

TYNE AND WEAR FIRE AND RESCUE AUTHORITY

Item No 5

MEETING: 18 FEBRUARY 2019

SUBJECT: IRMP REVIEW - HOW WE RESPOND RELATIVE TO RISK

JOINT REPORT OF THE CHIEF FIRE OFFICER/CHIEF EXECUTIVE (THE CLERK TO THE AUTHORITY) THE STRATEGIC FINANCE OFFICER AND THE PERSONNEL ADVISOR TO THE AUTHORITY

1 INTRODUCTION

- 1.1 The purpose of this report is to document and report the findings of recent consultation activities relating to the proposed changes to operational response resulting from the Integrated Risk Management Plan (IRMP) 2017-20.
- 1.2 This report outlines our duty to involve stakeholders, the approach taken in undertaking the consultation activity, documents the consultation findings and analyses those findings in terms of the themes of feedback received.
- 1.3 The report sets out revised proposals in the light of the consultation feedback, seeks the Authority's agreement to adopt the revised proposals and authorise the Chief Fire Officer to begin implementation.

2 BACKGROUND

- 2.1 The IRMP process is the vehicle the Authority uses to make significant changes to the shape of the Service, ensuring the planning, design and delivery of services in a way that balances efficiency and community risk. The Authority have used the IRMP process for over 15 years to change the Service, strengthen prevention, reduce costs, reduce risk and demand in our communities.
- 2.2 Since 2010, the Authority's IRMP actions have developed against a backdrop of significant reductions to the Authority's revenue budget; a combination of disproportionate and significant cuts in Government funding whilst having to address major additional cost pressures (e.g. inflation, pension increases and pay awards etc.) over this prolonged period. The impact of which has seen the Authority's Net Budget Requirement reduce by £11.3m to 2018/19, from £59.4m to £48.1m. This represents a significant budget reduction of 19% since 2010/11.
- 2.3 However, accounting for cost pressures the Authority has had to manage a real cut to its revenue budget of just under £25m up to and including 2019/20 budget

projections. The real underlying cut, which the Authority has had to manage, is therefore just over 42% of its 2010/11 Net Budget Requirement.

- 2.4 The Authority has managed to achieve this position by having to take some very difficult service decisions. The Authority has had strong financial management arrangements in place that have helped to achieve budget efficiencies of almost £12m in addition to the various IRMP actions that have saved another £13m since austerity measures began. The Authority has reviewed every aspect of its business and initially protected the frontline service as far as possible with more emphasis focused on streamlining back office activities and a number of specialist areas within the organisation.
- 2.5 This stance could not be maintained because of the scale of cuts to the revenue budget up to 2019/20 that saw a review of the Authority's response model and diversionary activities included in the 2013/2017 IRMP. The revised response model that avoided station closures, introduced Targeted Response Vehicles (TRVs), prioritised response to higher life risk as Risk Level 1 and 2 incidents, and culminated in the introduction of riding four on all fire engines by June 2018. The changes made to the response model have saved the Authority almost £5m as a result.
- 2.6 The current Medium Term Financial Strategy (MTFS), in an update that was reported to members in January 2019, showed that there was still a potential budget gap of approx. £3.6m to 2021/22 based on existing financial planning assumptions and that the Authority approved its current IRMP 2017/2020 actions to help address this shortfall in resources over the next three years.
- 2.7 The current IRMP contains three distinct actions, to:
- a) Explore further opportunities for collaborative working with emergency services and partners;
 - b) Examine our ways of working and consider opportunities for further efficiency and effectiveness;
 - c) Review how we respond relative to risk.
- 2.8 This report relates to action c) Review how we respond relative to risk.
- 2.9 The review focused on assessing and analysing community and firefighter risk whilst considering the impact of incident demand. Detailed assessment of the evidence, including analysis of high risk incidents, was undertaken. This activity, taking over 18-months of detailed work by a multi-disciplinary team, determined the best mix of options. The resultant proposals were carefully selected to protect as much of the frontline service as possible.

3 CONSULTATION

Duty to Involve

- 3.1 The Authority has a duty to the communities of Tyne and Wear to make sure that resources are being used efficiently and effectively. The unprecedented level of budget reduction presents the Authority with a major challenge to continuously improve the use of public money whilst also striving to achieve the vision of “Creating the Safest Community”. The duty to involve is an important aspect of that continuous improvement process.
- 3.2 Guidance to local authorities in interpreting the duty to involve was detailed in the 2008 Communities and Local Government (CLG) publication ‘Safe Strong and Prosperous Communities’.
- 3.3 In 2016, the consultation principles guidance replaced the CLG publication and detailed the Government’s general policy for formal consultation exercises. The consultation principles were updated in 2018 and have been the basis for conducting the formal consultation regarding the proposals as set out in reports to the Authority meeting’s held on 5th November and 10th December 2018 (minutes 39 and 44/2018 refer). See Appendix D and Appendix E, consultation principles and adherence to principles.

Consultation Approach

- 3.4 Following the meeting on 5th November 2018, the Authority entered into a twelve week consultation period¹ with the public, partners, staff and representative bodies. The proposals that formed the basis of the consultation were:

Proposal 1 - Dynamically adjust the distribution and availability of appliances based on risk and demand

Proposal 2 – Introduce a range of duty systems based on risk and demand

Proposal 3 – Adjust the staffing model to deliver a more effective and efficient use of resources

Publicising the consultation

- 3.5 The consultation document was published on the Service website and intranet immediately following the Fire Authority meeting on 5th November 2018. This document was also made available at all public meetings and available in alternative formats upon request. In order to reach as many members of the communities within Tyne and Wear as possible, the consultation was promoted in a variety of ways including:

¹ Extended by agreement at the Authority meeting on 10th December 2018, minute 44/2018 refers

- Press releases and interviews
- News articles on the Service website, intranet, and social media (Facebook, Twitter and Instagram)
- Emails and letters to partners and other stakeholders
- Meetings with MPs and Council leaders
- Correspondence to Community Safety / Strategic Partnerships
- Posters distributed in a variety of public buildings (i.e. Libraries, Council offices, and Town Halls) across each district promoting public consultation events
- A dedicated email and telephone facility.

Public, stakeholder and staff survey

- 3.6 A qualitative survey sought detailed feedback from members of the public, stakeholders and staff regarding our proposals. The survey was published on the Service website and social media platforms for members of the public and on the intranet for staff members. A total of 3,140 completed surveys were received from members of the public. A total of 130 staff surveys were completed. Full survey analysis is contained within the detailed Consultation Report in Appendix A.
- 3.7 As far as practicable feedback from staff and members of the public has been reviewed separately. It should be noted that from the language and internal terminology used in comments made through the public survey, it is possible to infer from that a number of these people are closely associated the FRS and the fire fighter community. Verbal feedback also suggests that some of our staff completed the survey twice – as a member of the public as well as an employee.
- 3.8 Many questions were received during the consultation period. Where possible these were responded to immediately and captured in a frequently asked questions (FAQ) document and published on our website, intranet and social media; see Appendix J. The survey results were analysed by an in-house team alongside an independent contractor to understand key themes and concerns.

Public meetings

- 3.9 Formal public meetings were held to encourage feedback from all members of the public. At least one session was held per local authority area, all in central locations and near potentially affected areas (i.e. those impacted by the proposed options). In order to maintain independence, a conscious decision was made to host these meetings in venues such as Community Academy Schools, Sports Centres and Council buildings rather than in Community Fire Stations. The following table details the locations of the six events:



Local Authority	Public Consultation Venue
Gateshead	Gateshead Civic Centre
Newcastle	Kenton Park Sports Centre
North Tyneside	Wallsend Memorial Hall
South Tyneside	Jarrow Community Hub
Sunderland x 2	Washington & Farringdon Academy School

- 3.10 In total, 166 people have attended the public consultation meetings. In addition to the survey results and attendance at public meetings, feedback was also received from members of the public via email (7); letter (1); telephone calls (1); and website (4). The queries were responded to immediately and fed into our FAQs, see Appendix J.

Employee briefings

- 3.11 Between 5th November and 23rd November employees received a presentation outlining the proposed options and the rationale for these was explained. Employees were encouraged to ask questions for clarification, provide comment on the proposals and formally respond to the consultation by completing the survey on the intranet or emailing the IRMP Consultation inbox. All affected locations were also visited by a member of the Senior Management Group (SMG) to discuss feedback and raise any further questions in the style of a listening event.

Stakeholder meetings and letters

- 3.12 As part of our stakeholder consultation, 86 partners have been contacted by letter or email. One to one meetings were held with the Chief Executive / Leaders of each of the five constituent councils of Tyne and Wear and with our 12 local MPs. Letters were sent to the Community Safety Partnerships within each in Local Authority area.

Social media activity

- 3.13 Throughout the consultation period, information was regularly posted on our social media platforms – Facebook and Twitter, in particular, to ensure our communities had regular access to information on the IRMP consultation, as well as encouraging them to participate and to attend events. We also posted event information and updates on Instagram. On Facebook, we received questions – all of which were redirected to the Consultation inbox – as well as a number of comments on the consultation process.

TWFRS website

- 3.14 Between 5th November and 26th November 2018, details of the proposed changes and how to have your say were published on the homepage of the TWFRS website. During this period, Google Analytics² recorded:

² Only users with cookies enabled can be tracked through Google Analytics

- 5,578 page views (the total number of pages viewed, including repeated views of the same page during the same browsing session).
- 3,933 unique page views (the number of sessions during which the homepage was viewed at least once).
- 948 page views were recorded on 5th November – approximately 3 times the daily average.

3.15 The new TWFRS website was launched on 27th November 2018. On the new site, the proposed changes, supporting information and survey link were published on a dedicated 'Consultation' page. Between 27th November and 28th January 2018, Google Analytics recorded:

- 845 page views from (the total number of pages viewed, including repeated views of the same page during the same browsing session).
- 670 unique page views (the number of sessions during which the homepage was viewed at least once).

Staff intranet

3.16 A new page was created to host details of the IRMP Consultation. This page was viewed 280 times in total between 5th November and 28th January 2018.

4 FINDINGS AND CONSULTATION FEEDBACK

Overarching Themes

4.1 The overarching themes emerging from the survey, public meetings and meetings with key stakeholders are set out below. Further feedback relating to each proposal is also provided.

Community safety, and firefighter safety, health and wellbeing

4.2 Concerns were raised about the potential for decreased fire cover and increased response times, resulting in a detrimental impact on community and firefighter safety. In relation to Proposal 1, the primary concerns were that one engine at any station would be inadequate and that there is likely variance in response times based on traffic congestion and other factors. In relation to Proposal 2, concerns were primarily raised about the potential to adversely affect crew safety, staff morale, mental health, and the ability to maintain a team work ethic.

Resilience of the proposals to changes in future risk

4.3 Particularly in relation to Proposal 1 and Proposal 3, concerns were raised about the resilience of proposals should future risk increase. This encompassed concerns about having a sufficient number of appliances available, as well as suitably qualified and experienced firefighters and control staff.

Local considerations and potential to redistribute rather than reduce risk

- 4.4 Respondents highlighted local issues including the risks posed by their geography or changes within the community (e.g. new homes being built in particular areas, proximity of residential homes and industrial in particular areas). Some highlighted that the proposals simply redistributed rather than reduced risk, leaving areas that are currently well served more vulnerable.

Work-life balance and morale

- 4.5 Concerns were raised about the impact of the proposed changes to working conditions, including work-life balance and family friendly shift patterns. It was highlighted that this may lead to increased childcare costs. Others, however, welcomed the introduction of more modern working practices – viewing it as a more efficient use of resources and (in relation to Proposal 2, to introduce a range of duty systems based on risk and demand) potentially more financially beneficial for some staff.

Working conditions for firefighters and control staff

- 4.6 Particularly in relation to Proposal 3, to adjust the staffing model to deliver a more effective and efficient use of resources, concerns were raised about the impact of a reduction to the overall staffing levels of firefighters and control. This included impact on workload and staff morale.

Standard response times

- 4.7 In relation to setting a standard response time for the Service, concerns were raised about our ability to maintain these standards to meet future risk, the impact on firefighters and their ability to make effective decisions at the incident ground, attendance times for the 2nd and 3rd fire engines, and concerns about the perceived loss of fire engines at night.

Business decisions made by the Authority

- 4.8 Some respondents expressed views about whether business decisions made by the Authority could be changed or reversed to minimise the impact on frontline services (this included, for example, decisions to hold financial reserves, to invest in a new station at Hebburn, to support Impeller, and to focus proposals on frontline services rather than non-operational roles).

4.9 Additional Points in Feedback from the Fire Brigades Union

Specific feedback from the Fire Brigades Union included: a view that proposals affecting staffing arrangements should be the subject of formal negotiation rather than public consultation; the use of inaccurate data in formulating proposals; concerns around proposals to extend the use of Day Crewing Duty Systems; concerns about the impact of the proposals on work-life balance and compliance with the Scheme of Conditions of Service (the Grey Book).

Consideration of alternatives to operational response changes

- 4.10 It was highlighted that the Service may wish to consider where budget reductions could be found from services other than operational response. This included, for example, non-operational staff and management costs. It was also suggested that existing reserves be used to meet the budget shortfall.

5 RESPONSE TO CONSULTATION FEEDBACK

- 5.1 The focus of this report so far has been on providing the Authority with information regarding the consultation methodology, the quantitative data regarding responses and the qualitative analysis of feedback to the consultation questions. It is clear that the majority of respondents had concerns about the proposals and particularly about the impact on firefighter establishment and attendance standards; impact on speed and weight of response.
- 5.2 This section summarises key concerns and addresses these in terms of their relevance to the proposals. Where alternative proposals have been put forward, analysis has been undertaken to assess their feasibility and presented later in this section. See alternative proposals at Appendix B.

Community safety, and firefighter safety, health and wellbeing

- 5.3 A clear theme of the feedback from the consultation was that the proposals will not enhance public safety whilst placing firefighters, and control room staff, at an 'intolerable risk of harm'.
- 5.4 Intolerable risk is often defined as involving dangerous behaviours or circumstances that can cause serious and imminent harm. There is no evidence, other than anecdotal statements, that any of the proposals will cause serious or imminent harm. Had this been the case the proposals would not have been put before the Authority as they would not have been deemed safe.
- 5.5 Throughout the review, including the development of proposals for change, the review team focused on assessing and analysing the potential risk to the communities we serve and the firefighters we employ. Detailed workload modelling of the proposals, including incident analysis of high risk incident types such as accidental dwelling fires, has been undertaken. This activity, taking months of detailed work by a multi-disciplinary team, has determined the best mix of options. This intelligence-led approach underpinned the selection of proposals for change put to the Authority.
- 5.6 Incident attendances are set using quantitative and qualitative risk management processes. These processes are driven by the requirements of standard operating procedures that require a minimum of two, three or four pumps attending higher risk fires. This provides a weight of response of eight, twelve

and sixteen firefighters respectively and along with associated equipment satisfies the requirements of National Operational Guidance (NOG) and local risk assessment.

- 5.7 The proposals were carefully selected to protect as much of the frontline service as possible whilst targeting risk as a priority and reducing cost in line with the needs of the Authority's requirement to set a balanced budget.
- 5.8 Since austerity began, the Authority has maintained a focus on protecting response times. As previously reported, response times to accidental dwelling fires are amongst the fastest in the country (currently third fastest at 6mins 18secs) and will remain fast if the proposals are agreed and implemented in full.
- 5.9 In terms of firefighter safety, the Authority continues to invest in firefighting technology, in training and in encouraging shared learning so that our firefighters can continue to have the most appropriate safe systems of work available. One example is the decision to roll out Cobra Cold-Cut firefighting technology on all frontline appliances and this is planned to be completed within the period covered by this IRMP process, namely 2017-20.
- 5.10 Targeted risk reduction is the best way to protect our communities from harm by preventing fires and other emergencies from occurring. A dedicated programme of risk reduction is planned for the communities that have raised concerns about their perception of safety. This programme will support the day-to-day risk-based prevention that is in place throughout the year that is undertaken by our firefighters and specialist prevention staff. Together, these programmes will continue to drive down risk and provide greater reassurance to our communities.
- 5.11 A concern was raised about the potential increase in fire deaths and a perceived reliance on demand-based data to inform decisions about the proposals. This concern pointed to a slower speed of response being associated with levels of fire fatalities. The Fire Brigades Union assert that the ENTEC [*sic*] reports from 1996 and 1999, referred to in their response to the consultation, should be relied upon when making an assessment of the potential for greater risk of fire deaths in Tyne and Wear. This approach, as pointed out in the IRMP 2013/17 consultations, is somewhat misleading. The current response review has used data from recent incident activity in Tyne and Wear and not generalised from countrywide datasets. The review analysis has included the pattern of fire deaths and time of day these incidents occurred in drawing up proposals for change.
- 5.12 Officers have contended throughout this IRMP review process that both speed and weight of response are important in the survivability of those trapped by

fire, indeed a recent study by Walker (June 2017)³ concluded that survivability in dwelling fires is more complex than previously assumed and depends on a range of factors such as the room of origin, fire loading, the position of occupants relative to the fire and that of internal doors (open or closed).

- 5.13 This study used a methodology based on International Standards Organisation (ISO) 13571:2012 '*Life-threatening components of fire – Guidance for the estimation of time to compromised tenability in fires*',⁴ and concluded that for a lounge fire with the door open, untenable conditions were reached in 15mins 44 secs and if the door was closed 19mins 22secs. Whilst these times are not absolute they have acted as a guide to times used in modelling the impact of the proposals and in the development of response standards, agreed to be piloted from April 2019.
- 5.14 Incident demand data has been used to reflect the actual effects of unmitigated community risk and is just one aspect to the approach taken by the review. The chart highlighted in the Fire Brigades Union response shows total incidents by time of day. It was pointed out during staff and public consultations that the majority of the demand in the early evening, the busiest time of day, was made up of low risk level incidents, e.g. secondary fires.
- 5.15 The review took many other factors into account including when fatalities have occurred. This identified that the number of fatalities in Tyne and Wear has been particularly low when compared with similar services, no particular pattern was present over the 24 hour period other than the risk appears to increase at times when cooking is more common. The reference to a retweet of National safety campaigns is circumstantial and does not reflect the pattern of dwelling fire fatalities in Tyne and Wear, see Figure 1 below.
- 5.16 Early warning and effective behaviours were critical to survivability in fire situations; Walker pointed to 76% of dwellings where fatalities had occurred did not have a working smoke alarm⁵. Members are referred to the statement in 5.9 above for further commentary on impact of effective prevention.

³ Walker RG (2017). Practical Assessment of the Dependence of Fire Service Intervention Times on Life Safety. UCLAN

⁴ Available at <https://www.iso.org/standard/56172.html>

⁵ *Ibid*, pg. 270

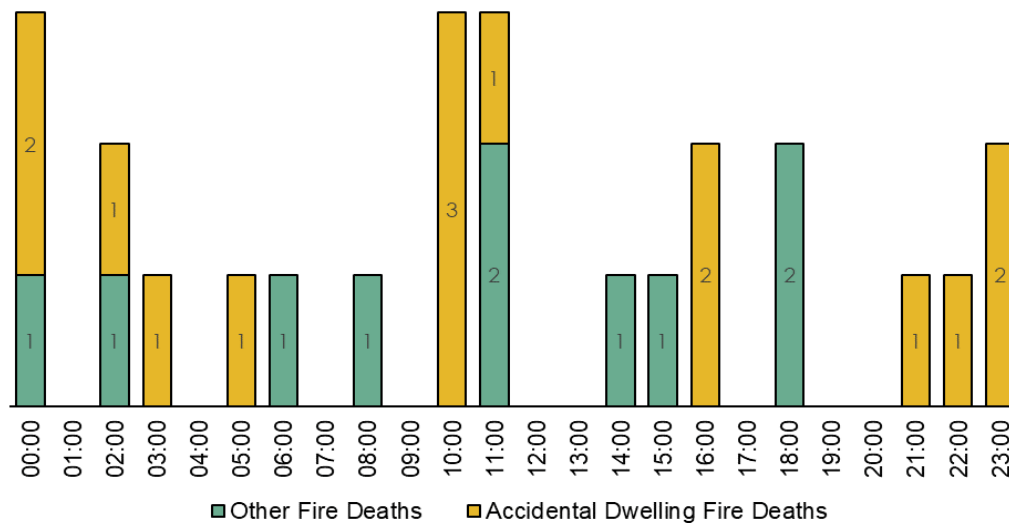


Figure 1 - Fire deaths by hour of day 2010/11 - 2017/18

Resilience of the proposals to changes in future risk and local considerations and potential to redistribute rather than reduce risk

- 5.17 Some respondents raised concerns regarding the assessment of future risk including the planned development of new housing and industrial plants across Tyne and Wear. In particular, points raised highlighted the perceived risk from these developments and public perceptions of the changes proposed, such as the relocation of appliances based on risk and demand.
- 5.18 Since 2015, proposals presented to the Authority have been underpinned by the Community Risk Profile (CRP). The CRP is a comprehensive and forward looking analysis of risk across Tyne and Wear that helps inform decision making. The CRP is a key aspect of identifying community risk and is readily available to the workforce and the public through our website.
- 5.19 The CRP is not the only source of information that assists in the IRMP process, detailed response modelling and assessments of risk from National and Community Risk Registers are amongst the sources used. The approach used has been refined over many years and continues to ensure we can provide the best quality service with the resources available. This review enhanced previously used methods by introducing a detailed analysis of incident data that enriched the view provided by the traditional approach. The proposals do take into account future risk, proposed major industrial sites and other risks including the changing terror threat, critical elements of our resilience and emergency planning responsibilities. Planning undertaken alongside key emergency service and local authority partners is included in this future look and assessments of potential life risk across Tyne and Wear.

- 5.20 Respondents make reference to the approach taken being demand and not life safety driven is not correct. The proposals have focused specifically on targeting high life risk incidents by moving specific resources closer to the highest risk areas. Accidental dwelling fires and associated life risk remains a strategic priority for the Authority and thus the proposals are targeted at addressing the issues raised by the Fire Brigades Union around speed and weight of attack. Figure 3 below illustrates the success achieved in reducing accidental dwelling fires in a climate of declining resources.

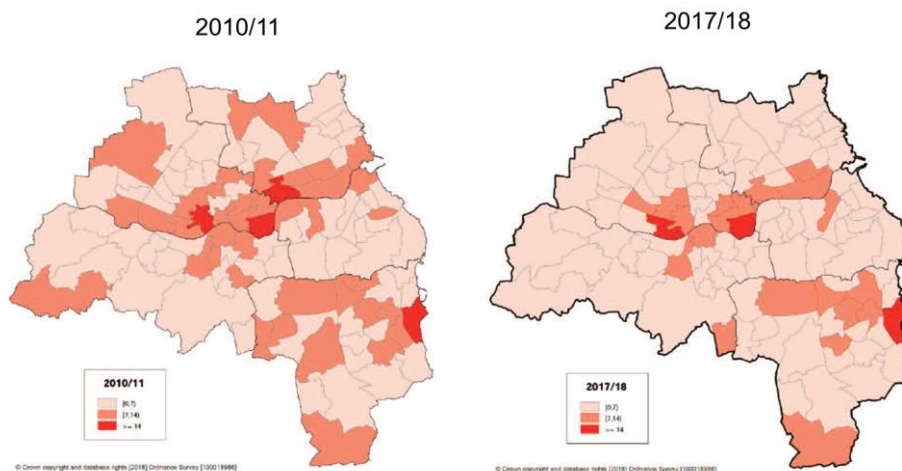


Figure 3 – Comparison of Accidental Dwellings Fires 2010/11 to 2017/18

Working conditions for firefighters and control staff, Work-life balance and morale

- 5.21 Throughout the review there has been a clear objective of ensuring a balance between working practices, flexibility and engaging the workforce in the agreement of systems of work. Research has found that 73% of employers that implement flexible working practices believe it has a positive impact on staff and employee motivation, the proposals are designed to achieve a more efficient and productive service for the communities we serve whilst supporting staff engagement.
- 5.22 The analysis of existing duty patterns, including comparison against risk and demand, concluded that a better mix of duty patterns would maximise the opportunities to be more productive, whilst ensuring that the capacity of the service to respond to incidents of varying size and complexity was retained.
- 5.23 The proposals do not significantly impact on the working conditions or work-life balance of firefighters any more than existing patterns. One element of the proposals is a change of start finish times that would see dayshifts end by 17:00hrs at the latest (currently 18:00hrs) and the introduction of a negotiated agreement that provides greater flexibility, whilst removing unpopular elements of existing patterns. The affected staff will be provided with an opportunity to

decide the best way to achieve this in line with our Work-Life Balance procedure.

- 5.24 There are currently eight Grey Book employees who have taken advantage of the Work-Life Balance procedure and have a flexible working arrangement in place. This consultation has focused on engaging operational employees in discussions about the benefits of more flexible working for both employees and the Service. More applications would be welcomed under the procedure outlined above.
- 5.25 For the avoidance of doubt, the review has not proposed the introduction of a permanent mid shift nor has it proposed the introduction of an eight hour shift pattern. The review identified that should the unpopular 'extended day' shift be removed then the flexibility in staffing that this provides (approx. 3000 operational shift per year) needs to be accounted for, so as to avoid additional cost. The proposal is to use a flexible swap a shift process that is an extension of locally agreed arrangements already in place.
- 5.26 Detailed analysis was conducted in relation to the staffing levels and duty pattern in mobilising control. This dedicated aspect of the review focused on considering how incident demand and associated administrative activities are matched against appropriate and flexible staffing methods.
- 5.27 The review group found that since the introduction of the current command and control system the quality of call handling and speed of mobilising have improved. The review group also found there were opportunities to improve productivity through increasing staff utilisation across each shift to a more effective use of control staff time.
- 5.28 Any reduction in establishment was carefully considered by the review team. As part of that analysis the ways of working in control were included. The watch manager (control) is not required to take emergency calls in normal circumstances. On occasion, during breaks or planned training, calls are taken by watch managers. However, they are encouraged not to take calls particularly when complex incidents or periods of spate or spike occur. This process of effective supervision of staff was reviewed in 2013 following the Rule 43 letter resulting from the Shirley Towers incident. Furthermore, there is a process that allows overflow calls to be handled by our partners in Northumberland Fire and Rescue, who can mobilise on our behalf if necessary.
- 5.29 It was noted that further work would need to be undertaken to prepare for any reduction in establishment, redesigning work routines and administrative support so as reduce the impact of this proposal if agreed.

- 5.30 In relation to work-life balance, the proposals had no direct impact on the duty system worked in control other than there being the potential to realign control start and finish times with those of operational staff.

