helps mitigate any potential equality impacts.

5. **LEGAL IMPLICATIONS**

There are no legal implications as a result of the recommendations set out in this report. Recommendations will ensure the expectations set out in the National Framework 2018 continue to be met.

6. **FINANCIAL IMPLICATIONS**

- 6.1 The 2019/20 shortfall in the FEP (£3m), together with the Fire Authority approved investment in the Protection Function

(£600k) requires savings of £3.6m to be made in 2019/20 in order to achieve a balanced budget. Any additional investments in other Service areas would add a corresponding amount to the scale of total savings required.

- 6.2 The proposed flexible, risk-based management of resources on a daily basis would provide the basis of achieving the required level of savings, specifically by a reduction in employee related costs.
- 6.3 Based on current estimates and assumptions within the Medium Term Financial Plan, there is a forecast budget shortfall of approximately £1.7m in 2021/22. Unless there is an improvement in the Authority's funding position and/or any alternative Service efficiencies are identified, the approach proposed to balance the budget in 2019/20 would need to be extended further to achieve a balanced budget in future year's.

7. **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications

BACKGROUND PAPERS

Strategy Options reports – Fire Authority 17th September and 19th November 2018













Protection Investment report – Fire Authority 19 November 2018

Investment report – Fire Authority 18 February 2019









PHIL LOACH
CHIEF FIRE OFFICER

Appendix 1

Illustrative examples of risk-based management of fleet availability to deliver a balanced budget:

Current Service Delivery Model	Impact on IRMP (5 Minute Risk Based Attendance Standard and Safe & Well)	Impact on Safe Systems of work (Assertive, Effective & Safe)	Savings Achieved
<p>1st  X36  X5</p> <p>2nd  X03  X5</p> <p>BRV  X19  X3</p> <p>*Excluding 2 x PRL for Technical Rescue</p>	<p>Current Performance 4:33 mins</p> <p>Safe & Well Delivered = 3600 p/m</p>	<p>Our current Service Delivery Model and Resource Configuration supports assertive, effective and safe tactics.</p>	<p>Our current SDM</p>
<p>In year savings 2018/19</p> <p>Reduction of 1 rider on PRL & Reduction of 2 BRVs</p>	<p>Impact on IRMP (5 Minute Risk Based Attendance Standard and Safe & Well)</p>	<p>Impact on Safe Systems of work (Assertive, Effective & Safe)</p>	<p>Savings Achieved</p>
<p>1st  X36  X5</p> <p>2nd  X03  X4</p> <p>BRV  X17  X3</p>	<p>Limited impact on Cat 1 attendance</p> <p>Up to 3.3% increase on Cat 1 attendance for 2nd Appliance</p> <p>2% - 5% increase on</p>	<p>Safe systems of work will be maintained through agreed Risk Assessment</p> <p>The adoption of Assertive, Effective and Safe tactics may be delayed whilst awaiting the arrival of further resources</p>	<p>£750k</p>

	<p>Cat 3 & 4 attendance</p> <p>Safe & Well Reduced = 120 p/m</p>		
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Reduction of 6 x core BRV each shift per 24 hours	Impact on IRMP (5 Minute Risk Based Attendance Standard and Safe & Well)	Impact on Safe Systems of work (Assertive, Effective & Safe)	Savings Achieved
<p>1st  X36  X5</p> <p>2nd  X03  X5</p> <p>BRV  X13  X3</p>	<p>0.4% - 0.7% increase in Cat 1 attendance</p> <p>15% - 23% increase in Cat 4 attendance</p> <p>Up to 13.2% increase in Cat 1 attendance for 2nd Appliance</p> <p>Safe & Well Reduced = 360 p/m</p>	<p>Safe systems of work will be maintained through application of risk assessment</p> <p>The adoption of Assertive, Effective and Safe tactics may be delayed whilst awaiting the arrival of further resources</p>	<p>£3.3m</p>
Reduction of 1 rider on 3 x 2 nd PRL	Impact on IRMP (5 Minute Risk Based Attendance Standard and Safe & Well)	Impact on Safe Systems of work (Assertive, Effective & Safe)	Savings Achieved
<p>2nd  X03  X4</p>	<p>No impact</p>	<p>Limited Impact</p>	<p>£550k</p>