Standard response times

- 5.31 A number of responses stated the modelling used to develop the proposals is 'flawed' and that it wrongly focuses on speed of response instead of both speed and weight of response. Throughout the implementation of IRMP actions and the development of the response review proposals, the review team have maintained that both speed and weight of response are important in the determination of the number of appliances available, their location and ability for firefighters to deploy safely and effectively. Indeed, the proposals have targeted the maintenance of the number of available appliances, supported by those on a predetermined delay, for times of activity surges. There are 24 fire engines in service now, and there will be the same number available should implementation be approved. The proposals are merely ensuring that our fire engines are positioned where they are needed most then staffed in a flexible and sustainable way.
- 5.32 The impact on response times has been clearly set out since the findings of the review were reported to the Authority on 5th November 2018. The Authority has a responsibility to provide services based on risk and demand across the whole of Tyne and Wear. The review focussed on ensuring resources could be targeted at both risk and demand. As such the best overall method of understanding the impact across Tyne and Wear is to consider the effect on average response times. It is clear that these times are likely to be affected by the proposals. Extensive modelling was undertaken using a baseline of actual demand. This ensured the appropriate attendance, providing the resources identified in standard operating procedures and recognised task analysis tools, was included within impact analysis of the proposals.
- 5.33 In terms of firefighter numbers available on duty, the proposals ensure that the total number of firefighters available are maintained at 96 throughout the 24-hour period, flexing based on risk and demand through greater use of more appropriate duty systems and predetermined delays. On-call firefighters are available to attend incidents as required, so it is legitimate to include them in any calculation of availability.
- 5.34 The proposed introduction of Day Crewing (On Call) duty systems at certain locations supports the more productive use of resources in line with risk and demand. Further efficiencies are offered by a more balanced approach to flexible staffing, through the whole-time duty system and a change in start and finish times that creates opportunities for the Authority to be more effective in the use of its resources.

5.35 The tables below illustrate the differences between the current staffing model (*Table 2*) and the proposed model (*Table 3*). Feedback from staff regarding the proposed start and finish times has resulted in a revised consideration of shift times being 09:00 to 17:00hrs (dayshift) and 17:00 to 09:00hrs (nightshift). It is proposed the Day Crewing duty system would operate from 08:00 to 20:00hrs, subject to negotiation.

	Whole-time	On-Call	Total
09:00-18:00	96	4	100
18:00-00:00	96	4	100
00:00-09:00	88	4	92

Table 2 – Current Staffing Model (per duty watch)

	Whole-time and Day Crewing	On-Call	Total
09:00-17:00 ⁶	88	8	96
17:00-20:00	88	8	96
20:00-08:00 ⁷	80	16	96
08:00-09:00	88	8	96

Table 3 – Proposed Staffing Model (per duty watch)

5.36 The Authority agreed on the 10th December 2018 to support the introduction of a pilot that will evaluate the use of response standards intended to help manage performance more effectively (minute 45/2018 refers). The use of such standards is common in other fire and rescue services and provides a definable set of standards with which to assess performance.

5.37 Our response times are some of the fastest in the country and we believe that whilst there may be some increases as a result of the proposals, this is not expected to compromise our ability to keep our communities and firefighters safe.

5.38 Additionally, it is planned to introduce critical improvements to the mobilising and resource management system that will further help the protection of fast response times whilst ensuring the correct resources are promptly selected to maintain speed and weight of response. These improvements include, pre-alerting, greater use of dynamic mobilising and resource availability mapping.

⁶ Proposed following consultation and subject to negotiation

⁷ Proposed subject to negotiation

- 5.39 The Authority agreed, during the introduction of the IRMP 2013/17, that response to higher risk incidents would be prioritised over that to lower risk incidents. This strategy has facilitated a more targeted approach to responding relative to risk and allowed the segmentation of incident data that has underpinned the analysis utilised to produce workable proposals. Nevertheless, the Authority have been made aware that, regardless of the efforts made to balance risk and resources, the proposals are likely to affect attendance times and every effort has been made to ensure these resultant effects are minimised.

Additional Points in Feedback from the Fire Brigades Union

- 5.40 A number of respondents, including the Fire Brigades Union, raised concerns that they believed the data in the report presented to the Authority at the meeting on 5th November 2018 contained 'major defects' and that the proposals were formulated using incorrect data. Officers reported to the 10th December Authority meeting, errors in one table (minute 43/2018 refers) and the audit work that had been undertaken to reassure the Authority that the remainder of the report, as well as the background data relied upon to formulate the proposals, were correctly quality assured and valid. Furthermore, it was pointed out at the December meeting that the subject table had little influence or direct impact on the proposals.
- 5.41 In finalising the proposals prior to consultation, the review team analysed data from a range different sources including, Incident Recording System (IRS) Data, the CRP, Northumbria Local Resilience Forum Community Risk Register, internal and external performance data. This allowed the review team to develop a sophisticated view of the trends in both risk and demand. This multi-dimensional, evidence-based view provides the basis of a comprehensive risk management process.
- 5.42 The Fire Brigades Union raised a particular concern that they were unclear as to why matters that appeared relating to negotiation were included in the public consultation. As reported to the Authority on 5th November 2018 (minute 39/2018 refers) the proposals are considered to be operationally integrated and as such it was appropriate to ensure that the public understood the full range of potential changes that produced the projected savings. The difference between consultation and negotiation is well understood and it is accepted that the Authority will have to negotiate certain changes using recognised formal processes with the relevant representative bodies. The Fire Brigades Union are encouraged to take an active role in such negotiations, seeking an outcome that is acceptable to their members whilst helping to ensure the Authority can continue to deliver safe and effective services.
- 5.43 On the specific point made regarding Day Crewing duty systems, throughout the reporting and consultation on this matter it has been clear that any proposed

duty system would impact on the immediate availability of two fire engines at specific times of day, one in North Tyneside and one in South Tyneside, and as such this is a matter the public needed to be consulted on.

- 5.44 With regard to compliance with the Scheme of Conditions of Service (the Grey Book), unless the workforce through their representative bodies agree to vary this duty system, then the proposed system will be grey book compliant. Officers have always accepted that this would need to be negotiated using the formal agreed machinery.
- 5.45 In relation to the Day Crewing Close Call duty system, legal advice indicates an initial review should be conducted and the results compared with the judicial ruling applicable to South Yorkshire. The Fire Brigades Union have been invited to take a full and active part in that review. It is not known how long that work will take due to the circumstances involved. Officers are aiming to have that review completed promptly and will be the subject to further reports.

Business decisions made by the Authority

- 5.46 Two of the issues that continue to be raised by some members of our communities, stakeholders and staff are the use of reserves and the agreed capital programme, in particular the relocation / rebuild of Hebburn Community Fire Station.
- 5.47 As clearly set out in the Reserves Policy, the Authority in common with other public sector bodies, holds financial reserves to help manage future financial risks and to fund future major costs such as change transformation programmes aimed at improving services to the public and to fund major capital projects.
- 5.48 Usable financial reserves are split into revenue and capital. Revenue reserves are categorised into a General Fund to cover unforeseen spending pressures and Earmarked Reserves which are each held for a specific purpose. Capital reserves must, according to statute, be ring-fenced for capital investment; such as for new equipment, fire engines, and replacement stations. The Local Government Finance Act 1992 requires the Authority to have adequate reserves to meet any estimated future expenditure when calculating our budget requirement for each year. At 31st March 2018, the Authority held total reserves of almost £28.5m but only £3.9m General Reserve. Most of the Authority's reserves (£24.5m or 86%) are already 'earmarked' to meet other key specific financial risks. Earmarked reserves are held to:
- Help prevent an increase in the revenue budget in future years (£16.5m);
 - To support service delivery requirements (£4.5m); and
 - Additional help to fund our Capital Programme (£3.5m)

- 5.49 Reserves are a finite resource and cannot be used for funding sustainability. Due to the funding changes the Authority has experienced since 2010, we cannot foresee a position when the Authority will be able to build up a similar level of reserves. Therefore it is essential that reserves continue to be allocated in the way set out above, in order to achieve best value, as there are no other ways of funding our Capital Programme and to manage the key real financial risks faced by the Authority.
- 5.50 The Authority has approved a total budget of £5.25m for the replacement of Hebburn Community Fire Station based on the cost of Marley Park Community Fire Station and the assumption that the total cost would be met solely by the Authority. As reported to members at the January and November 2018 Fire Authority meetings (minutes 68/2017 and 34/2018 refer), there is currently a detailed feasibility study underway, looking at options to provide the most appropriate and cost effective development. The costs of this study are being met from One Public Estate (OPE) grant funding secured by the Authority. Until this feasibility study is concluded and a fully costed proposal is developed and then agreed by the Authority, it is considered prudent that the full budget allocation remains earmarked in the capital programme for this purpose. In the event that the proposed development requires less than the full allocation of funding provided, then the budget can be amended once the appropriate approval is granted by the Fire Authority.

Consideration of alternatives to proposed changes

- 5.51 A number of alternative proposals were received, full details are contained within the IRMP Consultation Report included at Appendix A.
- 5.52 Of those alternative proposals six were further analysed in detail, as they demonstrated the potential to provide either better value for money or improve response. The others generally related to making cuts in other ways such as reducing the size of the back office, senior management and other services, some respondents considered these as 'non-essential' to delivering frontline services. Three IRMP reviews are in progress and suggestions relating to ways of working and collaboration will be forwarded on to the relevant review teams for further consideration. One proposal considered in more detail involved the suggestion of repositioning of the Heavy Rescue Tender from Newcastle Central to another location rather than Wallsend. Further analysis of this suggestion indicates that relocation to Washington Community Fire Station would meet the Service's requirements for this type of vehicle at no additional cost.
- 5.53 **Alternative Proposal (A)** – Amend existing Proposal 2 to utilise alternative fire engines to provide cover at Wallsend and Hebburn Community Fire Stations between 20:00 and 08:00hrs;

- Second fire engine from Byker moves to Wallsend between 20:00 – 08:00hrs;
- Second fire engine from Gateshead moves to Hebburn between 20:00 – 08:00hrs;

Service Impact			Financial Comparison
Incident Type	Fire Engine Attendance Order	Attendance time difference compared to IRMP proposals	No financial change to IRMP proposals
Risk Level 1	1 st	8 secs faster	
	2 nd	8 secs slower	
	3 rd	21 secs slower	
Risk Level 2	1 st	7 secs faster	
	2 nd	10 secs slower	
	3 rd	25 secs slower	

5.52 Alternative Proposal (B) – Amend existing Proposal 2 to introduce Day Crewing (On Call) duty system for the second fire engine at Gateshead rather than the fire engine at Hebburn Community Fire Station;

- Do not introduce a Day Crewing (On Call) duty system at Hebburn Community Fire Station and therefore no need to move the second fire engine from South Shields Community Fire Station between 20:00 – 08:00hrs
- Introduce a Day Crewing (On Call) Duty system for the second fire engine at Gateshead Community Fire Station

Service Impact			Financial Comparison	
Incident Type	Fire Engine Attendance Order	Attendance time difference compared to IRMP proposals	Proposed IRMP Savings	£1,620,000
Risk Level 1	1 st	8 secs faster	Alternative Proposal (B) savings	£1,266,000
	2 nd	12 secs slower		
	3 rd	1 min 53 secs slower		
Risk Level 2	1 st	6 secs faster	Additional Cost	£354,000
	2 nd	16 secs slower		
	3 rd	22 secs slower		

5.53 Alternative Proposal (C) – Amend existing Proposal 2 to introduce additional Day Crewing (On Call) duty system for each fire engine at Gosforth and Marley Park Community Fire Stations and do not introduce an On Call duty system for the second fire engine at Farringdon Community Fire Station;

- Introduce a Day Crewing (On Call) Duty system for the fire engines at Gosforth and Marley Park Community Fire Stations;
- Do not change the duty system for the second fire engine at Farringdon Community Fire Station to On Call;



- Move the second fire engine from Byker Community Fire Station to Gosforth Community Fire Station between 20:00 – 08:00hrs;
- Move the second fire engine from Farringdon Community Fire Station to Marley Park Community Fire Station between 20:00 – 08:00hrs.

Service Impact			Financial Comparison	
Incident Type	Fire Engine Attendance Order	Attendance time difference compared to IRMP proposals		
Risk Level 1	1 st	7 secs faster	Proposed IRMP Savings	£1,620,000
	2 nd	10 secs slower	Alternative Proposal (C) savings	£2,093,000
	3 rd	51 secs slower		
Risk Level 2	1 st	4 secs faster	Additional Saving	£473,000
	2 nd	12 secs slower		
	3 rd	22 secs slower		

5.54 Alternative Proposal (D) - Amend existing Proposal 2 to change Day Crewing (Close Call) duty system for each fire engine at Birtley and Rainton Bridge Community Fire Stations to Day Crewing (On Call) and do not introduce an On Call duty system for the second fire engine at Farringdon Community Fire Station;

- Introduce a Day Crewing (On Call) Duty system for the fire engines at Birtley and Rainton Bridge Community Fire Stations;
- Do not change the duty system for the second fire engine at Farringdon Community Fire Station to On Call;
- Move the second fire engine from Gateshead Community Fire Station to Birtley Community Fire Station between 20:00 – 08:00hrs;
- Move the second fire engine from Farringdon Community Fire Station to Rainton Bridge Community Fire Station between 20:00 – 08:00hrs.

Service Impact			Financial Comparison	
Incident Type	Fire Engine Attendance Order	Attendance time difference compared to IRMP proposals		
Risk Level 1	1 st	2 secs faster	Proposed IRMP Savings	£1,620,000
	2 nd	21 secs slower	Alternative Proposal (D) savings	£1,202,000
	3 rd	32 secs slower		
Risk Level 2	1 st	10 secs slower	Additional Cost	£418,000
	2 nd	13 secs slower		
	3 rd	29 secs slower		

5.55 Alternative Proposal (E) - Amend existing Proposal 2 to introduce Day Crewing (On Call) duty system for the second fire engines at Tynemouth and South Shields rather than the fire engine at Wallsend and Hebburn Community Fire Stations;

- Introduce a Day Crewing (On Call) duty system for the second fire engine at Tynemouth and South Shields Community Fire Stations;

- Do not introduce a Day Crewing (On Call) duty system at Wallsend and Hebburn Community Fire Stations and therefore no need to move the second fire engine from Tynemouth and South Shields Community Fire Stations between 20:00 – 08:00hrs.

Service Impact			Financial Comparison	
Incident Type	Fire Engine Attendance Order	Attendance time difference compared to IRMP proposals		
Risk Level 1	1 st	9 secs faster	Proposed IRMP Savings	£1,620,000
	2 nd	3 secs slower	Alternative Proposal (E) savings	£912,000
	3 rd	5 secs slower		
Risk Level 2	1 st	3 secs faster	Additional Cost	£708,000
	2 nd	4 secs slower		
	3 rd	2 secs faster		

5.56 Alternative Proposal (F) - Amend existing Proposal 2, to close Hebburn and South Shields Community Fire Stations and build a new Community Fire Station in between to host three fire engines rather than replace Hebburn Community Fire Station and introduce a Day Crewing (On Call) duty system for the fire engine at Hebburn;

- Close and dispose of Hebburn and South Shields Community Fire Stations;
- Build new Community Fire Station between Hebburn and South Shields and relocate the current three fire engines there;
- No need to introduce a Day crewing (On Call) duty system for the fire engine at Hebburn or relocate second fire engine from South Shields between 20:00 and 08:00hrs;
- Following investigation into the feasibility of this alternative proposal indications suggest the earmarked capital budget of £5.25m for the replacement of Hebburn Community Fire Station would not be sufficient.

Service Impact			Financial Comparison	
Incident Type	Fire Engine Attendance Order	Attendance time difference compared to IRMP proposals	Proposed IRMP Savings	£1,620,000
Risk Level 1	1 st	16 secs slower		
	2 nd	15 secs slower		
	3 rd	12 secs slower		
			Alternative Proposal (F) savings	£1,412,000
Risk Level 2	1 st	13 secs slower		
	2 nd	15 secs slower		
	3 rd	3 secs slower		
			Additional Cost	£208,000

6 REVISED PROPOSALS

6.1 The proposals put forward for consultation were based upon research that was detailed and evidence based, and carried out with a strong commitment to protect community and firefighter safety in the face of a reduction in the

resources available to the Authority. A risk based approach has been taken in developing the proposals that has involved looking at community risk and the resultant incident demand (including the weight of response required) and at different times of day. This has involved making evidence-based judgements about relative risk levels throughout the year.

6.2 The consultation process has been meaningful and informative. This is borne out by the large proportion of responses received, the quality of the engagement regarding the proposals and the revisions suggested to the proposals.

6.3 Having taken into account the views from the consultation and consideration of alternatives presented and the strength of supporting evidence, the review team propose the following appropriate for the Authority to agree:

6.3.1 Dynamically adjusting the distribution and availability of appliances based on risk and demand.

- Relocating a fire engine from Gosforth to Newcastle Central to respond more effectively to risk and demand;
- Relocating a fire engine from Washington to Sunderland Central to respond more effectively to risk and demand;
- Relocating two targeted response vehicles from Washington to Newcastle Central and Sunderland Central and crew on a risk-basis to respond more effectively to risk and demand;
- Relocating heavy rescue tender from Newcastle Central to Washington;
- Relocating heavy rescue tender from Hebburn to South Shields;
- Broadening the role of targeted response vehicles to include attendance at other incidents.

6.3.2 Introducing Day Crewing (On Call) / On Call duty systems based on risk and demand

- Introducing the Day Crewing (On Call) duty system at Wallsend and Hebburn to respond more efficiently to risk and demand;
- In normal circumstances, cover from 20:00 to 08:00hrs to be provided by a fire engine from Tynemouth and South Shields respectively;
- On Call appliances with crews available on a pre-determined delay to respond more efficiently to risk and demand;
- Propose a fire engine at Farringdon becomes an On Call appliance with crews available on a pre-determined delay to respond more efficiently to risk and demand.

6.3.3 Adjusting staffing model to deliver a more effective and efficient use of resources

- Adjusting start and finish times of shifts to provide a dayshift of 8 hours duration starting at 09:00hrs ending at 17:00hrs and a nightshift of 16 hours duration starting at 17:00hrs and ending at 09:00hrs;
- Formalising arrangements to introduce further flexibility into staffing facilitating greater effectiveness and efficiency across the operational workforce;
- Removing the extended day shift from the whole time duty system;
- Moderating staffing levels across the Service;
- Amending staffing levels in mobilising control following the introduction of mobilising and resource management system upgrades and ensuring opportunities are taken to maximise productivity within the control room.

6.4 It is proposed to implement the above revised proposals over a number of years with final implementation concluded by 1st April 2021.

7 HR IMPLICATIONS

7.1 Should the Authority choose to implement these proposals that will lead to a reduction in 82 grey book establishment posts, 78 firefighter and 4 control room posts. The proposals also include increasing on-call firefighter establishment by 12 posts.

7.2 In order to implement these changes in line with the Authority's principle of reducing staffing without compulsory redundancies if this is possible, it is envisaged that implementation will take a number of years, which assists in both managing reductions, and ensures that the impact on risk, community and firefighter safety can be monitored effectively. See recommended implementation plan, attached in Appendix C.

7.3 Should implementation result in change to structures, roles or working practices, formal consultation would be carried out with affected staff prior to each stage, using our normal HR processes. Should local collective agreements be needed to introduce such changes then these will need to be negotiated using recognised formal processes with the relevant representative bodies.

7.4 Regular update reports will be brought to Authority to approve ongoing stages of implementation as per the plan attached in Appendix C.

8 RISK MANAGEMENT

- 8.1 Should the revised proposals be approved, workload modelling indicates that the average time taken to reach risk level one incidents would increase by 17 seconds for the first, 35 seconds for the second and 27 seconds for the third fire engine. Average attendance time for risk level two incidents would also increase by 20 seconds for the first, 34 seconds for the second and 13 seconds for the third fire engine. This impact has not changed from the original proposals subject to consultation.
- 8.2 Community risk and related incident demand have been fully considered in reviewing our response to incidents, and discussion of this forms part of the main body of the report. The review group has undertaken significant workload modelling in relation to the revised proposals. The risks associated with the revised proposals are considered tolerable when balanced against the benefits gained from implementation.
- 8.3 A risk register and equality impact analysis have been maintained throughout the IRMP review process, both are available if required by members.

9 FINANCIAL IMPLICATIONS

- 9.1 The review was conducted against the requirement to balance resource and risk and a reducing financial envelope. This report has the effect of providing the savings summarised in Table 4 as follows:

Proposal	Summary	Establishment Impact	Projected Cumulative Savings		
			2019/20	2020/21	2021/22
			£	£	£
1	TRV and Cat 02	16 posts removed	682,000	699,000	717,000
2	Introduce DC(OC) at G / T OC (Ret) at Q	42 posts removed 12 On-call posts added		948,000	1,620,000
3	Moderate Staffing and Shift times and Control	24 posts removed		81,000	985,000
		82 posts removed and 12 On-call posts added	682,000	1,728,000	3,322,000

Table 4 – Summary Financial Implications (All Proposals)

- 9.2 All of the above figures are indicative and based on anticipated phased implementation dates that may be subject to change. The cumulative savings in

2021/22 assume a full year effect and all proposals implemented by 1st April 2021.

10 RECOMMENDATIONS

10.1 The Authority is recommended to:

- a) Note the feedback and responses from the consultation regarding the proposals resulting from the IRMP review of how we respond relative to risk;
- b) Note the responses provided to key concerns;
- c) Agree the revised proposals set out in section 6 of this report should be adopted;
- d) Authorise the Chief Fire Officer to begin implementation as set out in the implementation plan (Appendix C);
- e) Receive further reports as required.

BACKGROUND PAPERS

The under mentioned Background Papers refer to the subject matter of the above report:

- Fire Authority Report – IRMP How We Respond Relative to Risk, 5th November 2018;
- Fire Authority Report – Update IRMP Response Review, 10th December 2018;
- Fire Authority Supplementary Report – IRMP Response Review Consultation Period, 10th December 2018.

Tyne and Wear Fire and Rescue Service **IRMP**

Response Consultation Appendices

Appendices Contents

A	IRMP Consultation Report
B	Alternative Proposals
C	Implementation Plan
D	HM Government Consultation Principles 2018
E	Adherence to HM Government Consultation Principles 2018
F	Consultation document Consultation – public presentation slides
G	Consultation Approach
H	Feedback from MPs <ul style="list-style-type: none"> • Alan Campbell • Sharon Hodgson • Catherine McKinnell
I	Feedback from the Fire Brigades Union
J	IRMP FAQs



IRMP Consultation Report: Proposed Changes to our Operational Response 2018 - 2020

Date of Report: February 2019

1. PURPOSE OF THE REPORT

This report presents the results of our recent consultation regarding proposed changes to our operational response as set out in our Integrated Risk Management Plan (IRMP) 2017-20. We consulted on the following three proposals:

- **Proposal 1:** To dynamically adjust the distribution and availability of appliances based on risk and demand.
- **Proposal 2:** To introduce a range of duty systems based on risk and demand.
- **Proposal 3:** To adjust the staffing model to deliver a more effective and efficient use of resources.

The proposals are evidence-based and the result of rigorous analysis conducted over an 18-month period. The findings presented in this report reflect the opinions of members of the public, stakeholders and staff on these proposals.

2. CONSULTATION PRINCIPLES

Tyne and Wear Fire and Rescue Authority has a moral obligation to the residents of Tyne and Wear to use our resources flexibly, efficiently and effectively to achieve value for money.

The consultation has been conducted in accordance with HM Government's 2018 consultation guidance as set out at Appendix D. Details of our adherence with these principles are set out in Appendix E.

3. CONSULTATION APPROACH

Following consideration of initial proposals by Tyne and Wear Fire and Rescue Authority, the consultation was conducted for a twelve-week period between 5th November 2018 and 28th January 2019. Over 3,000 members of the public, stakeholders and staff participated in the consultation exercise. The consultation document is presented at Appendix F with accompanying consultation presentation slides at Appendix F and details of the consultation approach at Appendix G.

4. CONSULTATION FEEDBACK

4.1 Overarching themes

Across all of the proposals, a proportion of respondents felt our suggestions were reasonable and offered a safe solution to our current operating challenges. Some also felt that the proposed changes to our staffing model and duty system were preferable to a more fundamental change in working practices. However, a significant number also raised concerns. The key issues highlighted are as follows:

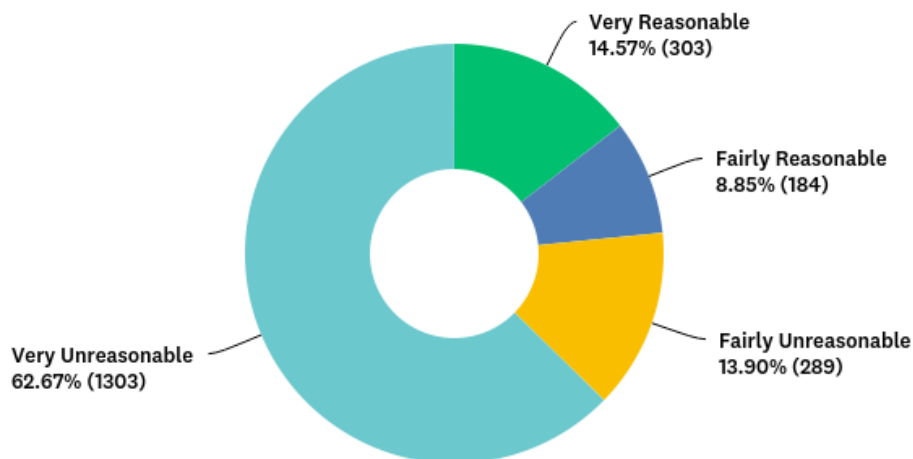
- **Community safety, and firefighter safety, health and wellbeing**
Concerns were raised about the potential for decreased fire cover and increased response times, resulting in a detrimental impact on community and firefighter safety. In relation to Proposal 1, there was a view that one engine at any station would be inadequate given likely variance in response times based on traffic congestion and other factors. In relation to Proposal 2, concerns were primarily raised about the potential to adversely affect safety, morale, and team work ethic.

- **Resilience of the proposals to changes in future risk**
Particularly in relation to Proposal 1 and Proposal 3, concerns were raised about the resilience of proposals should future risk increase. This encompassed concerns about having a sufficient number of appliances available, as well as suitably qualified and experienced firefighters and control staff.
- **Local considerations and potential to redistribute rather than reduce risk**
Respondents highlighted local issues including the risks posed by their geography or changes within the community (e.g. new homes being built in particular areas, proximity of residential homes and industrial in particular areas). Some highlighted that the proposals simply redistributed rather than reduced risk, leaving areas that are currently well served more vulnerable.
- **Work-life balance and morale**
Concerns were raised about the impact of the proposed changes to working conditions, including work-life balance and family friendly shift patterns. It was highlighted that this may lead to increased childcare costs. Others, however, welcomed the introduction of more modern working practices – viewing it as a more efficient use of resources and (in relation to Proposal 2, to introduce a range of duty systems based on risk and demand) potentially financially beneficial for some staff.
- **Working conditions for firefighters and control staff**
Particularly in relation to Proposal 3, to adjust the staffing model to deliver a more effective and efficient use of resources, there are concerns about the impact of a reduction to the overall staffing levels of firefighters and control. This included impact on workload and staff morale.
- **Standard response times**
In relation to setting a standard response time for the Service, concerns were raised about our ability to maintain these standards to meet future risk, the impact on firefighters and their ability to make effective decisions at the incident ground, response times for the 2nd and 3rd pumping appliance, and concerns about the loss of appliances at night.
- **Business decisions made by the Authority**
Some respondents expressed views about whether business decisions made by the Authority could be changed or reversed to minimise the impact on frontline services (this included, for example, decisions to hold financial reserves, to invest in a new station at Hebburn, to support Impeller, and to focus proposals on frontline services rather than non-operational roles).
- **Feedback from the Fire Brigades Union**
Specific feedback from the Fire Brigades Union included: a view that proposals affecting staffing arrangements should be the subject of formal negotiation rather than public consultation; concerns around proposals to extend the use of Day Crewing duty systems; concerns about the impact of the proposals on work-life balance and compliance with the Scheme of Conditions of Service (the Grey Book).
- **Consideration of alternatives to operational response changes**
It was highlighted that the Service may wish to consider where budget reductions could be found from services other than operational response. This included, for example, non-operational staff and management costs. It was also suggested that existing reserves be used to meet the budget shortfall.

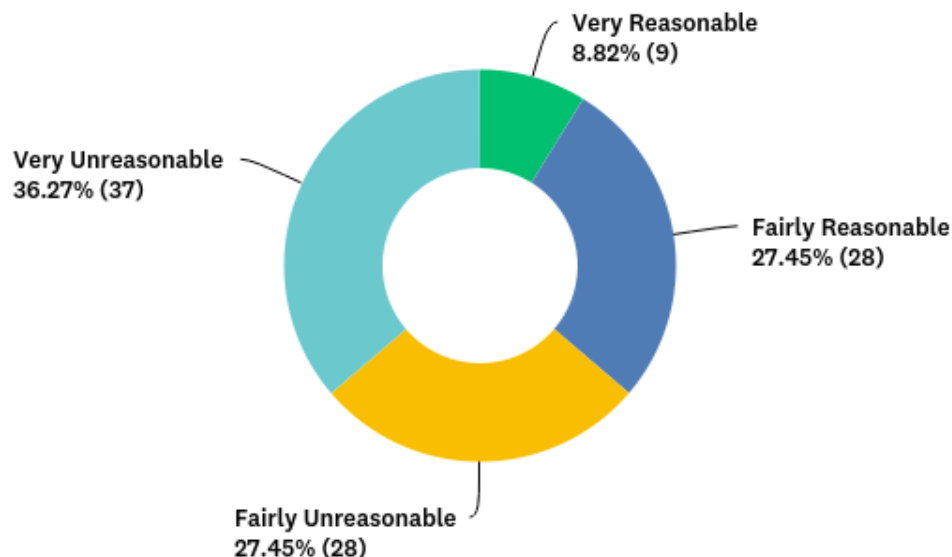
4.2 Public and staff survey findings

Approach to balancing resource and community risk

Staff and members of the public were asked for their views on how reasonable our proposals are in balancing resource and community risks. As set out in the figures below, over three-quarters (76.57%) of respondents to the public survey felt the proposals were Very Unreasonable or Fairly Unreasonable. Just under two-thirds of respondents to the staff survey (63.72%) felt this was the case.



Q2 Public Survey: TWFRS delivers its services based on the level of risk and operational demand within our communities – we have planned the changes we are required to make so that we can balance resource and community risks, in view of this, how reasonable do you think our proposals are?



Q2 Staff Survey: TWFRS delivers its services based on the level of risk and operational demand within our communities – we have planned the changes we are required to make so that we can balance resource and community risks, in view of this, how reasonable do you think our proposals are?

A total of 912 respondents to the public survey and 61 respondents to the staff survey chose to comment on their answer. Key themes to emerge are:

- **Community and firefighter safety concerns**

Two-fifths (40%) of respondents to the public survey used the open response box to highlight their concerns about public safety. This was also the case for over three-fifths (39 out of 61) of respondents to the staff survey. A total of 6% of respondents to the public survey felt that the proposals would affect the health, safety and wellbeing of firefighters.

“Moving appliances around to cover other station areas increases response times and is putting firefighters and the public at risk.”

Respondent to the public survey

“I think you are taking a massive risk cutting [resources] so drastically. I know you can't have an abundance of personnel / appliances on the basis of 'what if' but I think we all know people are unfortunately going to lose their lives at some point, because of these cuts... I have genuine concerns as to how we will manage large scale incidents if these cuts are imposed.”

Respondent to the staff survey

- **Scope for non-operational savings**

Around one-seventh respondents to both surveys (13% for the public survey 9 out of 61 for the staff survey) felt that budget reductions should be found from services other than the frontline.

“Further cuts to frontline services cannot be justified when other areas of non-essential services have not been considered.”

Respondent to the public survey

“Proposing to make cuts purely based on 100% of frontline services is not a reasonable proposal. Where is the evidence that back office and / or central services are efficient and have no need for streamlining / restructuring?”

Respondent to the staff survey

- **Positive views about the proposals**

Just under 5% (41 responses) of respondents to the public survey and just under one-sixth (10 out of 61 respondents) were positive about the proposals:

“If cuts are having to be made, I feel you're doing what you feel is the safest for the affected areas.”

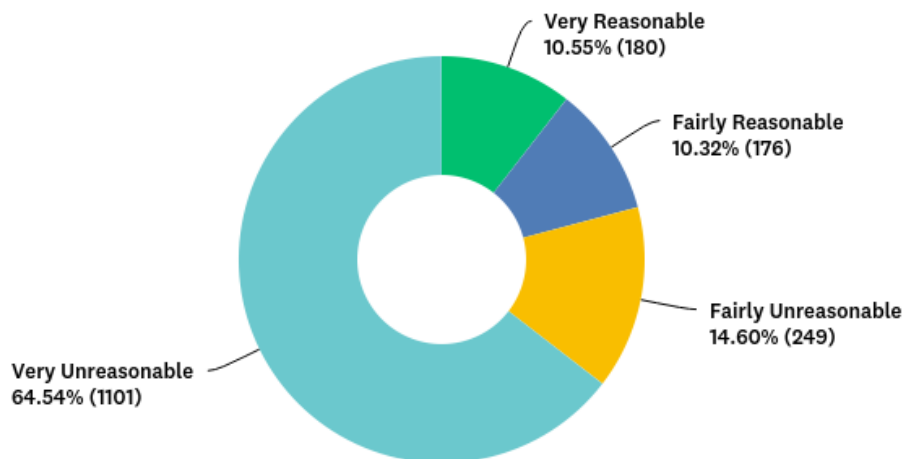
Respondent to the public survey

“I think [the proposals are] fairly reasonable... I think some of the ideas may be more financially beneficial to the crews.”

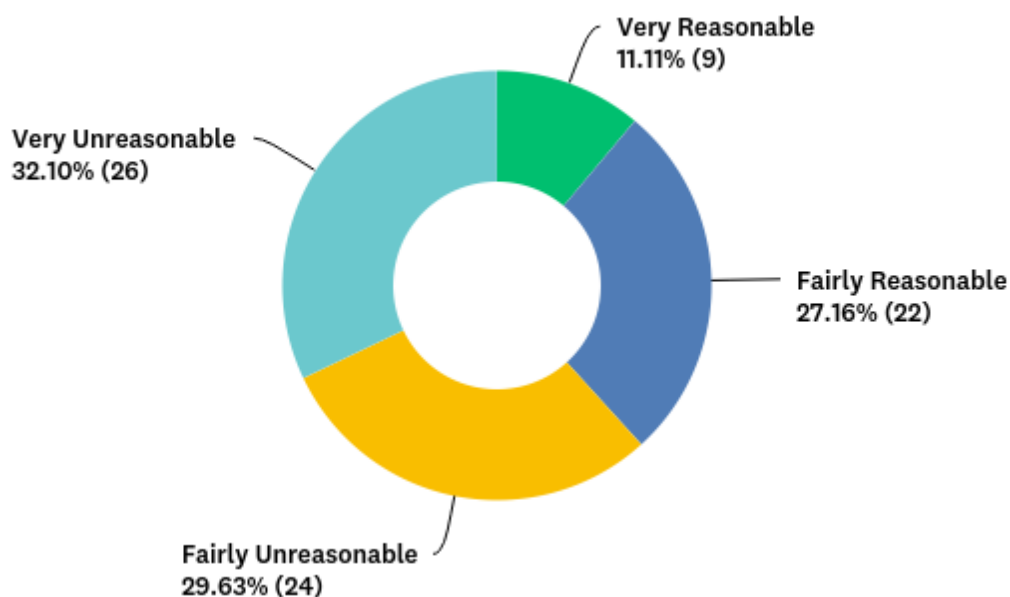
Respondent to the staff survey

Proposal 1 - Dynamically adjust the distribution and availability of appliances based on risk and demand

Staff and members of the public were asked for their views on how reasonable our proposals are to dynamically position Targeted Response Vehicles (TRVs) and adjust the distribution and availability of our fire engines based on risk and demand. Just under four-fifths (79.14%) of respondents to the public survey felt the proposals were Very Unreasonable or Fairly Unreasonable. Just over three-fifths of respondents to the staff survey (61.73%) felt this was the case.



Q3 Public Survey: We propose to change where we situate our fire engines based on risk and demand across Tyne and Wear, reducing costs whilst minimising the impact on our communities (This will include dynamically positioning Targeted Response Vehicles (TRVs) and adjusting the distribution and availability of our fire engines). How reasonable do you think these proposals are?



Q3 Staff Survey: We propose to change where we situate our fire engines based on risk and demand across Tyne and Wear, reducing costs whilst minimising the impact on our communities (This will include dynamically positioning Targeted Response Vehicles (TRVs) and adjusting the distribution and availability of our fire engines). How reasonable do you think these proposals are?

A total of 769 respondents to the public survey and 48 respondents to the staff survey chose to comment on their answer. A total of 38 (5%) of respondents to the public survey and 9 out of 48 respondents to the staff survey explicitly agreed with the proposals. However, a number agreed with caveats, such as: ensuring more cover is provided as times of greater risk (e.g. bonfire night) and that an appliance still be made available during the night in all areas. Of those who disagreed with the proposals, key issues for concern were:

- **Fire cover and response times**

A total of 15% of respondents to the public survey and 5 out of 48 respondents to the survey felt that one engine at any station would be inadequate. There was particular concern where only one engine would be available to serve multiple areas and for large built up areas like Washington and Farringdon. Seven percent of public survey respondents and six staff survey respondents expressed concerns about the validity of response times, expecting huge variance based on traffic congestion and other factors like road condition. A further 20 public survey respondents and three staff survey respondents expressed concern about the level of appliances available during the night in all locations. This was of particular concern to residents of South Shields. There was a perception that most fires and casualties occur during the night, and that it can take longer for the alarm to be raised at night making response times even more important.

- **Suitability of Targeted Response Vehicles (TRVs)**

A total of 12% of respondents to the public survey were concerned about the use of TRVs, with respondents worried that they did not provide life-saving equipment such as breathing apparatus. Many thought they should only be used in addition to the two fire engines and not as a substitution to either of these. Some were concerned about increased attacks on firefighters who attend a fire in these vehicles.

“TRVs are a waste of money and cost almost £90k each. Their kit is not fit for purpose and places crews in dangerous situations with youths in certain areas’. Another said, ‘The TRVs are slowly becoming the category 2 appliance, which you said would never happen.”

Respondent to the public survey

“Why use vans with water pumps when there are fire engines standing still / not on the run?”

Respondent to the staff survey

- **Resilience to changes in future risk**

A total of 10% of respondents to the public survey and four respondents to the staff survey felt that the proposals are vulnerable to changes in future risk. Therefore, when considering appliance cover, the Service should ensure it's adequate for all scenarios as well as the average one.

“Just because there wasn't many fires in my area last year doesn't mean there won't be this year. ‘Fire doesn't discriminate’ is one of your quotes – however it seems that fire cover does.”

Respondent to the public survey

This was also reflected by public and staff survey respondents who chose to provide additional comments in the open text box. Respondents suggested variously that: staff and/or appliances would need to be drafted in from neighbouring areas, increasing response times above the levels predicted in the proposals; that the proposals do not take into account the increased incidence of fire over recent years or realistic predictions about future incidences; that the proposals provide average response times rather than variances, make it difficult to plan for future risk; and unpredictable factors such as closed-off bus lanes, delay in turnout or traffic problems.

- **Potential to redistribute rather than reduce risk**

A total of 5% of respondents to the public survey felt that in redistributing appliances, the risk in one area is addressed at the possible expense of another, thus increasing the level of risk to the public in the area from which an appliance has been moved. Four described it as a 'postcode lottery' as to whether or not you would have access to an adequate emergency response.

"Obviously correctly placing equipment is of paramount importance, but if that means stretching other areas to the edge of operational effectiveness and they require constant support- what gains have you achieved?"

Respondent to the public survey

This was also highlighted by respondents who chose to provide additional comments in the open text box. Respondents were particularly vocal about the needs of Washington, Farringdon, Sunderland, and Wallsend. This included the risk of a major incident associated with a new incinerator / factories planned for Washington. There was a general concern that these areas were likely to become even more built up in the coming years.

"With more high rise buildings, student accommodation, new hotels and new build residential there is more risk of fire."

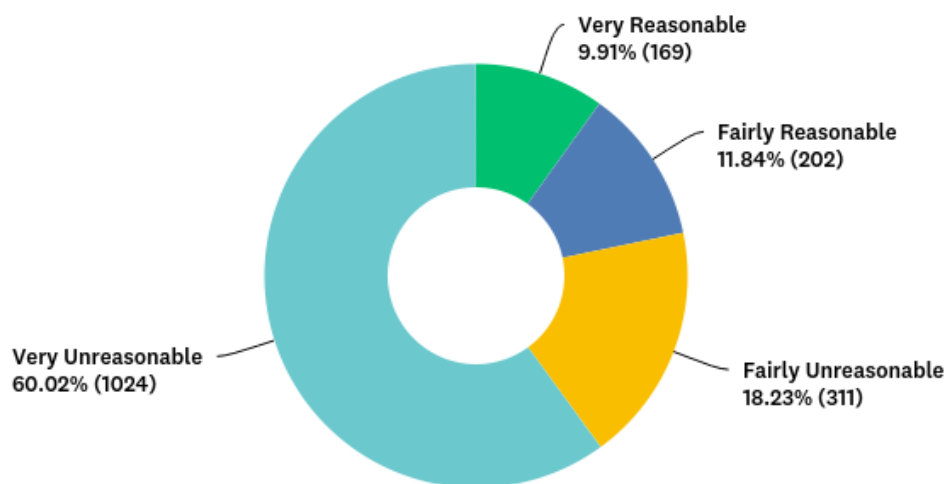
Respondent to the public survey

"The proposed removal of one pump from Gosforth and Wallsend is worrying. At the moment many new houses are being built at Forest Hall, West Moor, Holystone, West Moor and Earsdon, then there is further development in the Blyth area, plus the conurbation at Cramlington. Within these areas are a number of industrial estates. All these areas present a potential fire risk."

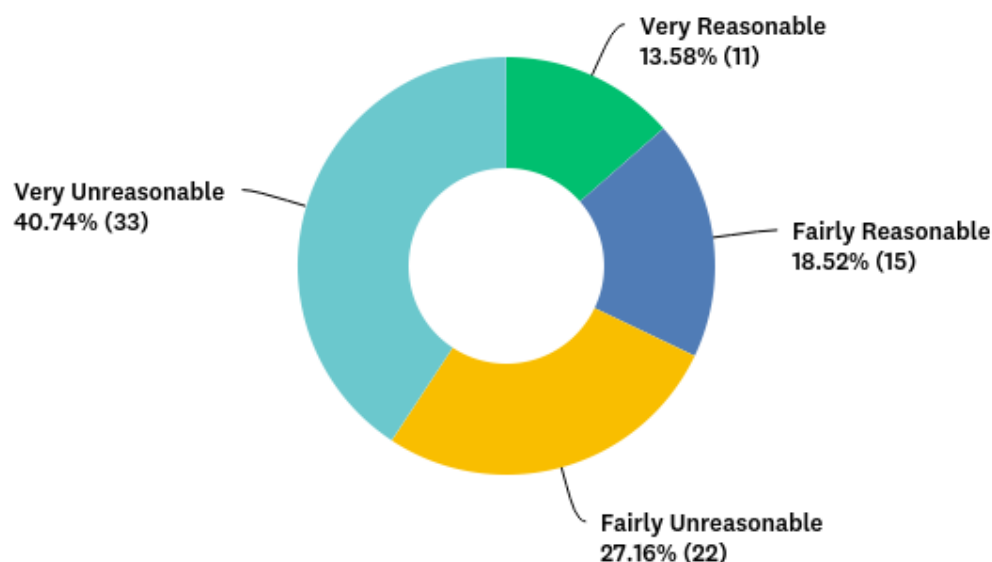
Respondent to the public survey

Proposal 2 – Introduce a range of duty systems based on risk and demand

Staff and members of the public were asked how reasonable they feel our proposals are by introducing a range of new duty systems for our employees, so that we can reduce costs and better meet risk and demand of our services (including introducing Day Crewing (On Call) and On Call duty systems). Almost four-fifths (78.23%) of respondents to the public survey felt the proposals were Very Unreasonable or Fairly Unreasonable. Just over two-thirds of respondents to the staff survey (67.9%) felt this was the case.



Q4 Public Survey: We propose to introduce a range of new duty systems for our employees, so that we can reduce costs and better meet risk and demand of our services (this will include introducing Day Crewing (On Call) / On Call duty systems). How reasonable do you think these proposals are?



Q4 Staff Survey: We propose to introduce a range of new duty systems for our employees, so that we can reduce costs and better meet risk and demand of our services (this will include introducing Day Crewing (On Call) / On Call duty systems). How reasonable do you think these proposals are?

A total of 736 respondents to the public survey and 57 respondents to the staff survey chose to comment on their answer. The key themes to emerge are:

- **Fire cover and response times**

Two-fifths (40%) of respondents to the public survey used the open response box to highlight their concerns about the impact of the proposals on fire cover. Just over one-fifth (21%, 151 respondents) specifically highlighted the impact on response times. This concern was also raised by just over one-fifth (13 out of 57 respondents). Both sets of respondents were of the view that this could have a detrimental impact on community and firefighter safety.

"I want firefighters on the fire engine seconds after the call. I do not want them coming from home or from another station miles away."

Respondent to the public survey

"During peak times and when there are accidents, how long is it going to take for an on-call officer to get from home to work, they'd all arrive at different times and until the last crew member gets there the engine won't leave. How much precious time would be wasted? An 'empty' fire engine whilst members of the public are potentially in peril."

Respondent to the public survey

"I don't tend to agree with day staffing and having firefighters on call where the response time can be more than 10 minutes. Staff need to be closer to stations to reduce travel time to ride an appliance and not put undue pressure on staff to get there quickly in their own cars and driving over a longer distance, which increases the risk to staff having an accident and potentially breaking speed limits."

Respondent to the staff survey

"There will be an increase in time taken for an appliance to turn out due to personnel having to respond from their home address. This can increase the risk to the public depending on driving styles of responders."

Respondent to the staff survey

- **Work-life balance and morale**

Just over one-third (35%) of respondents to the public survey and almost two-fifths (22 out of 57) of respondents to the staff survey felt that budget reductions would have a negative impact on working conditions, including work-life balance and family friendly shift patterns. Just over one-tenth (86 responses) of public survey respondents also expressed concern about the wellbeing and morale of firefighters.

"People are used to the shift pattern as it is, and I worry what impact these new shifts may have on work-life balance."

Respondent to the public survey

"I'm not opposed to shift or duty systems changing but only when it benefits the community and remains family friendly as per instructions in the Grey Book."

Respondent to the public survey

"Every station area should have full whole-time fire cover. We live in a densely populated region, and this again places great moral pressure on crews in attendance having to potentially wait for backup."

Respondent to the public survey

"The new hours will mean your staff with children will struggle with childcare and therefore have to pay more out of their already poor pay."

Respondent to the staff survey

"This ignores the basic principles of safe working environments, a family friendly working arrangement and has added impact on training, staffing, financial management and key partner working. All of these will have to adjust to accommodate a change in shift pattern."

Respondent to the staff survey

Some, however, welcomed proposals to change current shift patterns. A total of 7% of respondents to the public survey were positive about the proposals, as were 10 out of 57 respondents to the staff survey.

"Traditional staffing and crewing methods need to be challenged, particularly in light of changing demands / priorities."

Respondent to the public survey

"Modern working practices are long overdue. Having someone at work and not used is not a good use of taxpayers' money."

Respondent to the public survey

"This is definitely the way to go in terms of better managing resources. At present over 75% of the operational workforce are not utilised to their maximum. The recall to duty for spate conditions or to staff a couple of appliances / specialist appliances when times are busy has to be worth consideration."

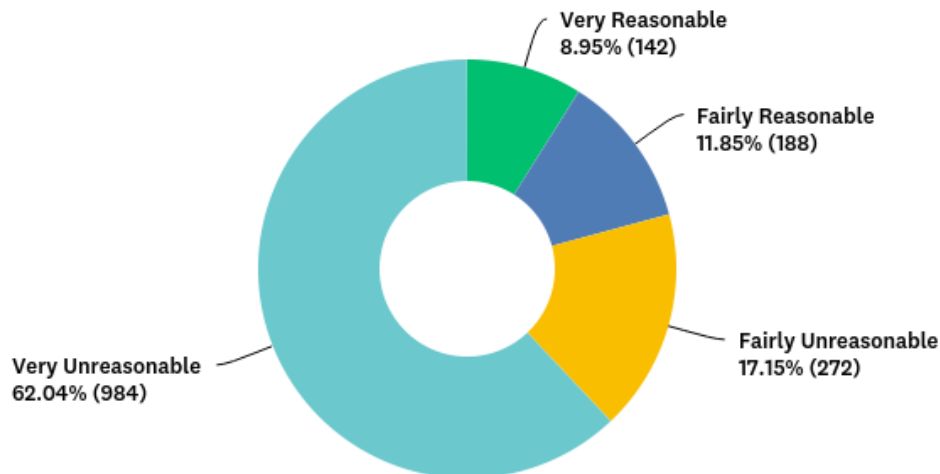
Respondent to the staff survey

"I think the new duty system could be more beneficial to some of the operational staff financially as well as enabling the service to meet the risks and demands in those areas."

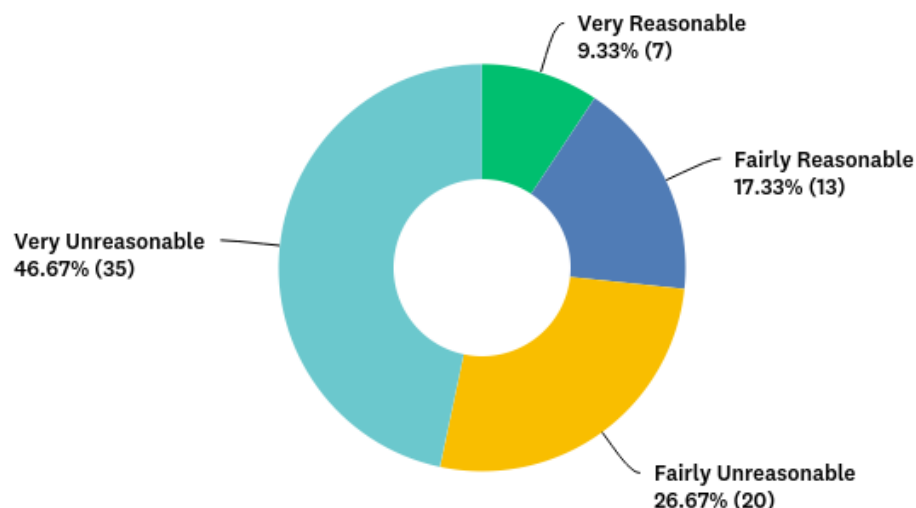
Respondent to the staff survey

Proposal 3 – Adjust the staffing model to deliver a more effective and efficient use of resources

Staff and members of the public were asked how reasonable they feel our proposals are to change current operational shift times and durations, moderation of operational staffing and amending staffing levels in Fire Control. As set out in the figures below, almost four-fifths (79.19%) of respondents to the public survey felt the proposals were Very Unreasonable or Fairly Unreasonable. Just under two-thirds of respondents to the staff survey (63.72%) felt this was the case.



Q5 Public Survey: We propose to adjust our staffing models to deliver a more effective and efficient use of resources based on risk and demand (This will include changes to current operational shift times and durations, moderation of operational staffing and amending staffing levels in Fire Control). How reasonable do you think these proposals are?



Q5 Staff Survey: We propose to adjust our staffing models to deliver a more effective and efficient use of resources based on risk and demand (This will include changes to current operational shift times and durations, moderation of operational staffing and amending staffing levels in Fire Control). How reasonable do you think these proposals are?

A total of 646 respondents to the public survey and 47 respondents to the staff survey chose to comment on their answer. The key themes to emerge are:

- **Working conditions for firefighters and control staff**

Just under three-fifths (59%) of respondents to the public survey and over one-third (17 out of 47) of respondents to the staff survey expressed concern about the impact of adjusting staffing models on fire cover. This included concerns about a reduction to the overall staffing levels of firefighters and control, as well as more specific issues about the correlation between shift handover times and higher risk times of day. Respondents to the staff survey also raised particular issues about the potentially negative impact on staff members working in mobilising control.

“At what point do we decide that staffing models / levels are as low as they can go and yet still provide a first class service to the public they are meant to serve? In my opinion, those levels have already been reached and indeed passed.”

Respondent to the public survey

“Control staff are already thin on the ground and these changes will be putting them under more and more pressure. I was told the proposed shift time change would get rid of the problem of crews not being able to come off duty at 6pm... I did not know this was ever a problem for staff.”

Respondent to the public survey

“If you take any more staff off [sic] Control it will be one person sitting taking calls, working the radio... this is a recipe for a horrendous sickness record when you've been at work for 16 hours and you then have 7 hours off before you have to leave for work again.”

Respondent to the staff survey

“You simply can't cut operational staffing, this is unacceptable as it is. As for control this cannot be reduced either, people think all they do it answer the phones. This is not true, they do operational staffing, deal with all sorts.”

Respondent to the staff survey

However, over 5% (45) of respondents to the public survey responded positively to the proposals, commenting that they made sense in the current financial climate and that they were preferable to a reduction in appliances or redundancies. Likewise, 4 out of 47 of respondents to the staff survey were positive about the proposals, highlighting that changes to shift patterns were preferable to a more fundamental change to the staffing model.

“Sixteen hours for a night shift and eight hours for a day shift is a small price to pay for maintaining the staffing model as a whole. After all it is easier for management to deal with and we are all on the same side, why can't we do our bit to help as there is little disruption or change to existing practices.”

Respondent to the staff survey

- **Work-life balance and family friendly shift patterns**

Just over one-fifth (21%) of respondents to the public survey and over one-third (16 out of 47) respondents to the staff survey expressed concern about work-life balance and whether shift patterns would remain family friendly under the new proposals.

“The current shift pattern allows people with kids to get kids to school in the mornings and pick kids up from school before night shift. A change would not allow this, meaning many if not all, will require childcare for both mornings additionally, and both nights additionally... this is a cost few, if any, can afford.”

Respondent to the public survey

“The proposed changes will put extra demands on firefighters to attend work when they should be resting between sets of shifts.”

Respondent to the public survey

“I don’t believe these [proposals] will be family friendly to those who will be affected by implementing changes to shifts and start and finish times.”

Respondent to the staff survey

“Surely frontline staff can’t be spared anymore. I suggest a complete independent review of back office and support staff.”

Respondent to the staff survey

- **Health, safety and wellbeing of firefighters**

Over 5% of respondents to the public survey, and 5 out of 47 respondents to the staff survey, highlighted concerns about the health, safety and wellbeing of firefighters. This included concerns about staff morale, mental health, the ability to maintain a team work ethic and crew safety.

“Cuts to an already overstretched and stressed control, staffing will result in higher sickness levels and increased risk to staff and public.”

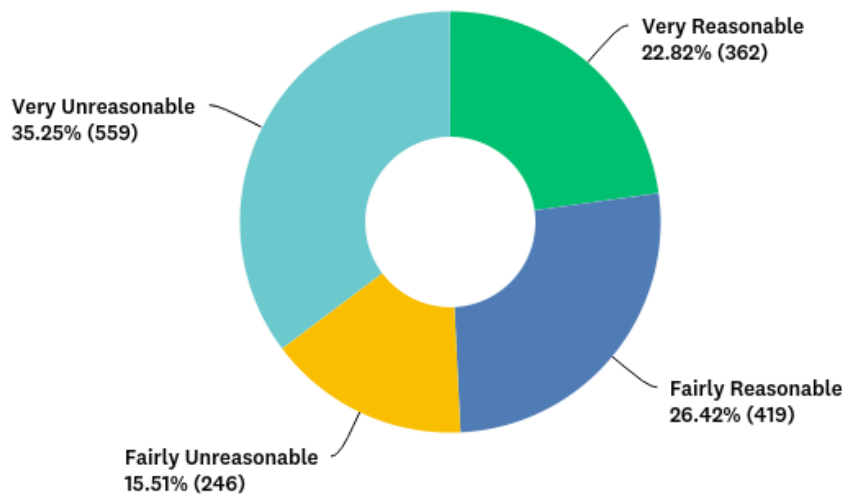
Respondent to the public survey

“[The proposals are] short sighted, the effect on working conditions crew safety and their ability to safely deliver an effective service will be compromised.”

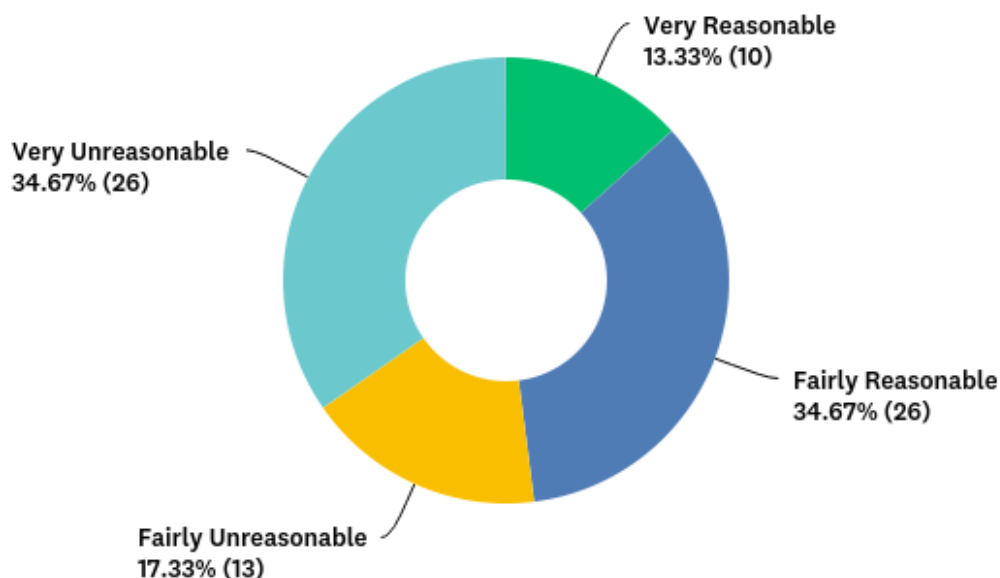
Respondent to the public survey

Standard response times

Staff and members of the public were asked how reasonable they feel our proposals are to set a response standard of 5 minutes and 12 seconds for risk level 1 incidents, based on our current performance. Almost half (49.24% of respondents to the public survey and 48.0% of respondents to the staff survey) felt the proposals were Very Reasonable or Fairly Reasonable.



Q6 Public Survey: We currently aim to respond to emergency incidents as quickly as possible, prioritising our response to incidents where life risk is involved. (This response time is the time a fire engine takes to get to an incident, our current average response time to risk level 1 incidents e.g. house fire persons involved is 5 minutes and 12 seconds). How reasonable do you think it is that we use this information as the basis of setting a response standard?



Q6 Staff Survey: We currently aim to respond to emergency incidents as quickly as possible, prioritising our response to incidents where life risk is involved. (This response time is the time a fire engine takes to get to an incident, our current average response time to risk level 1 incidents e.g. house fire persons involved is 5 minutes and 12 seconds). How reasonable do you think it is that we use this information as the basis of setting a response standard?

A total of 599 respondents to the public survey and 45 to the staff survey chose to comment on their answer. Key themes to emerge are:

- **Concerns about response times for the 2nd and 3rd pumping appliance**

Just over three-fifths (65%) of respondents to the public survey expressed concern about the impact of setting a response standard. This included concerns about the overall response time once staffing proposals are approved, as well as more specific issues about 2nd and 3rd pumping appliance attendance times.

“This is fairly reasonable, however there is always room for improvement and setting times such as this can lead to slower response times in the future.”

Respondent to the public survey

“The response time is based on the first fire engine turning up at a level 1 life risk. The firefighter can’t deploy until other fire engines arrive for safety reasons and can only provide a limited response. Attendance times should be based on weight of response.”

Respondent to the public survey

- **Resilience to changes in future risk**

Just over one-fifth (28%) of respondents to the public survey used the open response box to highlight their concerns about the impact on cuts to the Fire Service. Primarily, this included concerns that the proposed changes would impact on the service delivered if cuts continued. The majority of respondents also expressed concern that future response times will rise and attention should be given to stop this increase from happening.

“Although can this be guaranteed if service is cut back to save money.”

“In the future the response time will rise with the changes.”

Respondents to the public survey

“Any Fire service should aim to be quicker. Delays will cost lives.”

Respondents to the public survey

- **Concerns about the health, safety and wellbeing of firefighters**

Over 20% (10 out of 45) of respondents to the staff survey and just over 4% (26 responses) respondents to the public survey highlighted concerns about the health, safety and wellbeing of firefighters should the standard response time be imposed. This included concerns about crew safety, increased fire deaths and the ability to make informed decisions at incidents. Respondents to the staff survey also expressed concerns that demands to meet standard attendance times would adversely affect incident ground decisions.

"Fire deaths are increasing it's obvious that slower response times will add to this."

Respondent to the public survey

"Playing a lottery with incidents is unacceptable, puts unnecessary pressure on staff who would be forced to make a decision on a situation that would rapidly get out of control."

Respondent to the public survey

"Further work could be done to keep appliances on available whilst attending level 3 and 4 incidents. The worry is that if the changes go through there will be an increase to 2nd and 3rd pump attendances which will adversely affect FFs on the incident ground. We do know however that we have one of the fastest attendance times- it's important that we continue to strive to do so!"

Respondent to the staff survey

"The first appliance in attendance time varies on what area you cover, with going to more one pump stations the standard should be set for the second appliance to arrive to ensure firefighter safety."

Respondent to the staff survey

- **Concerns about the impact on response times of losing appliances at night**

Over 17% (114 responses) highlighted concerns about losing appliances (standing down appliances at night). This included concerns that the proposed changes would leave areas in Tyne and Wear with inadequate response cover.

"It certainly won't be that quick a response if you're cutting all the staffing and having less fire engines available will it."

Respondent to the public survey

"Reducing the number of appliances will undoubtedly affect attendance times. Recent incidents have proven that crews currently cannot get there quickly enough, let alone when these cuts are implemented."

Respondent to the staff survey

- **Positive views on the proposals**

Over 9% (59) of respondents to the public survey and 6 out of 45 of respondents to the staff survey responded positively to the proposals, commenting that setting a standard made sense to benchmark and improve performance, and that TWFRS is already one of the fastest FRSS in the Country.

"This is an exceptional time response. And SAVES LIVES."

Respondent to public survey

"TWFRS remain one of the best performing services with regards to response times even with the increase."

Respondent to staff survey

4.3 Public Meetings

The key general themes arising from public meetings are as follows:

- **Business decisions made by the Authority:** Attendees expressed views about whether business decisions made by the Authority could be changed or reversed to minimise the impact on frontline services (this included, for example, decisions to hold financial reserves, to invest in a new station at Hebburn, to support Impeller, and to focus proposals on frontline services rather than non-operational roles).
- **Special appliances and Targeted Response Vehicles:** Attendees raised concerns around the movement of special appliances, risking the loss of expertise and additional training costs. Some also questioned the crewing levels and capabilities of Targeted Response Vehicles, and whether their use had been evaluated to assess their effectiveness.
- **Response times and major incidents:** Attendees highlighted that response times can vary by minutes rather than seconds, particularly if the second appliance has further to travel. Some also questioned arrangements in the event of a major incident, including if the Service is preparing for the worst-case scenario as well as the best-case scenario.
- **Charging for non-statutory services** – Attendees suggested that the Service could more proactively charge for non-statutory services (e.g. gaining entry).

Issues raised about specific local authority areas included:

Local Authority Area	Specific issues raised
Gateshead	<ul style="list-style-type: none">• Why proposals appear to reverse decisions taken at the previous IRMP to move an appliance away from Newcastle Central.• Space to house appliances at Wallsend Community Fire Station if both Proposal 1 and Proposal 2 are implemented.
Newcastle	<ul style="list-style-type: none">• Views that the northern part of the region is very vulnerable, particularly in view of increases to housing stock.• Concerns around cross-border assistance should all Fire and Rescue Services be reducing in size.
North Tyneside	<ul style="list-style-type: none">• Concerns that North Tyneside is disproportionately affected by the proposals relative to other parts of Tyne and Wear.
South Tyneside	<ul style="list-style-type: none">• Whether the incident statistics accurately capture attendance of crews based in South Tyneside at incidents in other districts.
Sunderland	<ul style="list-style-type: none">• Views that the proposals should be considered in light of regeneration and housing plans for Sunderland city.• Questions about public safety should appliances be removed, particularly in the most deprived areas.

4.4 Stakeholder feedback

As set out in Appendix G, representations were received from a range of stakeholders including MPs and local councillors, partners and the Fire Brigades Union.

A total of four respondents completed our Partner and Stakeholder Consultation Survey. Three respondents confirmed they had read our consultation document.

All respondents felt the proposals were Very Reasonable or Fairly Reasonable that TWFRS delivers its services based on the level of risk and operational demand within our communities.

Proposal 1 - Dynamically adjust the distribution and availability of appliances based on risk and demand.

Partners and stakeholders were asked for their views on how reasonable our proposals are to dynamically position Targeted Response Vehicles (TRVs) and adjust the distribution and availability of our fire engines based on risk and demand. One respondent to the survey felt the proposals were Very Reasonable and two felt Fairly Reasonable.

“The proposals set out a realignment of services in line with risk and demand and whilst they will result in an increase in response time they present a pragmatic approach to making the best use of available resources.”

“The TRVs mitigate against the repositioning of the fire engines and enable a prompt response. This approach with TRVs positioned on the basis of risk is a sensible approach.”

Respondents to partner and stakeholder survey

Proposal 2 – Introduce a range of duty systems based on risk and demand.

Partners and stakeholders were asked how reasonable they feel our proposals are to introduce a range of new duty systems for our employees, so that we can reduce costs and better meet risk and demand of our services (including introducing Day Crewing (On Call) and On Call duty systems).

Three respondents to the survey felt the proposals were Very Reasonable and one felt Fairly Reasonable.

“It is noted that the service is seeking to implement these changes without compulsory redundancies and this is welcomed.”

“Setting the service to meet risk and demand is what a good management team will always do.”

Respondents to partner and stakeholder survey

Proposal 3 – Adjust the staffing model to deliver a more effective and efficient use of resources.

Partners and stakeholders were asked how reasonable they feel our proposals are to change current operational shift times and durations, moderation of operational staffing and amending staffing levels in Fire Control.

Three respondents to the survey felt the proposals were Very Reasonable, one felt Fairly Reasonable.

“Effective and efficient use of resources is how any good organisation should be structured and managed.”

Respondent to partner and stakeholder survey

Standard response times

Partners and stakeholders were asked how reasonable they feel our proposals are to set a response standard of 5 minutes and 12 seconds for risk level 1 incidents, based on our current performance. All felt the proposals were Very Reasonable.

“Using actual data ensures realistic targets can be set against this to ensure crews are motivated to meet what should be achievable targets.”

“I believe the proposals ensure the service provision is minimally affected and the adaptation of a risk based approach is the correct one to meet the demands of the service whilst operating at a lower cost base.”

Respondents to partner and stakeholder survey

4.5 Alternative proposals following feedback

A number of alternative proposals were received, full details of those can be found in Appendix B. All alternatives to the considerations put forward by the response review were analysed by the review team.

4.6 Feedback from MPs and Councillors

MPs and Councillors were generally sympathetic to the financial context within which the Service is currently operating and acknowledged the need for the proposals to be put forward. A number of specific local issues were raised, primarily focused on the effectiveness and resilience of the proposals to respond to changing need. Official representations received from MPs are presented at Appendix H.

Particular concerns raised by MPs included:

- That the proposal to relocate a fire appliance and TRV from Washington Community Fire Station will have an immediate impact on response times and fire cover, as well as leaving the area vulnerable to increased risk in future – for example, due to the establishment of the International Advanced Manufacturing Park (IAMP), expansion of business parks in the area, new housing developments, and the proposed development of an Energy Waste Plant

- That the proposal to relocate a fire appliance from Gosforth Community Fire Station would leave the area vulnerable due to its geographically sparse nature, exacerbated by a planned increase in housing development.
- That the combined effect of moving to a Day Crewing Duty System at Wallsend Community Fire Station and the relocation of a fire appliance at Tynemouth Community Fire Station would have an adverse impact on weight of response to incidents in the vicinity.

4.7 Feedback from the Fire Brigades Union

The Fire Brigades Union raised concerns that they were unclear as to why matters that appeared related to negotiation were included in the public consultation. They also highlighted their concerns about proposals to extend the use of Day Crewing duty systems and compliance with the Scheme of Conditions of Service (the Grey Book). An official response from the Fire Brigades Union is set out at Appendix I.

5. CONCLUSION

This paper sets out the consultation feedback regarding proposed changes to our Operational Response as part of our IRMP 2017-20. All feedback has been fully considered and responses are set out in an accompanying paper to Tyne and Wear Fire and Rescue Authority.

Appendix B

Do you have any further comments concerning our proposals? Please provide details below;

Respondents	Response Date	Responses
		This review only considers operational station staffing and nothing else. It should be widened to consider all areas of the Service, i.e. changing fire safety, prevention and education to green book there are considerable savings there. Also Impeller should be generating significant profits for the Service now (as was the plan when it came in to being). They could be running the P&E department with those profits releasing money back in to the Service reducing the impact of the budget cuts.
1	Dec 12 2018 10:28 AM	
2	Dec 11 2018 05:33 PM	To save 3.3 million from front line services,is completely unaccptable for an emergency service,use reserves ,sell land ,assets,remove impellar from the service,share services with Northumbria police,such as IT,H/R,purchasing of equipment,serving of equipment,legal services,replace the FRS ELT,with the Northumbria police ELT
		I know all spending will have been reviewed, but savings for the future need to be made even if these are only small savings.
		The livery on fleet cars will cost (I'm assuming) to be put on, so just leave it off.
		Uniform for corporate staff must also add up during the year, a majority of those staff would prefer to not wear uniform.
3	Dec 10 2018 01:38 PM	Utilising all staff (operational & corporate) to deliver a better service, even if this means rewriting job specs.
		Scrap the planed building of a new fire station to save 5 million.
4	Dec 10 2018 01:15 PM	And use this to stop the cuts!
		One other suggestion by senior management was if this was not passed through in its current form it may necessitate the need to take J02, Q02 and S02 from the fleet. This indication highlights a slight inconsistency in the argument that E02 should be sacrificed. E02 is clearly busier and better strategically placed than the aforementioned appliances. Please reconsider, not on NIMBY rational but on the logic that has been put forward. The thought of maintaining E02 in the fleet alongside the TRV's at Station Echo, helps Station Charlie as it decreases their workload whereas the proposals would increase their workload. I believe 2 other considerations need further exploring. 1) The building of a new station at Tango could be postponed so as to soak up the 3.6 million whilst maintaining the current status of operational response. 2) The incorporating of some of the P & E and P & T roles back into the operational remit would make significant savings. This would streamline and allow for greater knowledge for crews, surely not a bad thing long term with the option of specialising later on in ones career. (IE One or two appliances dedicated to such work to be detailed at the start of shift.) We need to further work together in an open and transparent manner to ensure all options are covered. I have faith that we have a great management team in place that will put us in a good position going forward. We are on the same side after all and from a shop floor perspective I have never felt that management have ever set out to go for us. Contrary to that, is the fact they always show good when personal issues are in need of sorting out. Please consider these opinions in the positive manner of which they are intended to be put forward. I will always respect the decisions that are to be made by more informed persons than me!!
5	Dec 07 2018 09:23 PM	
		One other suggestion by senior management was if this was not passed through in it's current form it may necessitate the need to take J02, Q02 and S02 from the fleet. This indication proves the inconsistency in the argument that E02 should be sacrificed. E02 is clearly busier and better strategically placed than the aforementioned appliances. Please reconsider, not on NIMBY rational but on the logic that has been put forward. The thought of maintaining E02 in the fleet alongside the TRV's helps Station Charlie as it decreases their workload whereas the proposals would increase the workload. We need to further work together in an open and transparent manner to ensure all options are covered.
6	Dec 06 2018 05:20 PM	
		Generally a very well thought out proposal(s). However I would question whether the Hebburn appliance is the right appliance to go retained. In my view further analysis is needed, drilling down into the number and types of incidents both Hebburn and South Shields appliances attend. Ideally this appliance should remain whole time.
		Should the decision be taken to have Hebburn as a Day Crewing on call station - then I feel it is folly to allow an appliance to leave South Shields station to cover Hebburn, as the attendance times for the Hebburn response to South Shields town center (the Lawe Top for example) are over 5 mins longer for this second appliance (not 35 secs as published) due to the geography of the Tyne and North Sea. A consideration should be Gateshead having a retained appliance due to the close proximately of other stations with a good road network links.
7	Nov 19 2018 03:45 PM	
		If these proposals do come in to play the balance or workload needs to be looked at. Some stations will be very busy and other stations will do very little. Granted you cant move around the number of fire calls but you can balance the equilibrium other ways.
8	Nov 17 2018 03:47 PM	Moving 2 TRVS to the busiest station makes no sense when there is a 12 minute response time and most of the turnouts are in other areas. C02 should be available 24hrs as it used to be, it is the 2nd pump in every direction, this on many incidents would leave C01 covering the city centre as it should.
9	Nov 08 2018 07:28 AM	Make M and E same as G and T to keep Q02 to cover our high risk risks and H area.
10	Nov 07 2018 08:56 AM	Service risk figures are incorrect as they do not represent fairly the incidents dealt with specialist roles. Station Victor and Charlie figures can be reduced by over 200 incidents per year and they should be given to stations Tango and Kilo as they dealt with these incidents. This would mean Station Kilo had more incidents than Station Victor. Station Victor after 8pm should cover Station Tango because of this. If Station Tango can be stood down after 8pm why do you need a pump to cover there area.
		The use of reserves should be more open to transparency so the public and ministers are aware what the money is set aside for, so any question to the service about having monies set aside could be robustly challenged and easily explained the net profit from the Services trading arm should be made public including any monies lent to the company from the authority Police, Ambulance and neighbouring Fire Services have constantly used TWFRS to save monies for themselves, its about time we looked after ourselves unless they are willing to pay for the services we provide to them
11	Jan 11 2019 6:07	
		Based on the financial position we find ourselves in then iot appears that the organisation deosnt have much of an option but to lose Ff posts as this is where the biggest savongs can be made. Why have the Close Call Day Crewing shifts not being looked at as a cost saving option i.e. Birtley and Rainford to be the same model as Walsend and Hebburn and save on the 23% additional payment to Ffs? Depts like FS and P&E have seen more then 30% reduction over the last few years and the back of office has seen major cuts so there is only the front line to cut now that will put the community at an increased risk.
12	Jan 11 2019 5:39 AM	
13	Dec 6 2018 4:59 PM	There are clearly other ways to make the savings without the need to weaken front line services. Incorporate some of Pand E into the operational workstream to maintain and increase efficiency on the front line. Put back the building of Station Tango or certainly re consider a different price strategy to build a replacement.
14	Nov 13 2018 8:47 AM	Possibly look at the number of turnouts for each appliance rather than number of attendances made and reason why appliance didn't make it in attendance
15	Jan 11 2019 5:58 PM	Why not consider placing the specials at one or a couple of locations in the service. i.e. have the ALP and T06 at a two pump location so it the ALP is requested and staffed then T06 can be primary staffed, likewise for putting other ALPs and specials at the same loaction (Control Support/ALP at one location, C04/ALP at one loctaion) staffing of the TRVs should be at predeterimned times ie peak ASB times of the year such as the lighter and darker nights and periods of warm/dry weather and staff appliances at other times
16	Dec 7 2018 7:57 PM	The TRV's could be placed at Echo to be distributed around as required. If this was the case the workload would diminish from Station Charlie. The increase would be felt at Station Echo and in quieter times better resourced for attendance in the surrounding areas with higher risks. By that I mean the dual staffing of the TRV's with E02 would allow a choice to be made as to which resource was utilised for incidents which occur in and around the north west corridor. (IE High Rises/Sterling Organics/Airport/RTC's on the major routes/Support for Northumberland etc etc) Could the ability to keep appliances on the run whilst attending low level incidents also be considered to maintain the maximum fire cover possible?
		See Q 2. I am concerned that there is only one appliance covering South Shields town center area after 8pm with the second appliance coming from Hebburn. At the same time the stations immediately surrounding Newcastle city centre have more appliances that are able to support quickly due to their proximatey to each other. In South Tyneside due to the Tyne and the North sea this isnt easily achieved, therefore I would like to question why it is Hebburns appliance going off at 8pm and not one of the city center appliances - this would enable better coverage of South Shields town center by keeping the two pumps at South Shields station as well as Hebburn
17	Nov 19 2018 03:28 PM	
		The vans need updating with better equipment, these vehicles make up on a Regular bases, taking front line more staff out of really life rescues.
18	Nov 6 2018 02:40	
		Why put Golf day time crewing and send J02 to cover the night time! makes absolutley no sense. If you need night time cover at Golf then that suggests to me to leave it as it is and just knock J02 off on a night time. This is an over engineered solution when if you do it the was I have just mentioned it acheives the same outcome and saves alot more money in fuel, reduces carbon foot print and unnessary road travel time!
19	Nov 17 2018 03:37 PM	
20	Nov 8 2018 7:26AM	Keep Q02, and make M01 same as T and G, we can cover. Make E01 same and F02 can cover.
21	Jan 18 2019	I understand the Fire Authority and Senior Management are trying to keep the same amount of front line appliances and locations whilst making the necessary budget savings. However, I believe considering closing one location which can be covered by neighboring stations and mutual aid arrangements should be considered

Do you have any further comments concerning our proposals? Please provide details below;

Respondents	Response Date	Responses
1	Jan 08 2019 06:23 PM	I think that office staff should go before operational staff maybe reduce senior officer wages transfer office work for the Firefighters to do whilst waiting for call outs if they get a call they can put the pen down and pick it up when they return
2	Jan 07 2019 11:13 PM	Whilst I understand the difficulties the Fire Service and Fire Authority are dealing with, I feel it's time Senior Managers and Authority members publicly denounced this Governments proposed cuts to the Services funding and actively be seen to be fighting against them instead of simply giving in time and again. I also believe that if all else fails, the Service should use some of their "reserves" to assist in meeting the shortfall in the current funding. It is clear from statements in Parliament from the Prime Minister and other members of the Cabinet that as long as there is money in reserve, this Government will not afford TWFRS any more funding.
3	Jan 04 2019 10:07 AM	I am deeply concerned that these proposals are being brought forward.In short less firefighters and less fire cover is not good use of tax payers money.I see the need,but spend money on building up th fire service . Use the press and public media to show how busy they are and how many incidents they attend keep the service in the public eye and let's be proud of our firefighter instead of making them the scapegoats in cuts.
4	Jan 04 2019 09:38 AM	I am concerned that you will completely ignore all comments during this consultation and you are only paying lip service to people's genuine concerns. I am also extremely concerned that the number of staff in ranking positions is way too high and the people who have developed this irmp are not looking at other options. I feel that non emergency positions should go first, for example community safety and admin roles. My other concern is that we have been told by parliament that there are reserves available. I understand that you may have them allocated for other projects. I suggest you unallocate them before risking the lives of the public and also the lives of firefighters.
5	Dec 24 2018 08:10 PM	Smaller fire engines to access narrow streets/ spaces. Part time firemen . Volunteer firemen
6	Dec 20 2018 08:39 PM	There are alternatives, even within current financial restrictions, to these cuts. Even if, for a short time, other budgets have to be "raided", this should be done. Longer term, we must impress upon government the need to increase the overall budget. This cannot be done by putting lives in jeopardy.
7	Dec 16 2018 09:01 AM	Look to recruit volunteers as in the safe and well check the officers are identifying lonely isolated people. These could be volunteer befrienders to connect lonely people with their community
8	Dec 11 2018 08:26 AM	Delay the building and allocation of the new station in Hebburn. £5m is allocated for a one pump station with 4 crew! This will surely be better allocation of funds to prop up proposals to cut. Use an independent outside body to review back office and senior leadership. How can these personnel review themselves? In the interests of Fairness & Equality
9	Dec 06 2018 12:16 PM	- Have you checked operational procedures in other authorities? - What consideration have you given to a combined Fire & Rescue eg. ambulance as for USA and Europe
10	Dec 05 2018 01:57 PM	Let the people who attend the call outs do their jobs.Management should be lobbying for more funds a lot more vigorously than they appear to be.
11	Dec 04 2018 05:36 PM	Why don't you save the money another way? Do you still have plans to build a new station in Hebburn? Why not postpone this and use the money to offset these cuts? Especially when you don't see Hebburn as important enough to justify a fire engine at night time. Wasting money building a new station is clearly ludicrous.
12	Nov 30 2018 06:16 PM	Any reduction in the frontline of the service is a bad idea. And other ways to save money should be looked at 1st.
13	Nov 27 2018 04:51 PM	1. Further savings could be made by introducing retained services on 2nd fire engines at stations which have 2 engines. 2. Consideration could be given to amalgamating with Northumberland and/or Durham and Darlington Fire and Rescue Services on a similar basis as North East Ambulance Service.
14	Nov 27 2018 03:34 PM	Introduce more members of staff - do not reduce their hours.
15	Nov 22 2018 07:55 PM	Fire stations need to be kept local. The more they interact with civilians e.g. Open days the more they can educate us on possible dangers in everyday life and how to prevent them happening.
16	Nov 16 2018 10:38 PM	An overhaul of working conditions, whilst not normally welcome by unions, is required to ensure that the fire service remains a viable emergency service. Having staff available 24/7 is a priority but this needs to be balanced against a model which assesses threat and risk and factors in demand. Having full crews through the night and across the service is not a cost effective way of working especially during these times of "austerity". New ways of working are required and deployment models need to change to reflect the different issues that we now face. TRV's may be part of this as I've always been amazed at the minimum two engine responses to even the most trivial of calls. The FBU may not like it and some fire fighters might like sleeping at work during the night but these practices need to change and the service needs to modernise.
17	Nov 11 2018 11:23 AM	Look at all areas. Pool cars, desktop equipment. Need to have not nice to haves.
18	Nov 11 2018 09:28 AM	We need to maybe pilot this first before committing to it as it is a big change and would be foolish and more important could risk lives if it doesn't work
19	Nov 10 2018 03:16 PM	I find the plans to remove an appliance from South Shields and cut large numbers of staff very worrying, rather than cut firefighters can you look at brining money into the service, fundraising and retail and training etc
20	Nov 10 2018 09:16 AM	Make budget savings in other ways. Cutting staff and engines on the front line will not make the service run more effectively and people's lives will be the cost.
21	Nov 10 2018 06:23 AM	I don't think realistically that anyone with a decent moral compass would want to implement this, you need to share proposals far and wide so the public can put pressure on government funding.
22	Nov 08 2018 10:24 PM	Combine the Control Rooms (and even the Station Sites) with the Ambulance Service and the Police Service if you need to affect cost savings in the future - there has to be common shared ground between the three of you. Do not turn out to animals and pets etc in distress - that is not your role.
23	Nov 06 2018 11:17 AM	Why not ask the public if they would pay more council tax to cover shortfall as this would be a minimal cost to all households.
24	Nov 06 2018 10:20 AM	Rather than reduce costs, staffing and level of service can the fire service not look at achieving savings by other methods 1 - Would residents be happier paying a slightly higher percentage on their council tax if services will be maintained/improved? - I wouldn't object to a reasonable increase 2 - Can stations co-locate e.g. with ambulance service and share costs 3 - Can estates be made more efficient - e.g. introduce energy savings, install solar panels 4 - Can funds be generated by other means - hiring out rooms for functions if available 5 - Could older more costly stations be sold for other developments and new sites e.g. strategically located on brown field and more efficient purpose built stations be developed

25	Nov 06 2018 09:10 AM	Why not save money and improve service by merging back room services (including control rooms) with the Police now that the PCC oversees both services. Co-location of control rooms will surely not be difficult (calls are really not that different and both services use Airwave communication), there must be procurement savings in revenue items that can be made and administration support must have more in common than not, and then perhaps even merger of operating sites followed by policies and procedures where suitable. At the same time why not merge with Northumberland F&RS you could have a boundary shared with Northumbria Police and work together (helping to reduce the attacks on fire officers being just one advantage)? Northumbria Police & F&RS or to smooth egos, Northumbria Fire & Police Service. It really can be done if people are willing to park politics and self interest, putting the delivery of the service of all 3 agencies to the public as the be all and end all of their operations. It could even be sold to the Government as 'ground breaking' when in fact it's bleedingly obvious and they may cough up money for the reorganisation.
26	Nov 05 2018 10:02 PM	While cuts have to be made due to lack of govt and local authority spending. I truly believe that the operation response of TWFRS has been cut TOO FAR over the last 8 years. The firefighters and the public are not safe! These cuts will result in this being the case more often especially in Sunderland. How can Newcastle have 3 second fire engines at Baker, Newcastle Central and Gateshead while Sunderland only get 1 at Sunderland central ? Do north side lives matter more than those in the south? The returned fire engine at Sunderland central should be made to be 'on call' instead of Farringdon as Farringdon covers a larger area and offers support to stations across Sunderland in a reasonable amount of time due to its location.
27	Nov 05 2018 03:18 PM	No concerns with proposals but I have concern at the waste I see elsewhere. Paying staff to attend gay pride events, sending chief firemen to foreign countries, promoting personnel without fire fighting experience into roles for business advisory roles thus reducing operational personnel available in the service. There are numerous office based firefighters, can they not be made on call during office hours and for major out of hours incidents be recalled to duty on a rota basis?
28	Jan 13 2019 04:32 PM	What has been discussed about aligning skilled resource across emergency services? There is a desperate shortage of paramedics in the north east, the ambulance service is also in financial straits. Is there no logic to sharing resources, whether that be staff, control centres or bases etc?
29	Received by letter	Proposal 1 to relocate certain appliances seems acceptable and is what fire & rescue services have always done from time to time, although one of the Heavy Rescue appliances should be located to the west of the service area: Byker and Washington would probably be the best locations for HRAs. However, Proposal 2 to reduce Hebburn and Wallsend to Night On-call status is quite unsatisfactory in a major metropolitan area. If these two stations have a lower volume of calls and financial savings are required, the two better measures would be either: 1. Relocate Gateshead's second pump to Hebburn and Byker's second pump to Wallsend, thereby maintain one 24/7 pump at each of these two stations. With the move of Gosforth's second pump to Newcastle Central, this pump could support both Gateshead and Byker as second pump. Similarly, South Shields and Tynemouth could support Hebburn and Wallsend respectively with a second pump from the opposite direction. OR 2. Change the duty system at Hebburn and Wallsend to Day-Crewing Close-Call, as has already been in operation for several years at Birtley and Rainton Bridge, thereby still providing prompt night cover.
30	Nov 30 2018 11:12 AM	RE: Proposal 1 - the moving of one appliance from Gosforth to Ncle Central will leave the north of Gosforth's area very vulnerable if the remaining pump is elsewhere. Surely leaving it at Gosforth would ensure it could respond quickly to either into Ncle Central or outwards. Response time would be much longer if it had to come from Newcastle
31	Nov 26 2018 8:11 PM	I understand the financial constraints and that you are attempting to make the best use of resources however the heavy rescue vehicles are both being moved to stations giving easy access to the A19. Surely on near the A1 and one near the A19 would be better?
32	Jan 4 2019 1:24 PM	Would it not be more productive for the workforce to have a longer working dayshift rather than a shorter one. Surely more day to day tasks can be accomplished during the day
33	Nov 27 2018 4:39 PM	Service could have gone further by introducing retained firefighters at certain stations
34	Jan 4 2019 09:33 AM	If you wish to introduce the mid shift, do so. However leave the rest of the shift pattern alone. There is no reason why the midshift can't be an 9 hour shift, just like the day shift. This would then stop all of the conspiracy theories about 3 watches and sending People home mid shift
35	Nov 23 2018 1:53 PM	I believe a 9-5 change would be better for working families and slight changes are easier to adjust to rather than an 8-4 option

Appendix C - Implementation Plan

Overview of draft implementation of IRMP Review of how we respond to risk 2019-2021

Current / predicted Service Delivery Establishment (WT / OC)	If all proposals approved by FA at meeting 18/2/2019	Implement Proposal 1 - Relocate E02 to Stn C, relocate S02 to Stn N, dynamically staff all TRVs	Implement Proposal 2 (part 1) - change duty system for G01 to DC(OC)	Implement Proposal 2 (part 2) - change duty system for T01 to DC(OC)	Implement Proposal 2 (part 3) - change duty system for Q02 to OC	Implement Proposal 3 (part 1) - moderate establishment TO BE ACHIEVED BY 1/4/2021
01/01/2019 506 12						
01/04/2019 490 12		minus 16 whotletime posts (8Ff, 8CM)	16			
01/04/2020 477 24			Remove WT posts Add DC posts Add on call posts Net effect minus 13 wholetime posts (2 WM, 3 CM, 8 Ff)	24 11 12		
01/09/2020 464 36				Remove WT posts Add DC posts Add on call posts Net effect minus 13 wholetime posts (2 WM, 3 CM, 8 Ff)	24 11 12	
01/01/2021 448 48					Remove WT posts Add on call posts Minus 16 wholetime posts (4 CM, 12 Ff)	16 12
01/01/2021 428 48						Moderate staffing levels x5 2 pump stations reduce establishment from 44 to 40 (minus 20 FF)
Overall change	78 reduction in WT 36 addition in OC	New Establishment following full implementation 428 inc 22 DC(CC) and 22 DC posts 36 OC posts				

Appendix D

HM Government Consultation Principles 2018

A. Consultations should be clear and concise

Use plain English and avoid acronyms. Be clear what questions you are asking and limit the number of questions to those that are necessary.

Make them easy to understand and easy to answer. Avoid lengthy documents when possible and consider merging those on related topics.

B. Consultations should have a purpose

Do not consult for the sake of it. Ask departmental lawyers whether you have a legal duty to consult. Take consultation responses into account when taking policy forward. Consult about policies or implementation plans when the development of the policies or plans is at a formative stage. Do not ask questions about issues on which you already have a final view.

C. Consultations should be informative

Give enough information to ensure that those consulted understand the issues and can give informed responses. Include validated impact assessments of the costs and benefits of the options being considered when possible; this might be required where proposals have an impact on business or the voluntary sector.

D. Consultations are only part of a process of engagement

Consider whether informal iterative consultation is appropriate, using new digital tools and open, collaborative approaches. Consultation is not just about formal documents and responses. It is an on-going process.

E. Consultations should last for a proportionate amount of time

Judge the length of the consultation on the basis of legal advice and taking into account the nature and impact of the proposal. Consulting for too long will unnecessarily delay policy development. Consulting too quickly will not give enough time for consideration and will reduce the quality of responses.

F. Consultations should be targeted

Consider the full range of people, business and voluntary bodies affected by the policy, and whether representative groups exist. Consider targeting specific groups if appropriate. Ensure they are aware of the consultation and can access it. Consider how to tailor consultation to the needs and preferences of particular groups, such as older people, younger people or people with disabilities that may not respond to traditional consultation methods.

G. Consultations should take account of the groups being consulted

Consult stakeholders in a way that suits them. Charities may need more time to respond than businesses, for example. When the consultation spans all or part of a holiday period, consider how this may affect consultation and take appropriate mitigating action, such as prior discussion with key interested parties or extension of the consultation deadline beyond the holiday period.

H. Consultations should be agreed before publication

Seek collective agreement before publishing a written consultation, particularly when consulting on new policy proposals. Consultations should be published on gov.uk.

I. Consultation should facilitate scrutiny

Publish any response on the same page on gov.uk as the original consultation, and ensure it is clear when the government has responded to the consultation. Explain the responses that have been received from consultees and how these have informed the policy. State how many responses have been received.

J. Government responses to consultations should be published in a timely fashion

Publish responses within 12 weeks of the consultation or provide an explanation why this is not possible. Where consultation concerns a statutory instrument publish responses before or at the same time as the instrument is laid, except in very exceptional circumstances (and even then publish responses as soon as possible). Allow appropriate time between closing the consultation and implementing policy or legislation.

K. Consultation exercises should not generally be launched during local or national election periods.

If exceptional circumstances make a consultation absolutely essential (for example, for safeguarding public health), departments should seek advice from the Propriety and Ethics team in the Cabinet Office. This document does not have legal force and is subject to statutory and other legal requirements.

Appendix E: Adherence to HM Government Principles 2018

The Consultation Principles 2018 are as follows and below is how we have met these:


Criteria	Guidance	Our approach
Consultations should be clear and concise	Use plain English and avoid acronyms. Be clear what questions you are asking and limit the number of questions to those that are necessary. Make them easy to understand and easy to answer. Avoid lengthy documents when possible and consider merging those on related topics.	Consultation document and presentation clearly outlines financial position and current status. Each proposal clearly details the impact and cost saving of that proposal.
Consultations should have a purpose	Do not consult for the sake of it. Ask departmental lawyers whether you have a legal duty to consult. Take consultation responses into account when taking policy forward. Consult about policies or implementation plans when the development of the policies or plans is at a formative stage. Do not ask questions about issues on which you already have a final view.	Consultation document clearly states no decision has been made. Variety of proposals outlined for meaningful discussion and debate.
Consultations should be informative	Give enough information to ensure that those consulted understand the issues and can give informed responses. Include validated impact assessments of the costs and benefits of the options being considered when possible; this might be required where proposals have an impact on business or the voluntary sector.	The consultation document and presentation were prepared with this in mind, but do contain some complexity which is necessary to demonstrate the rationale for proposals. It is available on the Service website and social media accounts.
Consultations are only part of a process of engagement	Consider whether informal iterative consultation is appropriate, using new digital tools and open, collaborative approaches. Consultation is not just about formal documents and responses. It is an on-going process.	Consultation activities scheduled and drafted were balanced using; face to face presentations and briefings, electronic and paper based surveys, dedicated inbox and telephone facility, websites, posters and social media accounts.
Consultations should last for a proportionate amount of time	Judge the length of the consultation on the basis of legal advice and taking into account the nature and impact of the proposal. Consulting for too long will unnecessarily delay policy development. Consulting too quickly will not give enough time for consideration and will reduce the quality of responses.	Proportionate consultation for 12 weeks undertaken to accommodate Fire Authority meeting and implementation dates.
Consultations should be targeted	Consider the full range of people, business and voluntary bodies affected by the policy, and whether	The consultation document was made available at all public meetings and available in alternative formats upon

	<p>representative groups exist. Consider targeting specific groups if appropriate. Ensure they are aware of the consultation and can access it. Consider how to tailor consultation to the needs and preferences of particular groups, such as older people, younger people or people with disabilities that may not respond to traditional consultation methods.</p>	<p>request. In order to reach as many members of the communities within Tyne and Wear as possible, the consultation was promoted in a variety of ways including:</p> <ul style="list-style-type: none"> • Press releases and interviews • News articles on our website, intranet, and social media (Facebook, Twitter and Instagram) • Emails and letters to partners and other stakeholders • Meetings with MPs and Council leaders • Correspondence to Community Safety / Strategic Partnerships • Posters distributed in a variety of public buildings (i.e. Libraries, Council offices, and Town Halls) across each district promoting public consultation events • Electronic Tools via Social Media and website • A dedicated email and telephone facility. <p>All public events and venues were risk assessed ensuring adherence to the PSED.</p>
Consultations should take account of the groups being consulted	<p>Consult stakeholders in a way that suits them. Charities may need more time to respond than businesses, for example. When the consultation spans all or part of a holiday period, consider how this may affect consultation and take appropriate mitigating action, such as prior discussion with key interested parties or extension of the consultation deadline beyond the holiday period.</p>	<p>Proportionate consultation for 12 weeks undertaken to accommodate Fire Authority meeting and implementation dates. All holiday periods were factored into the consultation timeline when contacting key partners and stakeholders, using a balanced approach.</p>
Consultations should be agreed before publication	<p>Seek collective agreement before publishing a written consultation, particularly when consulting on new policy proposals.</p>	<p>IRMP consultation was formally approved - 5 November 2018 by Fire Authority members.</p>
Consultation should facilitate scrutiny	<p>Explain the responses that have been received from consultees and how these have informed the policy. State how many responses have been received.</p>	<p>The survey results were analysed by an in-house team alongside an independent contractor to understand key themes and concerns. All response data has been included to make informed decisions.</p>
Government responses to consultations should be published in a timely fashion	<p>Publish responses within 12 weeks of the consultation or provide an explanation why this is not possible. Where consultation concerns a statutory instrument publish responses before or at the same</p>	<p>All feedback (including data) will be provided directly to employees and key stakeholders, in an open and transparent manner.</p>

	time as the instrument is laid, except in very exceptional circumstances (and even then publish responses as soon as possible). Allow appropriate time between closing the consultation and implementing policy or legislation.	
Consultation exercises should not generally be launched during local or national election periods.	If exceptional circumstances make a consultation absolutely essential (for example, for safeguarding public health), departments should seek advice from the Propriety and Ethics team in the Cabinet Office.	N/A for this consultation timeline.

Appendix F Public Consultation Slides

Creating the Safest Community



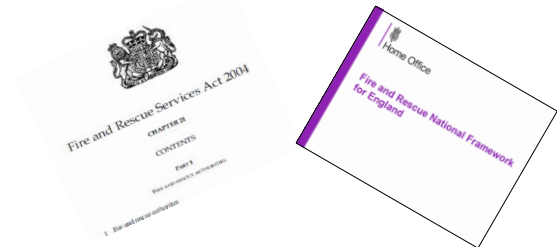
Proposed changes to our operational response model

Public Consultation
November 2018 – January 2019

Tyne and Wear Fire and Rescue Authority
Creating the Safest Community
www.twfire.gov.uk

Tyne and Wear Fire and Rescue Service

- FRS Act 2004/National Framework



Integrated Risk Management Planning (IRMP)

- Requirement under the Fire and Rescue National Framework for England (2018)
- Process for making changes to the service
- Balances risk and resources
- Our understanding of risk is based on data and evidence (vulnerable people and places)
- Supports decision making
- Recognises that our resources are reducing



Response

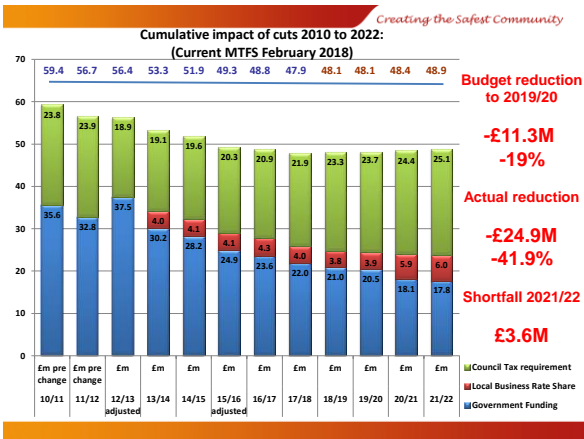


Prevention



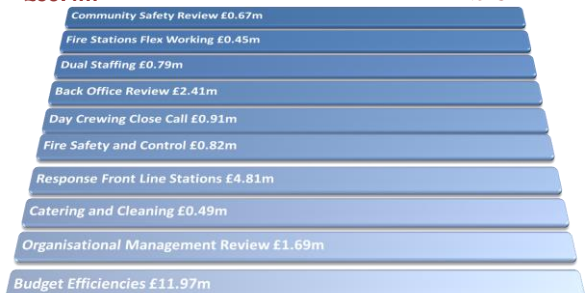
Protection

Resilience



Financial Savings Achieved

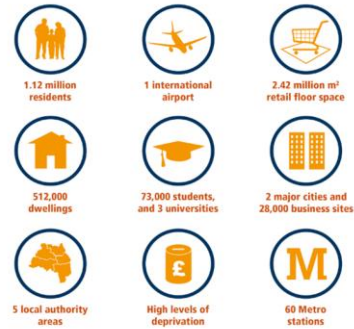
2010/11 £59.4m → 2018/19 £48.1m



Review Methodology

- Where we are now
 - Community Risk Profile
 - Resource disposition
 - Response activity and performance
- Where we want to be
 - Present proposals
 - Modelling

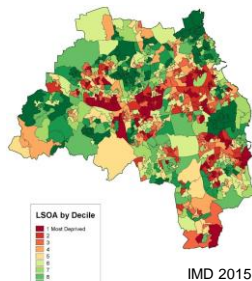
Community Risk Profile



Community Risk: deprivation

CLG research shows a clear link between "risk of accidental dwelling fires and injuries and socio-demographic factors such as deprivation, disability, being single and unemployment".

There is a correlation between deprivation and all fires in Tyne and Wear.

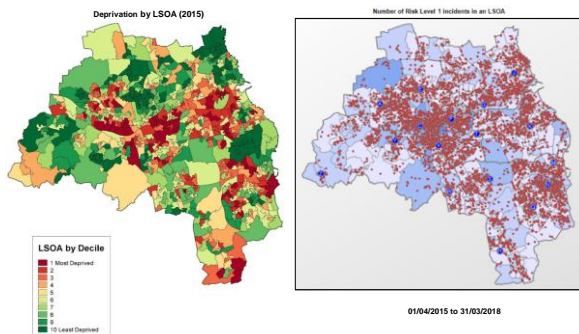


Regional Average Rank	Average IMD Rank
Tyne and Wear	12104
North East	13586
North West	14040
London	14065
West Midlands	14576
Yorkshire and The Humber	14661
East Midlands	16897
South West	18073
East of England	18828
South East	20825
	Least Deprived

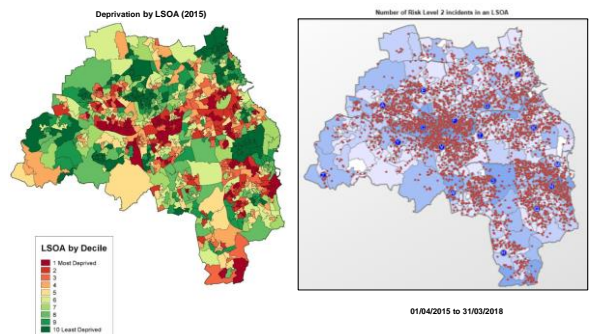
Risk levels of incidents

- Risk level 1
 - Very significant life and property risk
- Risk level 2
 - Significant life and property risk
- Risk level 3
 - Some life and property risk
- Risk level 4
 - Minimal life and property risk

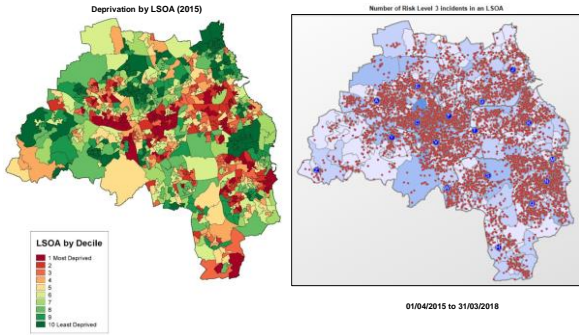
Deprivation/Risk and Demand (Risk Level 1 incidents)



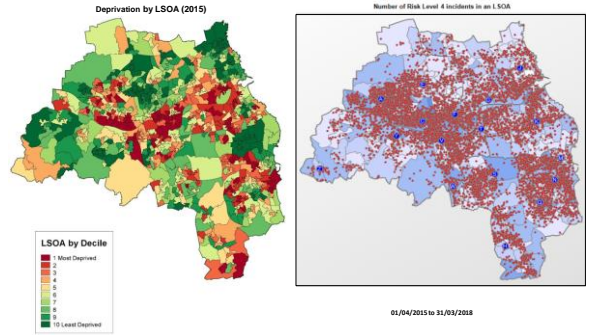
Deprivation/Risk and Demand (Risk Level 2 incidents)



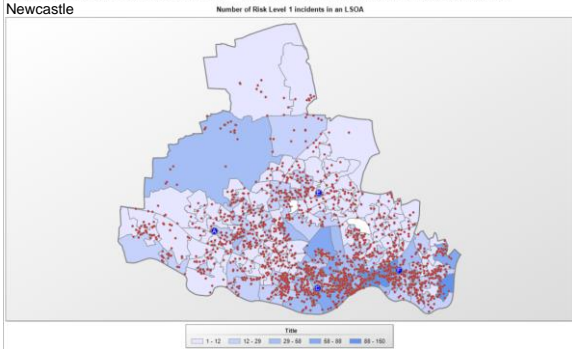
Creating the Safest Community
Deprivation/Risk and Demand (Risk Level 3 incidents)



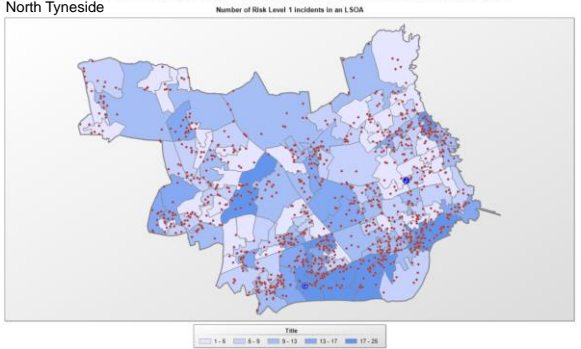
Creating the Safest Community
Deprivation/Risk and Demand (Risk Level 4 incidents)



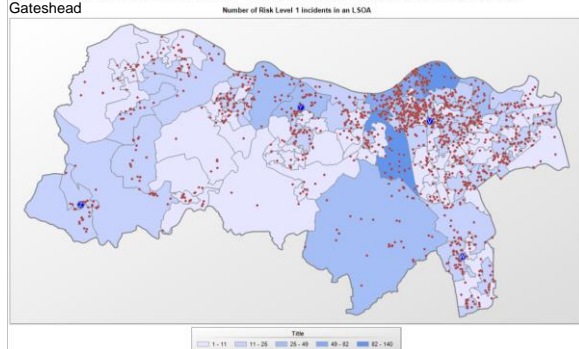
Creating the Safest Community
Number of Risk Level 1 incidents by Lower Super Output Area (LSOA)
Newcastle



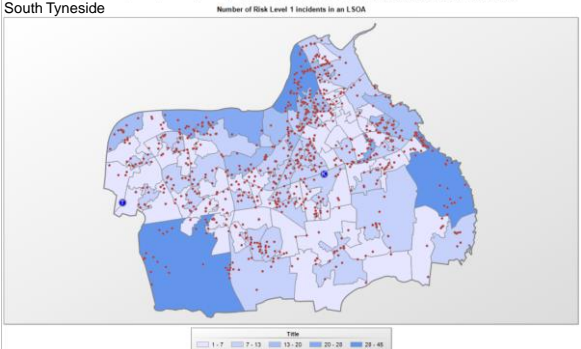
Creating the Safest Community
Number of Risk Level 1 incidents by Lower Super Output Area (LSOA)
North Tyneside

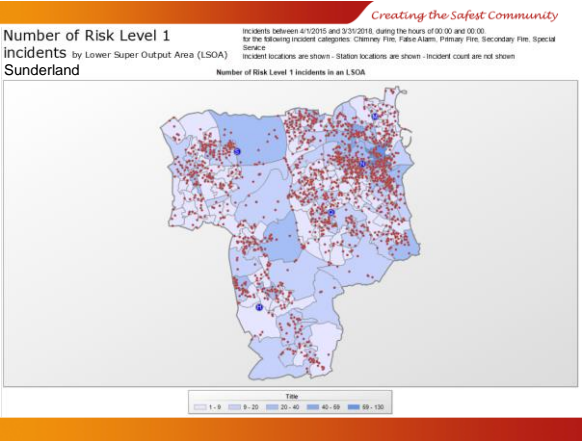


Creating the Safest Community
Number of Risk Level 1 incidents by Lower Super Output Area (LSOA)
Gateshead



Creating the Safest Community
Number of Risk Level 1 incidents by Lower Super Output Area (LSOA)
South Tyneside



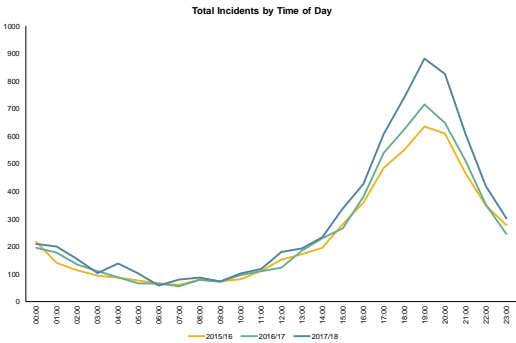


Our Attendance Times

We aim to respond as quickly as possible especially to life risk incidents. We measure this speed of response from the time the fire engine is mobile to the incident to the time it arrives

- In 2017/18 our average speed of response to Risk Level 1 (e.g. house fire persons involved) was:
5 min 12 sec
- In 2017/18 our average speed of response to Risk Level 4 (e.g. rubbish on fire in a field no persons involved) was:
7 min 27 sec

Response: Number of incidents by time of day



2015/16 – 2017/18 Number of incidents by hour of the day

Hour of the day	Risk Level 1	Risk Level 2	Risk Level 3	Risk Level 4	Current Shift Profile
00:00 - 00:59	329	149	543	422	
01:00 - 01:59	267	139	536	303	Nightshift
02:00 - 02:59	214	98	506	212	
03:00 - 03:59	182	111	429	169	
04:00 - 04:59	166	83	431	148	
05:00 - 05:59	150	76	371	148	
06:00 - 06:59	169	72	414	133	
07:00 - 07:59	213	84	537	155	
08:00 - 08:59	282	109	462	229	Dayshift
09:00 - 09:59	344	135	547	221	
10:00 - 10:59	419	132	599	281	
11:00 - 11:59	458	153	597	390	
12:00 - 12:59	511	145	700	455	
13:00 - 13:59	490	133	631	548	
14:00 - 14:59	515	159	585	704	
15:00 - 15:59	516	196	618	898	
16:00 - 16:59	661	242	677	1157	Nightshift
17:00 - 17:59	667	289	699	1452	
18:00 - 18:59	716	309	913	1627	
19:00 - 19:59	690	361	908	2107	
20:00 - 20:59	602	340	878	1967	
21:00 - 21:59	549	349	784	1389	
22:00 - 22:59	477	250	680	930	
23:00 - 23:59	399	196	599	613	
Total	9986	4310	14644	16858	

Proposals

Proposal 1

Dynamically adjust the distribution and availability of our fire engines based on risk and demand

- Relocate a fire engine from Gosforth to Newcastle Central
- Relocate a fire engine from Washington to Sunderland Central
- Relocation of Special/Heavy Rescue appliances to Wallsend and South Shields



Proposal 1

Dynamically adjust the distribution and availability of our fire engines based on risk and demand

- Targeted Response Vehicles (TRVs) operational locations determined by risk and demand, by time of day and seasonal trends
- TRVs to be based at and staffed by a fire engine(s) from Newcastle Central and/or Sunderland Central
- TRVs to attend other incidents as support



Proposal 2

Introduce a range of duty systems based on risk and demand

- Day Crewing(On Call – range of circa 5 to 30min)
- On Call (5 - 30 min)
- Tailored duty system*

*Limited number currently in place

Proposal 2

Introduce Day Crewing (On call) / On Call duty systems

- Propose fire engine at Wallsend and fire engine at Hebburn to become DC(OC) appliance
- Cover from 20:00 to 08:00hrs to be provided by a fire engine from Tynemouth and South Shields respectively
- Propose a fire engine at Farrington becomes an On Call appliance

Day

Appliance Availability

● Cat 01	16
● Cat 02	6
● Cat 02 (on call)	2
● TRV	0
Total	24

Risk Based Appliances

Cat 02	0
TRV	4

Day Crewing Close Call (DCCC)
Stn W
Stn H

Day Crewing On Call
Full availability (08:00 - 20:00)
Stn T
Stn G

On Call
Availability - Predetermined
Delay (max 10 min)
Q02

Special appliance



Evening

Appliance Availability

● Cat 01	16
● Cat 02	4
● Cat 02 (on call)	2
● TRV	4
Total	26

Risk Based Appliances

Cat 02	2
TRV	0

Day Crewing Close Call (DCCC)
Stn W
Stn H

Day Crewing On Call
Full availability (08:00 - 20:00)
Stn T
Stn G

On Call
Availability - Predetermined
Delay (max 10 min)
Q02

Special appliance



Night (< midnight)

Appliance Availability

● Cat 01	14
● Cat 02	4
● Cat 02 (on call)	2
● TRV	4
Total	24

Risk Based Appliances

Cat 02	2
TRV	0

Day Crewing Close Call (DCCC)
Stn W
Stn H

Day Crewing On Call
Delayed 30 min (20:00 - 08:00)
Stn T
Stn G

On Call
Availability - Predetermined
Delay (max 10 min)
Q02

Special appliance



Night (midnight >)

Appliance Availability

● Cat 01	14
● Cat 02	6
● Cat 02 (on call)	2
● TRV	0
Total	22

Risk Based Appliances

Cat 02	0
TRV	4

Day Crewing Close Call (DCCC)
Stn W
Stn H

Day Crewing On Call
Delayed 30 min (20:00 - 08:00)
Stn T
Stn G

On Call
Availability - Predetermined
Delay (max 10 min)
Q02

Special appliance



Proposal 3

Adjust staffing model to deliver a more effective and efficient use of resources

- Adjust start and finish times of shifts
- Moderate staffing levels across the Service
- Amend staffing levels in mobilising control

2015/16 – 2017/18 Number of incidents by hour of the day

Hour of the day	Risk Level 1	Risk Level 2	Risk Level 3	Risk Level 4
00:00 - 00:59	329	149	543	422
01:00 - 01:59	267	139	536	303
02:00 - 02:59	214	98	506	212
03:00 - 03:59	182	111	429	169
04:00 - 04:59	166	83	431	148
05:00 - 05:59	150	76	371	148
06:00 - 06:59	169	72	414	133
07:00 - 07:59	213	84	537	155
08:00 - 08:59	282	109	462	229
09:00 - 09:59	344	135	547	221
10:00 - 10:59	419	132	599	281
11:00 - 11:59	458	153	597	390
12:00 - 12:59	511	145	700	455
13:00 - 13:59	490	133	631	548
14:00 - 14:59	515	159	585	704
15:00 - 15:59	518	198	618	808
16:00 - 16:59	961	242	677	1157
17:00 - 17:59	967	289	699	1452
18:00 - 18:59	716	309	913	1827
19:00 - 19:59	690	361	908	2107
20:00 - 20:59	602	340	878	1967
21:00 - 21:59	549	348	784	1389
22:00 - 22:59	477	250	680	930
23:00 - 23:59	399	196	599	613
Total	9986	4310	14644	16858

Example Shift Profile

Nightshift

Dayshift

Proposed flexible shift

Impact

- Reduction of 70 posts
 - 78 wholtime firefighting posts
 - 4 Mobilising Control posts
 - + 12 On Call firefighting posts
- Projected saving by 2021/22 £3.32M

Impact on average attendance times

- Risk Level 1 - increase of 17 sec for 1st appliance
- Risk Level 1 – increase of 35 secs for 2nd appliance
- Risk Level 2 – increase of 20 secs for 1st appliance
- Risk Level 2 – increase of 34 secs for 2nd appliance

If we implement these proposals we believe we will still be one of the fastest responding fire and rescue services in the country

Summary of proposals

A flexible response model and associated staffing arrangements that are based on risk and demand

- **Proposal 1** - Dynamically adjust the distribution and availability of our fire engines based on risk and demand
- **Proposal 2** - Introduce a range of duty systems based on risk and demand
- **Proposal 3** - Adjust staffing model to deliver a more effective and efficient use of resources

Response Standard

- We currently aim to respond to emergency incidents as quickly as possible, prioritising our response to incidents where life is involved
- This response time is the time a fire engine takes to get to an incident
- Our current average response time to risk level 1 incidents e.g. House fire persons involved is 5 min 12 sec
 - **Do you think it is reasonable that we use this information as the basis of a response standard?**

Consultation questions



Consultation timeline

- 5th November 2018 – Fire Authority – present proposals and seek consent to consult
- 5th November 2018 – 14th January 2019 – consultation on proposed actions
- 28th January 2019 – Consultation close and analyse results for feedback to Fire Authority
- 18th February 2019 – Consultation outcomes and final proposals reported to Fire Authority for approval
- April 2019 onwards – Implementation

How to feed back?

- Public consultation will run to 28th January 2019
- This session is part of the consultation
- Individual feedback can be given via:
 - The online survey at www.twfire.gov.uk/irmp
 - Email to consultation@twfire.gov.uk





Tyne and Wear Fire and Rescue Authority

Proposed changes to our operational response



**Consultation
5 November 2018 - 14 January 2019**

***V2 - This is an updated version of the consultation paper to include the position of special appliances on each of the maps. No other amendments have been made. Original copies (V1) of this document are available on request.**

	Page
Foreword	3
1 Our service to you	4
2 Our priorities and core activities	5
3 A risk-based Service	5
4 Our options for change	5
Let us know your views	12

Your Views, Your Service

Foreword

Chief Fire Officer and Chair of Tyne and Wear Fire and Rescue Authority

Thank you for taking the time to look at this document. Tyne and Wear Fire and Rescue Service (TWFRS) is operating within a challenging financial context, having experienced some of the poorest funding settlements across fire and rescue in England since austerity began in 2010. As a result, we need to look at how we resource our operational response services, such as our fire stations and control room, to ensure we can meet these financial demands while continuing our vision of creating the safest community across Tyne and Wear.

Every three years, we produce an [Integrated Risk Management Plan](#) that sets out how we will respond to local needs based on a detailed assessment of risk and demand. This is a public document that is required by law.

Over the last year we have carried out extensive reviews as part of our IRMP 2017-20. Based on the evidence we have gathered, we have created three proposals for change that will ensure that the Service can continue to be one of the fastest fire and rescues services in England when responding to life threatening incidents.

We encourage you to share your views. This is **your** Fire and Rescue Service and **your views count**.



Chris Lowther (Chief Fire Officer)



Barry Curran (Chair of Tyne and Wear Fire and Rescue Authority)

1. Our service to you

The Authority operates through 17 community fire stations (CFS). Fourteen of these are full-time stations, two are day-crewing close-call (DCCC, an arrangement in which firefighters are based on site for longer periods of time) and one is on-call. Seven CFS have two fire engines, 10 have one engine. Two CFS have a full use of a targeted response vehicle (TRV) used for lower risk incidents, whilst two further stations have a TRV for use between 18:00 and 00:00 on a risk basis. A further TRV is located at Chopwell CFS and is crewed as required by on-call firefighters. The figure below illustrates the position of our resources. The current cost of crewing our operations, including firefighters, flexible duty officers and control staff is approximately £24.5m.



2. Our priorities and core activities

- 2.1 TWFRS' overall vision is "creating the safest community", and our mission is **"to save life, reduce risk, provide humanitarian services and protect the environment"**. This mission is clearly linked to community safety, but the preventative focus means that the service is targeting vulnerable individuals and thus contributing to wider community outcomes.
- 2.2 TWFRS relate to the statutory duties placed on the Authority under the Fire and Rescue Services Act 2004, the Regulatory Reform (Fire Safety) Order 2005, the Civil Contingencies Act 2004 and the Fire Service National Framework 2018.
- 2.3 Our five priorities are to:
- reduce the occurrence of all incidents attended and their consequences
 - proactively collaborate with partners to promote community safety, health and wellbeing, social responsibility and inclusion
 - use our resources economically, efficiently and effectively by focusing on areas of greatest risk and minimising impact on the environment
 - collaborate with partner agencies to develop and resource effective emergency plans, inform response arrangements and ensure we are a resilient Service
 - provide a highly skilled, healthy, motivated workforce, embracing equality, diversity and inclusion to best serve our communities.

3. A risk-based Service

- 3.1 Our [Community Risk Profile](#) is an assessment and analysis of risk across the communities of Tyne and Wear. It is derived from detailed incident, census, geographical and environmental datasets, including information from our partners. This information is analysed to create a picture of risk in Tyne and Wear, enabling us to target our resources effectively.

4. Our options for change

- 4.1 Our options for consultation are about changing how we work in the light of funding challenges, whilst still seeking to minimise the impact on community and firefighter risk. These options have been developed through a formal review process which carried out detailed analysis of the varying levels of risk and demand in Tyne and Wear. All proposals have been assessed for their potential impact.

Proposal 1 - Dynamically adjust the distribution and availability of appliances [fire engines] based on risk and demand

Proposal 2 – Introduce a range of duty systems based on risk and demand

Proposal 3 – Adjust the staffing model to deliver a more effective and efficient use of resources

4.2 TWFRS recommends a staged implementation of **all three** proposals over the next three years. This would enable clear monitoring to occur, and thus ensuring the controlled management of community and firefighter risk.

4.3 Proposal 1 - Dynamically adjust the distribution and availability of fire engines based on risk and demand

Under this proposal, resources including fire engines, special appliances and Targeted Response Vehicles (TRVs) would be re-positioned based on community risk and expected demand. This would mean:

- one fire engine from Gosforth Community Fire Station will be relocated to Newcastle Central Community Fire Station alongside a TRV from Washington Community Fire Station
- a further fire engine and TRV from Washington Community Fire Station will be relocated to Sunderland Central Community Fire Station
- TRVs will be sent in support of larger lifesaving fire engines at incidents such as dwelling fires
- Heavy Rescue appliances at Newcastle Central and Hebburn Community Fire Stations, that are crewed when needed, will be relocated to Wallsend and South Shields Community Fire Stations.

The proposed fire engine positioning for Day and Night Shifts are set out in the diagrams below.

Day Shift

Appliance Availability

● Cat 01	16
● Cat 02	7
● Cat 02 (on call)	1
● TRV	0
Total	24

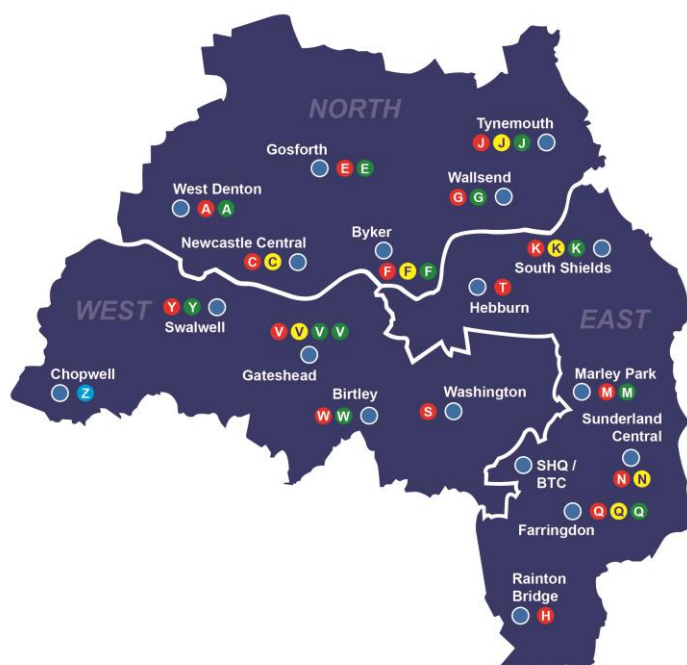
Risk Based Appliances - delayed turnout

Cat 02	0
TRV	4

Day Crewing Close Call (DCCC)

Stn W
Stn H

● Special appliance



Proposed fire engine position during dayshift (Proposal 1) * **Map updated 21.11.2018 to include special appliances (green dots), no further changes have been made.**

Night Shift

Appliance Availability

● Cat 01	16
● Cat 02	5
● Cat 02 (on call)	1
● TRV	4
Total	26

Risk Based Appliances - delayed turnout

Cat 02	● C ● N	2
TRV		0

Day Crewing Close Call (DCCC)

Stn W

Stn H

● Special appliance



*Proposed fire engine position during nightshift (Proposal 1) * **Map updated 21.11.2018 to include special appliances (green dots), no further changes have been made.***

Impact on incident response times: The introduction of Proposal 1 would marginally increase average response times. The time to risk level 1 incidents (the highest risk) would increase by two seconds for the first fire engine and one second for the second engine. The time for risk level two incidents would increase by one second for the first fire engine and five seconds for the second engine.

Impact on the workforce: This proposal would involve reducing the operational establishment by 16 posts. This is not expected to result in any redundancies.

Anticipated savings: Proposal 1 is estimated to achieve full year savings of approximately £717,000.

4.4 Proposal 2 – Introduce a range of duty systems based on risk and demand

This proposal involves redefining the duty system operated on certain community fire stations to better accommodate relatively lower levels of community risk and incident demand whilst minimising the impact on the speed of response. This would mean:

- the fire engines at Wallsend and Hebburn Community Fire Stations become Day Crewing (On-Call)
- supporting cover will be provided during the night by fire engines from Tynemouth and South Shields Community Fire Stations
- one fire engine at Farringdon Community Fire Station would become On-Call
- attendance times will see a small increase, with average response across Tyne and Wear for high-risk incidents, those involving people and property, slowing by up to 17 seconds. Even with these changes Tyne and Wear would continue to remain one of the fastest responding fire and rescue services in England.

Day

Appliance Availability

● Cat 01	16
● Cat 02	6
● Cat 02 (on call)	2
● TRV	0
Total	24

Risk Based Appliances

Cat 02	0
TRV ● ● ● ● ● ●	4

Day Crewing Close Call (DCCC)

Stn W
Stn H

Day Crewing On Call

Full availability (08:00 - 20:00)
Stn T
Stn G

On Call

Availability - Predetermined
Delay (max 10 min)
Q02 ● ● ●

● Special appliance



Proposed fire engine position during dayshift (Proposals 1 & 2)

* Map updated 21.11.2018 to include special appliances (green dots), no further changes have been made.

Evening

Appliance Availability

Cat 01	16
Cat 02	4
Cat 02 (on call)	2
TRV	4
Total	26

Risk Based Appliances

Cat 02	G N	2
TRV		0

Day Crewing Close Call (DCCC)

Stn W
Stn H

Day Crewing On Call

Full availability (08:00 - 20:00)
Stn T
Stn G

On Call

Availability - Predetermined
Delay (max 10 min)
Q02 Q Z

Special appliance



Proposed fire engine position during the evening (up to 20:00hrs) (Proposals 1 & 2)

* Map updated 21.11.2018 to include special appliances (green dots), no further changes have been made.

Night (< midnight)

Appliance Availability

Cat 01	14
Cat 02	4
Cat 02 (on call)	2
TRV	4
Total	24

Risk Based Appliances

Cat 02	C N	2
TRV		0

Day Crewing Close Call (DCCC)

Stn W
Stn H

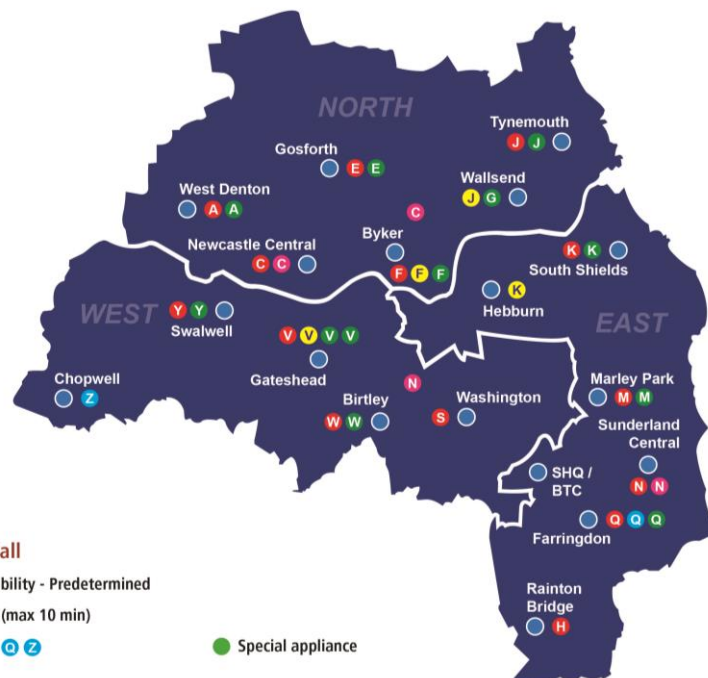
Day Crewing On Call

Delayed 30 min (20:00 - 08:00)
Stn T
Stn G

On Call

Availability - Predetermined
Delay (max 10 min)
Q02 Q Z

Special appliance



Proposed fire engine position during at night (20:00 to 00.00hrs) (Proposals 1 & 2) * Map updated 21.11.2018 to include special appliances (green dots), no further changes have been made.

Night (midnight >)

Appliance Availability

Cat 01	14
Cat 02	6
Cat 02 (on call)	2
TRV	0
Total	22

Risk Based Appliances

Cat 02	0
TRV	4

Day Crewing Close Call (DCCC)

Stn W
Stn H

Day Crewing On Call

Delayed 30 min (20:00 - 08:00)

Stn T	1
Stn G	1

On Call

Availability - Predetermined

Delay (max 10 min)

Q02

Special appliance



Proposed fire engine position during at night (00.00 until dayshift) (Proposals 1 & 2)

* **Map updated 21.11.2018 to include special appliances (green dots), no further changes have been made.**

Impact on incident response times: The implementation of proposal 1 and 2 simultaneously would increase response times to all incidents. The time taken to reach risk level one incidents would increase by 17 seconds for the first fire engine and 35 seconds for the second engine. Average attendance time for risk level two incidents would also increase by 20 seconds for the first fire engine and 34 seconds for the engine.

Impact on the workforce: The introduction of proposal 1 and 2 would involve a reduction in whole time operational establishment of 58 posts and increase on-call (retained) establishment by 12 posts. This is not expected to result in any redundancies.

Anticipated savings: Proposals 1 and 2 are estimated to achieve full year savings of £1.62m.

4.5 **Proposal 3 – Adjust the staffing model to deliver a more effective and efficient use of resources**

The third proposal is to adjust the way firefighters and control room staff work. This includes a slight reduction in some posts to improve efficiency and the introduction of more flexibility in existing shift patterns based on emergency call demand. This would mean:

- adjusting start and finish times of shifts
- moderating staffing levels at all stations
- amending staffing levels in mobilising control.

Impact on incident response times: Proposal 3 is not expected to have an impact on incident attendance times.

Anticipated savings: Proposal 3 is estimated to achieve savings circa £165k in 2021/22.

4.6 **Overall impact**

If all proposals were implemented, in full 70 posts would be removed from the Service and it is expected that this would be achieved without the need for redundancies. The changes would result in savings of £3.3m and fully implemented by April 2021.

Let us know your views

The proposals set out in this document will change the way TWFRS responds to incidents over the coming years. We believe that although these proposals do reduce the speed of response to some lower risk incidents, they protect our response to higher risk and will still allow Tyne and Wear communities to have a high standard of fire cover.

None of these proposals have been agreed, and Tyne and Wear Fire and Rescue Authority is seeking your views to inform their decisions.

We are carrying out this consultation through a number of channels including:

- discussions with employees
- seeking the written comments of partners and stakeholders, including members of the community
- public meetings
- seeking views via our website and social media.

Having considered this document, we would welcome your views on the following questions.

1. Have you attended a presentation regarding the TWFRS 2018 IRMP Response proposals? If so, which one?

2. TWFRS delivers its services based on the level of risk and operational demand within our communities - we have planned the changes we are required to make so that we can balance resource and community risks.

How reasonable do you think our proposals are?

☐ Very reasonable ☐ Reasonable ☐ Unreasonable ☐ Very Unreasonable

Please explain your answer.

3. We propose to change where we situate our fire engines based on risk and demand across Tyne and Wear, reducing costs whilst minimising the impact on our communities (This will include dynamically positioning Targeted Response vehicles (TRVs) and adjusting the distribution and availability of our fire engines).

How reasonable do you think these proposals are?

☐ Very reasonable ☐ Reasonable ☐ Unreasonable ☐ Very Unreasonable

Please explain your answer.

4. We propose to introduce a range of new duty systems for our employees, so that we can reduce costs and better meet risk and demand of our services (This will include introducing Day Crewing (On Call) / On Call duty systems).

How reasonable do you think these proposals are?

☐ Very reasonable ☐ Reasonable ☐ Unreasonable ☐ Very Unreasonable

Please explain your answer.

5. We propose to adjust our staffing models to deliver a more effective and efficient use of resources based on risk and demand (This will include changes to current operational shift times and durations, moderation of operational staffing and amending staffing levels in fire control).

How reasonable do you think these proposals are?

☐ Very reasonable ☐ Reasonable ☐ Unreasonable ☐ Very Unreasonable

Please explain your answer.

6. We currently aim to respond to emergency incidents as quickly as possible, prioritising our response to incidents where life risk is involved. (This response time is the time a fire engine takes to get to an incident, our current average response time to risk level 1 incidents e.g. house fire persons involved is 5 minutes and 12 seconds).

How reasonable do you think it is that we use this information as the basis of setting a response standard?

☐ Very reasonable ☐ Reasonable ☐ Unreasonable ☐ Very Unreasonable

Please explain your answer.

7. Do you have any further comments concerning our proposals?

Following the consultation period, Tyne and Wear Fire and Rescue Authority will consider your views in detail before deciding whether the proposals should be implemented as they stand, or amended. As stated in our introduction, we do not believe it is possible to balance our budget in future without some form of change to the operational response.

The consultation period ends at **5pm on Monday, 14 January 2019.**

We want to hear what you think of our proposals. If you have any comments, responses to our questions or have you own questions you can contact us in the following ways:

By post: Freepost RLZH-ZZYU-LJUJ
Policy and Engagement Dept.
Tyne and Wear Fire and Rescue Service
Barmston Mere
Nissan Way
Sunderland
SR5 3QY

By telephone 0191 444 1333

By email consultation@twfire.gov.uk

On our website www.twfire.gov.uk

Disclosure: Please note that we intend to publish a summary of the responses to this consultation document.

Alternative formats: If you require this document in another format, please use the contact details above.

Appendix G Methodology and Consultation overview

This Appendix G sets out our methodology and overview of consultation responses received.

1 Publicising the consultation

The consultation document was published on the website and intranet immediately following the Fire Authority meeting on 5th November 2018. This document was also made available at all public meetings and available in alternative formats upon request. In order to reach as many members of the communities within Tyne and Wear as possible, the consultation was promoted in a variety of ways including:

- Press releases and interviews
- News articles on our website, intranet, and social media (Facebook, Twitter and Instagram)
- Emails and letters to partners and other stakeholders
- Meetings with MPs and Council leaders
- Correspondence to Community Safety / Strategic Partnerships
- Posters distributed in a variety of public buildings (i.e. Libraries, Council offices, and Town Halls) across each district promoting public consultation events
- Electronic survey links (including paper based facility)
- A dedicated email and telephone facility.

2 Public, stakeholder and staff survey

A qualitative survey sought detailed feedback from members of the public, stakeholders and staff regarding our proposals. The survey was published on the Service website and social media platforms for members of the public and on the intranet for staff members. A total of 3,140 completed surveys were received from members of the public. A total of 130 staff surveys were completed.

As far as practicable feedback from staff and members of the public has been reviewed separately. It should be noted that from the language and internal terminology used in comments made, it is possible to infer from that a number of these people are closely associated to TWFRS and the fire fighter community. Verbal feedback also suggests that some TWFRS staff completed the survey twice – as a member of the public as well as a TWFRS employee.

Many questions were received during the consultation period. Where possible these were responded to immediately and captured in a frequently asked questions (FAQ) document to be published on our website, intranet and social accounts. See IRMP FAQs Appendix J. The survey results were analysed by an in-house team alongside an independent contractor to understand key themes and concerns.

3 Public meetings

Formal public meetings were held to encourage feedback from all members of the public. At least one session was held per local authority area, all in central locations and near potentially affected areas (i.e. those impacted by the proposed options). In order to maintain independence, a conscious decision was made to host these meetings in venues such as Community Academy Schools, Sports Centres and Council buildings rather than in Community Fire Stations. The following table details the locations of the six events:

FACEBOOK

Local Authority	Public Consultation Venue
Gateshead	Gateshead Civic Centre
Newcastle	Kenton Park Sports Centre
North Tyneside	Wallsend Memorial Hall
South Tyneside	Jarrow Community Hub
Sunderland x 2	Washington & Farringdon Academy School

In total, 166 people have attended the public consultation meetings. In addition to the survey results and attendance at public meetings, feedback was also received from members of the public via email (7), letter (1), phone call (1) website (4). The queries were responded to immediately and fed into our Frequently Asked Questions.

4 Employee briefings

Between 5th November and 23rd November employees received a presentation outlining the proposed options and the rationale for these were explained. Employees were encouraged to ask questions for clarification, provide comment on the options and formally respond to the consultation by completing the survey on the intranet or emailing the IRMP Consultation inbox. All affected staff were also visited by a member of the Senior Management Group (SMG) to discuss feedback and raise any further questions in the style of a listening event.

5 Stakeholder meetings and letters

As part of our stakeholder consultation, 86 partners have been contacted by letter or email. One to one meetings were held with the Chief Executive / Leaders of each of the five constituent councils of Tyne and Wear and with our 12 local MPs.

6 Social media activity

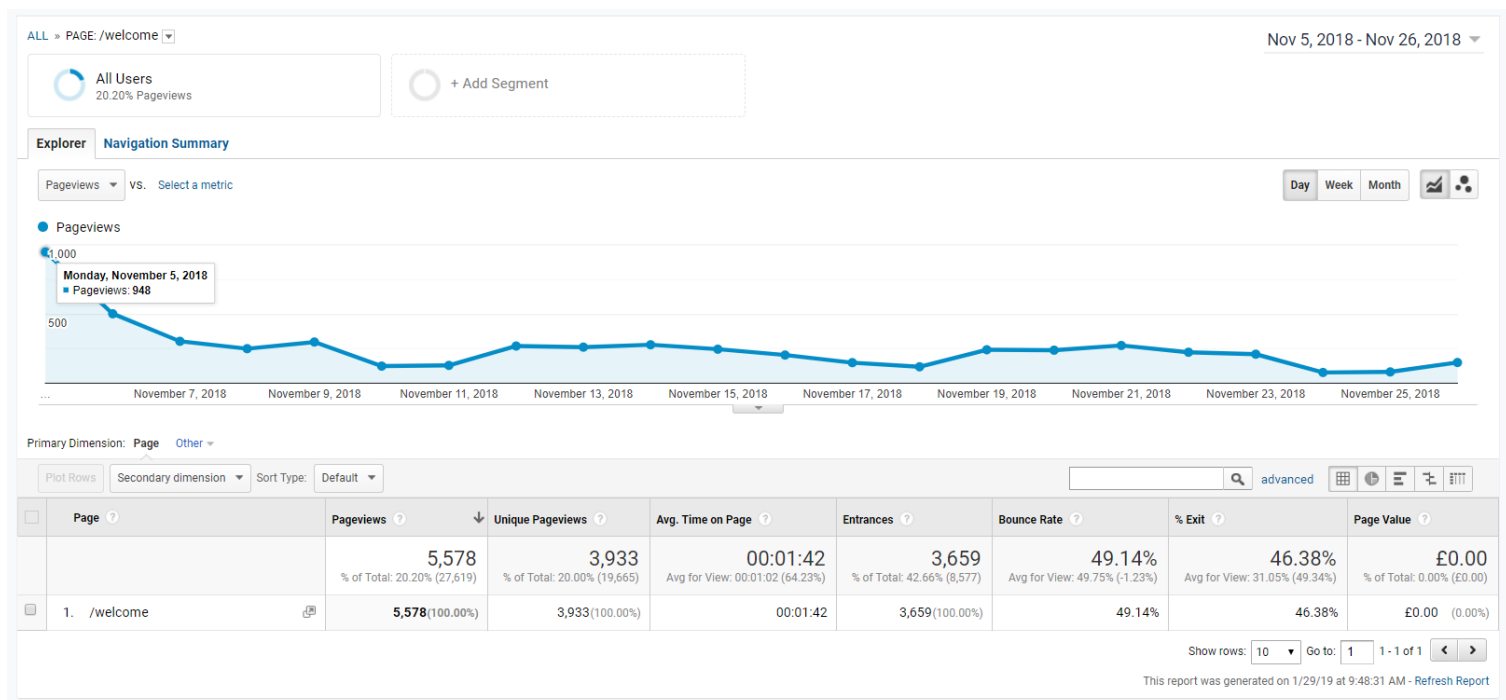
Throughout the consultation period, we regularly posted information on our social media platforms – Facebook and Twitter, in particular, to ensure our communities had regular access to information on the IRMP consultation, as well as encouraging them to participate and to attend events. We also posted event information and updates on Instagram. On Facebook, we received questions – all of which were redirected to the Consultation inbox – as well as a number of comments on the consultation process. An overview of our social media activity is set out below:

DATE	MESSAGE	REACH
5/11/18	Consultation announced	10,972
5/11/18	Consultation media interviews	3,927
6/11/18	Consultation events	10,832
9/11/18	Consultation events	2,934
14/11/18	Consultation events	1,912
27/11/18	Consultation events	3,250
22/11/18	ACO Alan Robson Video interview	4,251
14/11/18	FAQ - Frontline	2,839
14/11/18	FAQ - Wallsend/Hebburn	5,870
14/11/18	FAQ – Response times	6,050
14/11/18	FAQ - signpost	1,637
21/11/18	FAQ - Updated	2,264
10/12/18	Consultation extension	2,812
8/1/19	Consultation reminder	2,525
13/1/19	Consultation reminder	3,028
19/01/19	Consultation reminder	2,511
27/01/19	Consultation reminder	2,304
28/01/19	Consultation reminder	2,392
29/01/19	Consultation Closed	2,412
TWITTER		
27/01/19	Consultation reminder	2019
19/01/19	Consultation reminder	1,634
10/12/18	Consultation extension	2,500
29/11/18	Consultation events	1,274
27/11/18	Consultation events	911
26/11/18	Consultation events	1,221
25/11/18	Consultation events	2,405
24/11/18	Consultation events	2,115
22/11/18	Consultation events	1,319
22/11/18	ACO Alan Robson Video interview	3,398
21/11/18	Consultation events	1,854
14/11/18	Consultation FAQs	2,024
14/11/18	Consultation events	1,757
9/11/18	Consultation events	2,845
6/11/18	Consultation events (2 posts)	5,053 & 2,234
5/11/18	Consultation interviews	1,794
5/11/18	Consultation announcement	2,623

7 TWFRS website

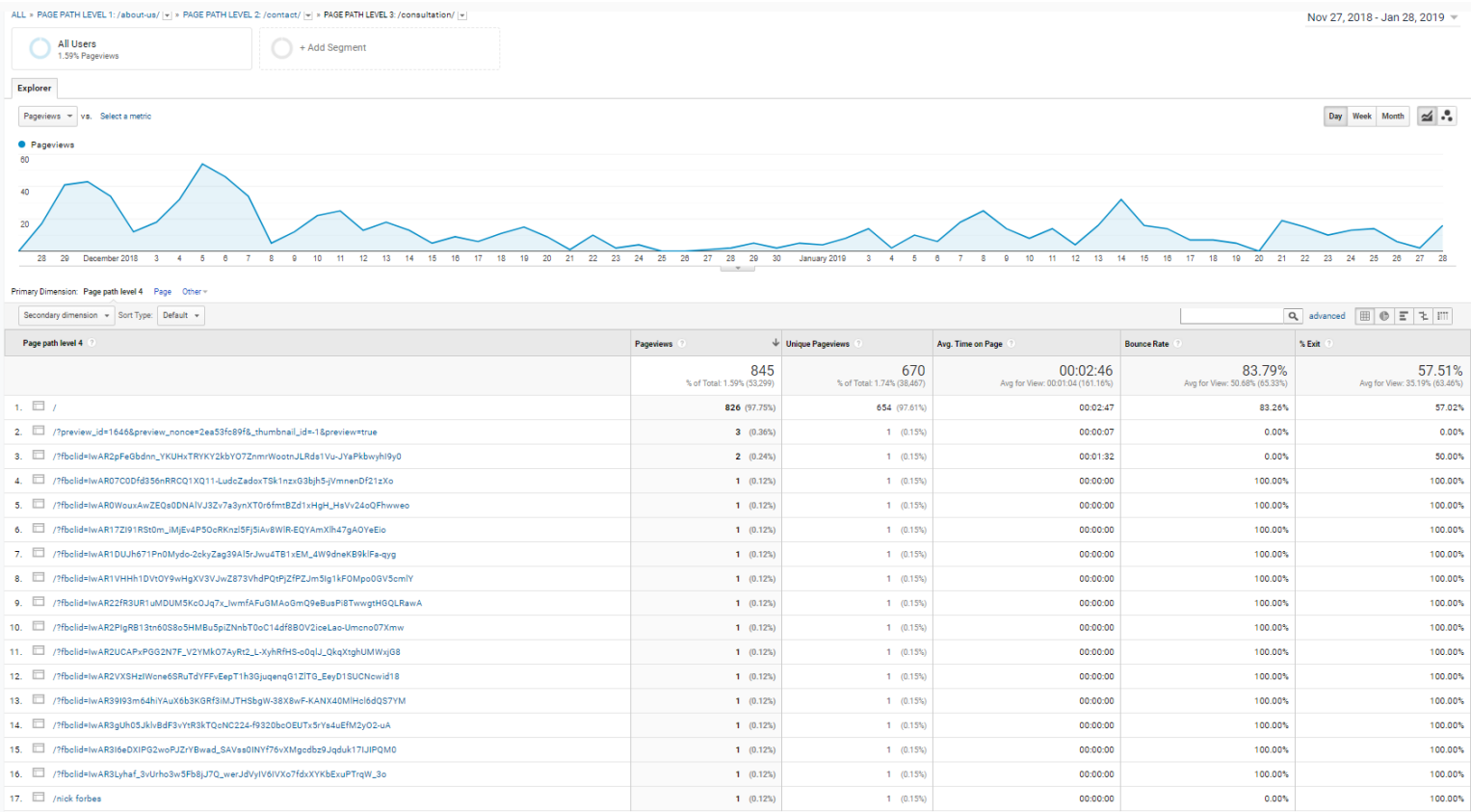
Between 5th November and 26th November 2018, details of the proposed changes and how to have your say were published on the homepage of the TWFRS website. During this period, Google Analytics* recorded:

- 5,578 page views (the total number of pages viewed, including repeated views of the same page during the same browsing session).
- 3,933 unique page views (the number of sessions during which the homepage was viewed at least once).
- 948 page views were recorded on 5th November – approximately three times the daily average.



The new TWFRS website was launched on 27th November 2018. On the new site, the proposed changes, supporting information and survey link were published on a dedicated 'Consultation' page. Between 27th November and 28th January 2018, Google Analytics recorded:

- 845 page views from (the total number of pages viewed, including repeated views of the same page during the same browsing session).
- 670 unique page views (the number of sessions during which the homepage was viewed at least once).



8 Staff intranet

A new page was created to host details of the IRMP Consultation. This page was viewed 280 times in total between 5th November and 28th January 2018¹.

¹ Only users with cookies enabled can be tracked through Google Analytics

18th December 2018

Chris Lowther
Chief Fire Officer
Tyne and Wear Fire and Rescue Service Headquarters
Nissan Way
Sunderland
Tyne and Wear
SR5 3QY

Dear Chris

Thank you for making me aware of the consultation on proposals to make changes to your Integrated Risk Management Plan and inviting me to make a submission.

I should begin by saying I understand the very difficult financial situation Tyne and Wear Fire and Rescue Service have been placed in after years of central Government cuts.

I am concerned however about these proposals. I am concerned about the loss of at least 70 posts which has to impact on service delivery including fire prevention work.

I am particularly concerned about the possible impact on my constituency. Making fire engines at Wallsend day crewed and providing cover by sending a second engine from Tynemouth has to negatively affect cover across my constituency. Whilst I am sceptical about figures supplied on increased response times, I am more concerned about the weight of response. When you add in the number of times Tynemouth appliances cross into South Northumberland I cannot justify the removal of cover from Tynemouth.

Given that the Fire Minister announced in the recent Commons debate that he accepts that of all fire authorities Tyne and Wear has faced the highest cuts, it is incumbent upon the government, in my view, to look at ways of supporting our fire service. In the short term however it may be that the authority does look at resources such as reserves.

I do not envy your decisions and I am sure you will try to make a difficult situation work as best you can. In terms of my constituency however you will understand why I have to raise these concerns.

Yours sincerely



Alan Campbell MP
Tynemouth



HOUSE OF COMMONS

LONDON SW1A 0AA

Mr Chris Lowther
Chief Fire Officer
Tyne and Wear Fire and Rescue Service
Nissan Way
Sunderland
Tyne & Wear
SR5 3QY

Our ref: NNMM2075./CW2
06 December 2018

Dear Mr Lowther,

Tyne and Wear Fire and Rescue Service Integrated Risk Management Plan

I am writing in response to the above consultation and following recent meetings that I have held with yourself and with the Fire Brigades Union, and correspondence that I have received from both serving firefighters and constituents.

Thank you for meeting with me in relation to the Integrated Risk Management Plan and for enabling me to ask further questions regarding the Plan and the potential impact that this will have on my constituency.

I want to firstly assure you that I completely appreciate the extremely challenging financial situation facing Tyne and Wear Fire and Rescue Service, with cuts of £25million - with a further £3million to be found in the latest round - as a result of a combination of rising cost pressures and disproportionate and unfair cuts imposed since 2010.

As you will be aware, the financial situation facing Tyne and Wear Fire and Rescue Service is an issue that I have continuously raised with the Government, including recently in the Westminster Hall debate held on 28 November 2018. I will of course continue to challenge the Government on this issue.

As discussed during our meeting, I am concerned with the length of time allocated for the consultation, running from 5 November 2018 until 14 January 2019, which includes the Christmas and New Year period.

Concerns have been raised with me that this may prevent people from properly engaging with the consultation process. I understand that this period may be extended, and I would welcome such a move, to enable as many residents as possible to engage in the consultation process.

Working hard for Newcastle North





HOUSE OF COMMONS

LONDON SW1A 0AA

In relation to the details of the proposals within the Integrated Risk Management Plan, I understand that the combination of the three proposals would see a reduction of 70 posts from Tyne and Wear Fire and Rescue Service.

My constituency is primarily served by the West Denton Community Fire Station and the Gosforth Community Fire Station. Currently, there is one fire engine and one specialist appliance based at the West Denton Community Fire Station, and two fire engines and one specialist appliance based at the Gosforth Community Fire Station.

I am aware that, under the Integrated Risk Management Plan Proposal 1, one fire engine from the Gosforth Community Fire Station will be relocated to Newcastle Central Community Fire Station. Alongside the other proposals set out in Proposal 1, this would achieve estimated full year savings of approximately £717,000, and see a reduction of 16 posts.

I note that Proposal 1 of the Integrated Risk Management Plan would lead to a marginal increase in average response times for level one and two incidents for both the first and second appliance.

Of particular concern to my constituency and constituents is the relocation of the appliance from Gosforth Community Fire Station to the Newcastle Central Community Fire Station. As you will be aware, the northern villages in my constituency of Brunswick, Dinnington and Hazlerigg, as well as Newcastle Great Park, and are primarily served from the Gosforth Community Fire Station.

These areas are seeing increasing levels of housing developments and are geographically sparser than other areas within Newcastle. I am concerned that the average response times quoted would be significantly higher in these areas should the proposals be implemented.

This is especially a concern when it comes to the response times for the second response appliance, which assuming the first comes from the Gosforth Community Fire Station, may have to come from either West Denton Community Fire Station, Newcastle Central Community Fire Station or Byker Community Fire Station, once the second engine is removed from the Gosforth Community Fire Station.

The specific geographical nature of Newcastle North, both the northern villages and those within the Outer West, poses potential additional difficulty for attending to incidents, for both the first and second appliance, and as a result will lead to a longer response time than the average response times outlined in the consultation document.

It is important that, when assessing risk, this issue which is unique to the Newcastle North constituency within Newcastle, is fully considered as part of the Integrated Risk Management Plan.

Working hard for Newcastle North



Catherine McKinnell MP



HOUSE OF COMMONS

LONDON SW1A 0AA

As highlighted, I entirely appreciate that Tyne and Wear Fire and Rescue Service have been placed in an unenviable position due to the underfunding of our service as a result of disproportionate and unfair cuts, and I will of course continue to highlight the challenges that our service is facing with Government.

it is however important that the unique challenges in serving the Newcastle North area are taken into account as part of the Integrated Risk Management Plan, and would be grateful if my representations can be considered as part of the consultation.

Yours sincerely

Catherine McKinnell MP

Working hard for Newcastle North





HOUSE OF COMMONS
LONDON SW1A 0AA

Sharon Hodgson MP

Suite 1 and 1A,
Vermont House,
Concord, Washington,
Tyne & Wear NE37 2SQ
Tel. (0191) 417 2000

hodgsons@parliament.uk

Alan Robson, Assistant Chief Fire Officer
Tyne and Wear Fire and Rescue Service Headquarters
Nissan Way
Sunderland
Tyne and Wear
SR5 3QY

28 January 2019

Dear Alan,

Please consider this letter as my formal submission to the Tyne and Wear Fire and Rescue Authority consultation on proposed changes to your operational response. I know that this is an extremely important issue to many of my constituents, indeed many have written to me throughout the consultation process in order to express their concerns about some of the proposed changes.

I want to start by saying that I recognise the extremely difficult financial position that Tyne and Wear Fire and Rescue Service (TWFRS) finds itself in. This is due not only to the wider funding cuts across the country which have seen the loss of 12,000 front-line fire-fighter jobs since 2010, including 285 in Tyne and Wear, but also as a result of a number of unique funding challenges that the service faces.

As you know, I raised these funding challenges recently in Parliament, along with several Members of Parliament (MPs) from across the region during a Westminster Hall Debate on Wednesday the 28th November last year, but I will just outline the key concerns below for reference.

By 2019/20 Revenue Support Grant available to the service will have reduced by £10.8 million to £45.8 million, and based on all the current information the Authority is therefore on course to face a cumulative funding shortfall of £3.96 million by the end of 2021/22.

TWFRS, along with other metropolitan services, also experiences serious shortfalls in funding due to the fact that although it has the highest precept for Council Tax Band D level of all Metropolitan authorities at £79.94, the vast majority of households are in Bands A, B, and C – as a result the amount of Council Tax income generated by the authority is the lowest amount of all of the Metropolitan fire and rescues services.



HOUSE OF COMMONS
LONDON SW1A 0AA

Our communities in the North East have suffered hugely as a result of austerity and the associated problems that have come with it. It is therefore something of a cruel irony, that the very deprivation that this Government has caused, should have the knock on effect of preventing some of our public services from having access to the funding that they need to keep us all safe.

During the debate I requested that when developing a fair funding model for fire and rescue services, the Minister responding Nick Hurd MP would take a nuanced approach based on risks related to deprivation and local needs. I was also fortunate to be drawn to have a Prime Ministers Question (PMQ) two weeks in a row following on from this debate. I used both opportunities to raise the concerns I have around funding for TWFRS and on both occasions received disappointing replies.

I do understand however, that since the debate took place constructive meetings have taken place between Nick Hurd MP, and representatives from TWFRS including yourself. I believe that there has been some recognition from the Minister that the service faces funding challenges disproportionately to other authorities in the country, and that conversations are now ongoing on how to make the necessary adjustments moving forward. I would appreciate it if you would keep me updated on the progress of the discussions, and please do not hesitate to let me know if you I can help in any way at all.

I also used a question during a statement on the Local Government Funding Settlement in December to raise this issue of funding for TWFRS. In response, James Brokenshire MP, Secretary of State for Housing, Communities & Local Government said that he would be willing to meet with me to discuss it in more detail. I have since written to him in order to arrange such a meeting and am waiting for a reply. Once confirmed, I would be grateful if you, the Chief Fire Officer (CFO) Chris Lowther, or someone from TWFRS could join me at that meeting.

In addition to some of my constituents raising concerns with me about the wider funding situation that fire and rescue services face, a number of them also wrote to me with specific concerns about the changes that TWFRS has proposed for Washington Community Fire Station. As I understand it from the proposals:

One fire engine from Gosforth Community Fire Station will be relocated to Newcastle Central Community Fire Station alongside a TRV from Washington Community Fire Station.

A further fire engine and TRV from Washington Community Fire Station will be relocated to Sunderland Central Community Fire Station.



HOUSE OF COMMONS
LONDON SW1A 0AA

There has been some concern that the relocation of these TRVs and Fire Engine from Washington and the increased response times that would come from the implementation of the proposed changes may lead to a reduction in the overall fire cover and increase risk to residents.

This concern is also specifically related to changes in the local area which may leave resources yet further stretched in the future. These changes include; the International Advanced Manufacturing Park (IAMP) currently being constructed, the expansion of Turbine & Hillthorn Farm Business Parks, the proposed development of an Energy Waste plant by Rolton Kilbride, and potential new housing developments. The Energy Waste plant is something that I have been strongly opposing for different reasons.

In several recent meetings with Chris Lowther, I have addressed some of the concerns that have been brought to my attention regarding overall cover and response times under the proposed changes.

I recognise that although many of these changes would not be being made in an ideal world, every effort has been made by Chris and his team to make them in a way which means that my constituents continue to be provided with sufficient cover and response times. Indeed it has been noted that the re-location of these vehicles should not mean that Washington is left short with regard to overall cover and risk.

I know that there have also been concerns raised by staff regarding proposed shift changes, and I would ask that as this process develops and the changes are implemented, their views are suitable considered. This of course includes engaging constructively with the Fire Brigades Union (FBU) around any concerns that they may air.

I must also note that although no redundancies are expected to be required from the 70 posts that would be removed from the Service if all proposals were implemented, it is a shame that these high quality jobs are being lost from an area that already suffers from deprivation and a lack of employment opportunities.

It is re-assuring to note that TWFRS recommends that the three proposals put forward be implemented together in a staged manner over the next three years. I hope that this means that there can be some flexibility, and that any increases in funding available following pressure on the Government, local developments, or incidents will be appropriately accommodated, and adjustments made in a timely manner.

I would therefore appreciate it if we could have regular meetings over the next three years, in which you can update me on the implementation of the three proposals and how they are being assessed and monitored.



HOUSE OF COMMONS

LONDON SW1A 0AA

Finally, I want to put on record that everyone at TWFRS does an incredible job, often in difficult and challenging circumstances. Particularly in recent months with the fire at the Alex Smiles Site, the incidents on Bonfire Night, and the Peacocks store in Blandford Street, Sunderland. I lay the blame for the extremely difficult funding challenges that the service faces with the choices made by the Conservative Government, and want to assure you that I will continue to pressure them into giving our Fire and Rescue Services the funding they so desperately need.

If you require any further information, please do not hesitate to let me know.

Yours sincerely,

A handwritten signature in black ink, reading "Sharon Hodgson".

Mrs Sharon Hodgson MP

Member of Parliament for Washington & Sunderland West Constituency
Shadow Minister for Public Health



Tyne and Wear FBU

IRMP response

TWFRS

2017-22

Review how we respond to relative risk and demand

Contents

1. Introduction.....	Page 3
2. Executive summary.....	Page 4
3. Proposal 1.....	Page 8
• Target Response Vehicles.....	Page 8
• Newcastle & Sunderland.....	Page 8
• Gosforth & Washington.....	Page 8
4. Proposal 2.....	Page 10
• Wallsend & Hebburn.....	Page 10
• Tynemouth & South Shields.....	Page 11
• Farringdon.....	Page 11
5. Proposal 3.....	Page 13
• Changes to Start and Finish times.....	Page 13
• Control.....	Page 14
6. Day Crewing Close Call.....	Page 15
7. Riding 4.....	Page 15
8. Alternatives.....	Page 15
9. Reserves.....	Page 15
10. Conclusion.....	Page 16
11. Appendix A.....	Page 17
12. Appendix B.....	Page 18

Introduction

The Fire Brigades Union (FBU) recognised and supported the concept of the Integrated Risk Management Plan (IRMP) when it was introduced within the United Kingdom Fire & Rescue Service (UKFRS) when it was based upon the concept of the Risk Based model. The FBU has always welcomed and appreciated the value of a well-designed, evidence based management of risk when it protects the Health Safety and Welfare of all Members of the UKFRS and the Public to whom they serve. However, we firmly believe that the IRMP process now bears no resemblance to the original concept that we once recognised i.e. life risk based. We now believe that the IRMP process has stopped being an assessment of risk, and moved to an assessment based on perceived demand and a tool to mitigate Treasury based financial restrictions as can be seen in section 2.2 of the Fire Authority (FA) paper states;

2.2 Since 2010, the Authority's IRMP actions have developed against a backdrop of significant reductions to the Authority's revenue budget, because of a combination of disproportionate and significant cuts in Government funding and having to address major additional cost pressures (e.g. inflation, pension increases and pay awards etc.) over this prolonged period. The impact of which has seen the Authority's Net Budget Requirement reduce by £11.3m from £59.4m to £48.1m. This represents a significant budget reduction of 19% since 2010/11.

Unfortunately, on this occasion this IRMP cannot be viewed as a genuine attempt to assess and manage the risks within Tyne and Wear. The Fire Brigades Union believe that the service is currently operating at below minimum levels necessary to respond to emergency incidents within Tyne & Wear Fire & Rescue Service (TWFRS) and bring those incidents to a safe conclusion. TWFRS has a duty of care to its operational crews and Incident Commanders (IC) to ensure that they will be provided with all the necessary resources required, in a timely fashion to safely resolve all incidents.

It is worth noting that 10 years ago TWFRS would normally have approximately 160 Firefighters on duty with 32 pumping appliances fully crewed and available and approximately 8 special appliances primary staffed and control staffing was a minimum of 7 Control Operators.

Today during the period of 09.00-23.59hrs the current staffing levels are 96 Firefighters staffing 23 Fire Appliances and 2 TRVs, and between 00.00hrs-09.00hrs it will be 88 Firefighters staffing 21 fire appliances (not including Chopwell retained appliance staffed with four Firefighters). We believe that the further loss of 82 Firefighters and the downgrading of fire cover across the Service will be catastrophic in terms of the health, safety and welfare for Firefighters and the Public.

In terms of Control, the 2011 IRMP review of Control and Mobilising reduced the staffing levels to 6 Operators on the night shift (however this figure is rarely achieved with the majority of the time staffing is at 5) and 5 on day shift with the possibility of further reductions to 4. When staffing reduces to 4 the Service utilise Control Support staff within the Control Room which effects the productivity within this department. Any further reduction to the current staffing within the Control room will be detrimental to the health, safety and welfare of the staff and has the potential to delay the mobilisation of assets.

Executive summary

The FBU are deeply concerned for several reasons about these IRMP proposals. We believe that this document will **not** enhance the health, safety and welfare of our Members and that of the Public at all, indeed we firmly believe that if accepted by the Fire Authority these proposals will place both the Members of the Public and our Members at an intolerable risk of harm. At all times Health Safety and Welfare must be at the forefront of any changes to the way we work. Legislative Health and Safety must be woven into every activity of the UKFRS.

Every fire and rescue authority **must** assess all foreseeable fire and rescue related risks that could affect their communities, whether they are local, cross-border, multi-authority and/or national in nature from fires to terrorist attacks. Nowhere within the IRMP document is the Health, Safety and Welfare of our Members assessed. This we believe is an absolute defect in the document. As previously discussed, the purpose of an IRMP is to assess all foreseeable risks and mitigate where possible.

As explained above we currently we have 96 Firefighters staffing 23 appliances, this figure further reduces due to existing IRMP actions to 88 Firefighters staffing 21 appliances during the hours of 00.00-09.00hrs (not including Chopwell retained appliance). We believe that the proposed further reduction of 82 Firefighters (including Control) posts will have an intolerable effect on the available resources and spans of control. It has been stated by the Service, both in staff and Public consultation meetings that incidents are on the decline. However, evidence shows that in fact since 2012/13 incidents have seen an increase across all types of incidents other than false alarms (appendix A). Both the increased workload and the reduction in staff across the Service will see an inevitable increase in stress which will have an adverse effect on the health and wellbeing of all staff within TWFRS. As previously stated the Service is duty bound by law to identify all health, safety and welfare risks. However, we believe that this is not the case within this document and the FBU have not been given any assurances as to the contrary. **For the avoidance of any doubt the FBU oppose any reduction to staffing levels.**

We believe that all three proposals will have the effect of extending response times whilst reducing the weight of response to incidents. This will place Firefighters in situations where the moral pressure to act at incidents before back up appliances arrive due to delayed response times will become the norm. This will not only place Firefighters but other First Responders at risk of acting without sufficient health safety and welfare considerations.

We believe that the relocation of both category 2 appliances at Gosforth and Washington to Newcastle and Sunderland Central stations is the Service rectifying a wrong decision taken in previous IRMP. Unfortunately, we believe that in reversing this decision it is just robbing Peter to pay Paul. This action will unarguably have an adverse effect of the response times and the weight of attack in both Gosforth and Washington areas.

The further reduction of staff within control will not only affect Control room operators it will also have an adverse effect on operational Firefighters. We believe that Control Operators are constantly being undervalued and underappreciated.

In numerous conversations with Control FBU Members it is evident that they are under the most dangerous levels of stress. Their workload since the last review in 2011 has increased and Control are now the 'go-to' Department since back office functions were cut or not available, for example staffing, overtime and SHQ out of hour's admin calls. This extra workload coupled with the reduction in operational resources, make working life within the Control room at breaking point in terms of stress and low morale. Their role within the UKFRS is critical in terms a safe conclusion of all incidents and that of the health, safety and wellbeing of Operational Firefighters.

The reduction of Control Operators will inevitably mean that the Officer in Charge (OIC) will have no alternative than to get involved in terms of taking calls and mobilising, therefore this will mean that the appropriate level of supervision will be lacking and or non-existent. The OIC will be operating outside of incident command procedures in terms of spans of control. This unfortunately has been highlighted within a Coroners Rule 43 letter issued to Hampshire FRS when tragically Firefighters James Shears and Alan Brannon lost their lives in Shirley Towers in April 2010;

It is recommended that a review of training given to control staff is undertaken by all FRSs in UK in light of the guidance given in recent GRAs including GRA 3.2 of September 2008.

All FRS should further consider the implementation of measures to ensure that control staff are properly supervised when taking calls and are trained to capture and relay relevant information likely to assist operational Firefighters.

It is worrying that the IRMP document contains very little and/or inaccurate information, and we are deeply concerned that the public have been consulted using the public document containing even less information within it, and the Service will be asking for Members of the Fire Authority to make a decision on the proposals considering the lack of documented evidence that should be contained within it.

Early in the consultation period FBU Members through scrutiny of the IRMP document, started to identify inaccuracies within the document. Some of these inaccuracies unfortunately were used as evidence based data to justify the Services proposed options. For example, the table on Page 7 of the document (figure 3-Average number of incidents by station) will have been used in formulating all aspects of the three proposals, however this table was inaccurate in terms of the basic mathematics. This we believe in our view to be a major defect within the decision making process of both formulating the proposals and consulting on them. In the Governments Consultation Principles document, it states that consultations should be 'clear and concise and be informative', we believe that the IRMP document is neither.

On proposal 1, the document proposes that C04 will be relocated from Colby Court Fire Station to Wallsend Fire Station. Fire Authority members should be aware of the current facilities at Wallsend Fire Station, and for this to happen the Service would have to build an additional garage to accommodate the relocation due to insufficient appliance room space.

7.2 of the IRMP document; The proposed timescales for that internal and external consultation are as follows;

- 14th February 2019 – Consultation outcomes and final outcomes proposals reported to Fire Authority for approval.

This, we believe is incorrect as the Fire Authority meeting is on the 18th February 2019

It is unclear as to why the Service included Firefighters terms and conditions within the consultation document. The UKFRS negotiating body is the National Joint Council (NJC), which agree and produce the national terms and conditions (Grey book) and contained within is a clear distinction between what should be consulted upon and what should be negotiated on. Under the NJCs Joint Protocol for Good Industrial Relations in the Fire and Rescue Service it gives a clear definition (below) as to consultation and negotiation.

The simplest explanation of the difference between consultation and negotiation is that; Anything which is contractual and therefore needs the agreement of the individual employee or their trade union on their behalf is negotiation. Everything else is consultation.

It is essential for the Fire Authority to understand that any move to alter the current Shift pattern **MUST** be done by entering into negotiations with the FBU and should not be subjected to public consultation. Any proposed changes to our shift pattern must be done so within the boundaries of the NJC Grey Book Section 4- Conditions of Service part A- Hours of Duty and Duty Systems and **MUST** comply with the principles within it (below);

- (1) Basic working hours should average forty-two per week (inclusive of three hours of meal breaks in every twenty-four hours) for full-time employees. Hours of duty should be pro-rata for part-time employees.*
- (2) There should be at least two periods of twenty-four hours free from duty each week.*
- (3) It should comply with relevant United Kingdom and European law, including the Working Time Regulations 1998, and Health, Safety and Welfare at Work legislation.*
- (4) It should have regard to the special circumstances of individual employees and be **family friendly**.*

Shift duty system

7. The hours of duty of full-time employees on this system shall be an average of forty-two per week. The hours of duty of part-time employees shall be pro-rata. The rota will be based on the following principles:

(1) Each period of twenty-four hours shall be divided into a day shift and a night shift.

(2) The night shift shall not be less than twelve hours.

(3) There shall be at least two complete periods of twenty-four hours free from duty each week.

(4) Leave days shall change week by week in a regular progressive manner.

(5) No rota system shall include continuous duty periods of twenty-four hours.

(6) Three hours shall be specified for meal breaks in every twenty-four hours.

The timing of these periods is at the discretion of the authority. Account shall be taken of meal breaks interrupted by emergency calls

It is deeply concerning to the FBU that the Service has proposed changing the start finish times and the proposed introduction of a so called 'mid-shift'. We believe that the proposed start finish times are not family friendly and we have had examples of additional childcare costs from members which could potentially be £4000 per year, any move to impose a detrimental change in the duty system would affect the Services dedication to become an inclusive Employer. We also believe that the proposed introduction of the 'mid-shift' both in Service delivery (in busy periods) and in Control (permanent) is outside the NJC Grey Book as per section 7.(1) above.

For the avoidance of doubt the FBU will strongly resist all attempts to impose any detrimental changes to the Terms and Conditions of its Members, and we will use all available National Joint Council (NJC) approved mechanisms, including Tap and Rap if necessary.

Proposal 1

Dynamically adjust the distribution and availability of appliances based on risk and demand.

Target Response Vehicles (TRVs)

TRVs were introduced to attend small anti- social behaviour fires within the Service area. These low risk incidents would be within the Services designated risks levels 3 & 4 (appendix B), and, it was also presumed that the introduction of the TRVs would 'free up the type B life risk appliances (category 1 & 2 appliances) for life risk incidents. However, it appears perverse to the FBU that the Service are planning on introducing four TRVs at the cost of two type B appliances (category two appliances) from the resource availability. The Service then in order to maintain operational effectiveness are planning to mobilise TRVs to **all incidents** including life risk. Evidence from around the country by way of Near Miss reports have proven that by not having the correct resources at the right time may have devastating consequences, that is why we believe that this proposal is extremely dangerous to both Firefighters and the Public.

Newcastle Central & Sunderland Central.

The FBU welcome the reversal of the decision made in previous IRMP actions with the reintroduction of both the category 2 appliances to Newcastle and Sunderland central Fire Stations. However, we note with concern that these appliances rather than be reintroduced into the fleet are just being relocated from both Gosforth and Washington. This in our view is robbing Peter to pay Paul. Further to this as stated within the paragraph above, these two appliances will be unavailable on the introduction of the four TRVs, two in each location for a period of time as yet to be indicated by the service.

Gosforth and Washington.

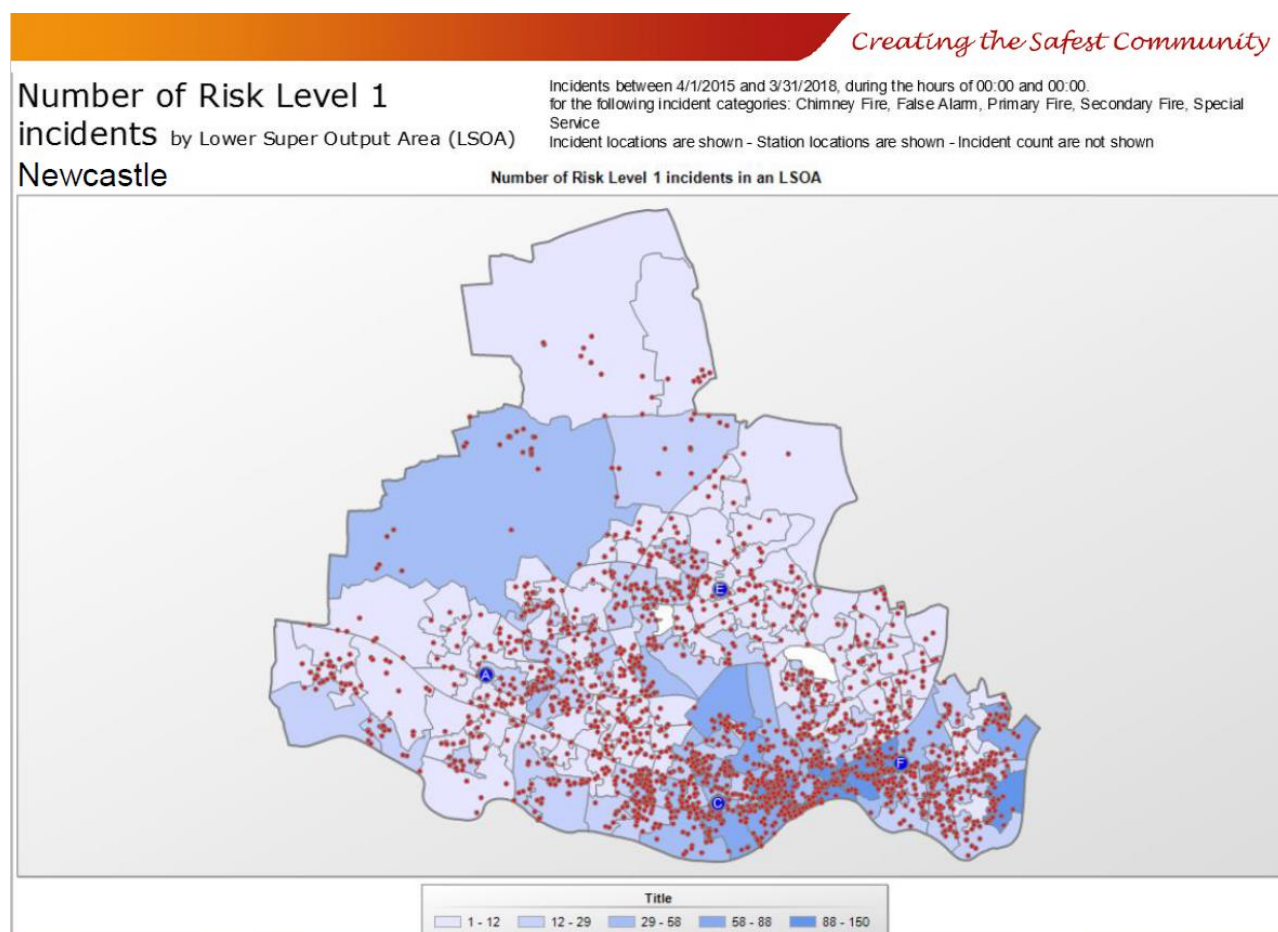
In the document:IRMP – REVIEW OF HOW WE RESPOND RELATIVE TO RISK, and in the public consultations, a lot of the data and evidence published is using an average response time, this is an average for all 17 TWFRS fire stations and is not broken down into individual station areas, this we believe is flawed data as obviously the busiest stations are the stations which inherently have very fast response times, which will in turn reduce the overall mean average. Some of TWFRS fire stations have above average response times which should be accounted for in this and every other Integrated Risk Management Plan. The use of Time of Call and Time of Mobilising we believe is also misleading to the Fire Authority, Firefighters and the Public. We are also aware that the HMICFRS have concerns over the way attendance times are calculated.

Both Gosforth and Washington will be losing an appliance which will not only have a detrimental effect on the level of fire cover within those areas but of the Health, Safety and Welfare of the Firefighters who work within these areas. We believe that the operational level of fire cover is

dangerously below the absolute minimum level necessary to respond to emergency incidents and bring those incidents to a safe conclusion.

The following image is of incidents for Newcastle, which was part of the presentations for the public consultation, other 4 council areas were also included in presentations, these demonstrate where all the Risk level 1 incidents occurred in the Newcastle council area, this covers 4 stations, West Denton, Colby court, Byker and Gosforth. We believe that the data presented once again appears to be flawed. The image states it is for incidents between 4/1/2015 and 3/31/2018 during the hours of 00.00 and 00.00 for the following incident categories; Chimney Fire, False Alarm, Primary Fire, Secondary Fire and Special Service.

In appendix B is a list of TWFRS defined incident categories and Chimney Fire, Secondary Fire, False Alarm and some Special services are not included in Risk level 1 Incident Categories. This data shows demand and not risk therefore means that the evidence used to justify moving not only an appliance from Gosforth but also an appliance from Washington based on demand and risk is flawed.



Proposal 2

Introduce a range of duty systems based on risk and demand.

Wallsend and Hebburn.

Both Hebburn and Wallsend have Firefighters trained in specialisms. Hebburn have a Line Rescue, Large Animal Rescue and Heavy Rescue capability, this is a joint capability with the crews from South Shields, and both are interlinked with mutual assistance at incidents. We accept that the special appliance housed at Hebburn could be moved to allow for the continued training and availability of the appliance, however we must warn Fire Authority Members that for this resource to be at its most effective, the continued partnership between the two Stations must be maintained. If these proposals are accepted then the capability and the availability of the Line Rescue, Large Animal Rescue and Heavy Rescue resource will be severely affected.

Wallsend are the closest available asset to Tynemouth in terms of the CBRNe and firefighter decontamination capability that Tynemouth currently has. The capability of this asset will be affected by not only Wallsend cover being reduced but that of Farringdon's as well.

Both special appliances, C04 and T06, have heavy rescue capabilities, however the proposed location for these assets are Wallsend and South Shields respectively, only 6 miles between them connected via the Tyne Tunnel, the FBU don't believe the locations have been strategically chosen to provide the most effective service to the public.

It is not only the FBU but members of the Public that are confused at the proposal to staff the two fire stations at Wallsend and Hebburn on a Day Crewed System. Within the document it refers to both appliances being staffed by Day Crewing On Call staff. However, within the Fire Authority report it states that the Crews on the OC element will have a 30 min delay, and for a period of time, cover will be provided by appliances from Tynemouth and South Shields during the hours of 20.00-08.00hrs. For this system to be compliant with the Grey Book the following must apply:

The hours of duty of full-time employees on this system shall be an average of forty-two per week. The hours of duty of part-time employees shall be pro-rata. The rota will be based on the following principles:

(1) An average of thirty-five hours per week shall be worked at the station.

(2) An average of seven hours per week shall be on standby at home. Employees are required to respond to any emergency call received during this standby period.

(3) Employees on this system may be requested to undertake retained duties

outside the hours at (1) and (2).

(4) There shall be at least two complete periods of twenty-four hours free from any duty each week.

(5) One hour per day shall be specified as a meal break. Account shall be taken of meal breaks interrupted by emergency calls.

As previously stated we do not believe that this proposal should be subject to Public consultation but that of negotiation as highlighted below:

The simplest explanation of the difference between consultation and negotiation is that;

Anything which is contractual and therefore needs the agreement of the individual employee or their trade union on their behalf is negotiation. Everything else is consultation.

This proposal will inevitably affect the immediate availability of both Wallsend and Hebburn.

Tynemouth and South Shields.

The proposal is asking Members to agree to have both Category 2 appliances provide fire cover for Wallsend and Hebburn. This will have a huge detrimental effect on the level of fire cover within Tynemouth and South Shields areas. This will see attendance times for additional resources at both stations increase to an intolerable level for both Firefighters and the Public. Firefighters know that there is a small window for intervention to save lives, and this proposal only makes that window smaller. It will not only affect the safety of the public but the health safety and welfare of all Firefighters by placing them in a position for Crews to 'act' where moral pressure dictates without the required back up.

Both locations have specialisms in terms of Firefighters and equipment. The skills that both locations have require, highly trained technical staff. South Shields and Tynemouth as previously stated rely on the operational assistance from both Hebburn and Wallsend respectively. The current proposal to downgrade immediate availability fire cover at both Wallsend and Hebburn will have a detrimental effect on the specialisms that they currently have, resulting in a severely reduced operational response in terms of both fire and special service calls when it comes to managing incidents with the correct available resources. Any reduction in available resources will have an intolerable effect on the health, safety and welfare of Firefighters and the Public.

Farringdon.

The removal of the Wholetime (WT) element from the category 2 appliance will not provide the proposed cover as set out in the proposal. The proposal seeks to replace the 16 WT staff and replace them with 12 Retained Duty System (RDS) staff. Under these proposals staff working the RDS element would have to commit to 100% cover or in other words make themselves available for 120 hours per week, we know nationally that this has been problematic in maintaining this commitment. At the public meeting the Service suggested that the current WT staff could work the

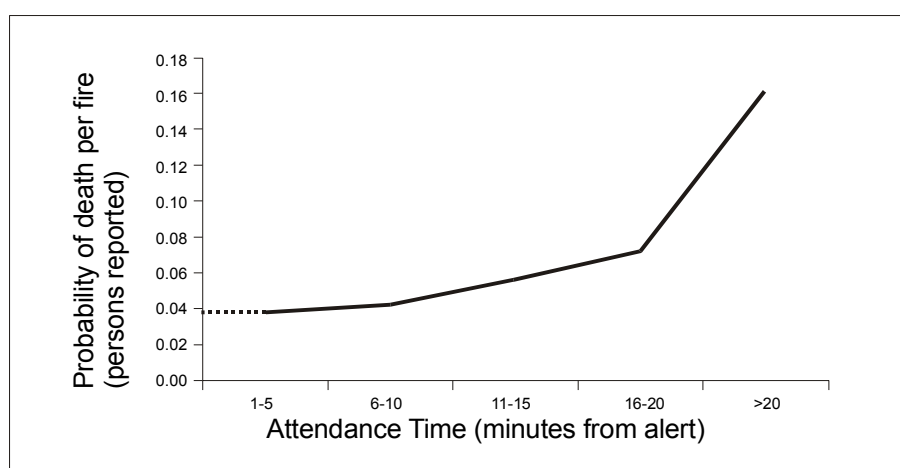
RDS cover when available. If this was to be the case, then under these proposals they can only cover a maximum 74 hours per week in accordance with the working time regulations, and this is only if they give up all their spare time off from work, which the Employer has the responsibility to monitor.

Currently there is a national problem with recruitment and retention of retained firefighters resulting in reduced availability of appliances, for example our only retained appliance, Chopwell, has an availability of approximately 50%, this figure is also reflected nationally.

For this proposal to have any chance of working the Service will require a minimum of up to 22 RDS employees to provide fire cover 24/7.

The following report highlights the correlation between attendance times and fire deaths, so the FBU have major concerns with any delay in mobilising the appropriate appliances. For clarity the FBU believe that the second and further appliances in attendance is just as important as the first in resolving incidents effectively and safely. This is what is termed as the weight of response, not a stop the clock attendance. As previously reported in other IRMP responses the FBU believe there are limited actions the first appliance, with only a crew of 4, can carry out, any significant delay in back up appliances will inevitably, we believe, have an effect on the safety of both the public and firefighters.

ENTEC Reports 1996 1999: *National Risk Assessment of Dwellings* & *Response Time Fatality Relationships for Dwelling Fires* indicated that the probability of fire death was linked to attendance time of fire appliances. If appliances could attend in less than 5 minutes, the probability of death was 3.8 per hundred fires. If appliances took 6 to 10 minutes to attend a fire, the probability of death was 4.2 per hundred fires (See below).



ENTEC Reports relationships for fire death linked to attendance time of fire appliances

ABOVE 5 MINUTES FROM TIME OF ALERT ANY INCREASE IN ATTENDANCE TIME MEANS AN INCREASE IN DEATHS

Proposal 3

Adjust the staffing model to deliver a more effective and efficient use of resources

Changes to Start and Finish times of shifts and introducing a mid-shift

The following graph has been used by the Service to illustrate the total incidents per time of day in an attempt to justify the moving of resources, changing the way the service operates and changing shift patterns, as previously discussed this is purely demand based evidence, not risk based. The FBU would have liked detailed information to be added to the graph for comparison, for example;

When have rescues taken place?

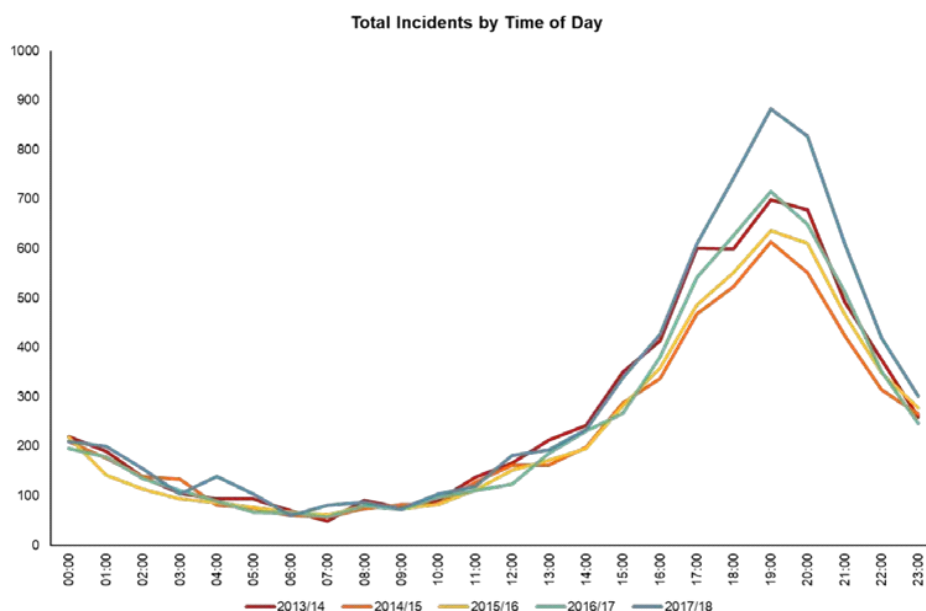
When have fatalities occurred?

When have additional resources been required?

The severity of incidents.

Types of incidents.

These added into the graph would we believe give a clearer view of the time of day that the public are most at risk i.e. **A Life risk based approach to fire cover not demand based.**



The FBU would like to remind all Fire Authority Members that TWFRS agree that people are more at risk of death as a result of fire in the early hours of the morning as they have informed the Public through Social Media on numerous occasions. We fully support TWFRS and agree with TWFRS assessment of the risk of harm during the early hours of the morning and support the text (below) in warning the public of this risk, however we find it frustrating that having identified that People are at risk during this period, they would persist in reducing available fire cover during this time.



Control.

Our Control Operators in TWFRS are highly trained, motivated and skilled members of staff who undertake vital work in ensuring the health, safety and welfare of not only TWFRS staff but of other Emergency First Responders and members of the public. However, their workload has been increased due to existing IRMP actions to include administrative tasks for the vital day to day work of the Fire Service prompting quotes from some in the department that 'they are becoming a dumping ground for other departments work'. From FBU consultation meetings we are fully aware that they feel undervalued and underappreciated both as a department and as individuals by the Service. The FBU believe that any further move to reduce staffing arrangements within Control will see a hugely detrimental effect of the moral of the Control room and will dangerously increase workload and stress in an already highly stressful department to intolerable levels.

The use of the statistic, number of fire calls, as a headline figure is we believe wrong and misleading in any justification or evidence for reducing control room operator numbers. Our control room members have to take and receive numerous calls for just a single incident, contacting other agencies, flexi duty officers, admin calls, follow up calls etc.

At the very forefront of command and control at any operational incident are Control and Control Operators. They play an absolute pivotal role in terms of safety of Operational Crews. Fire Authority Members need to be mindful that nationally and locally fire calls are on the increase. Indeed, TWFRS fire calls are at a six-year high. This coupled with the reduction in Firefighters and Appliances will make it extremely difficult for any OIC to assist in the safe conclusion of any incident, whether they be Incident Commander, Sector Commander including Control. The role of the Control Operator is to manage, assist and support all Emergency First Responders and they do so by initial mobilising, managing appropriate resources, providing critical risk information, managing other agencies, organising welfare arrangements. Any move to reduce the numbers of Control Operators will have a serious detrimental effect on all of the functions listed above.

Day Crewing Close Call (DCCC)

Members of the Fire Authority will be aware that the FBU in South Yorkshire challenged through the High Court the decision by South Yorkshire Fire and Rescue Authority (SYFRA) to adopt through their IRMP a duty system known as Close Proximity Crewing (CPC). This challenge was successful and the judgement was that SYFRA CPC system was in contravention of the Working Time Directive (WTD). The High Court held that CPC could not be operated lawfully in compliance with Regulation 10 of the WTD, and that the position was 'not defensible' as the breach was 'blatant and obvious'.

TWFRS currently operate the system called 'Day Crewing Close Call'. We believe that this is a variant on the CPC system that SYFRA adopted as this system shares the same features. We believe that the current DCCC system breaches the WTR and therefore is unlawful and should have been included within the IRMP document with a view to withdraw DCCC as a duty system within TWFRS.

Riding 4

Within the last IRMP one of the action points was to remove all the 5th riders from the appliances. This in effect would see all appliances within TWFRS riding with four Firefighters. On accepting this action point the Fire Authority instructed the Service to assess the outcomes of the action point. To date we are not aware of any assessment of this action point carried out by the Service and we would urge the Fire Authority as a matter of urgency to establish with the Service if the Fire Authorities requirement to assess the outcomes has been done. This existing action point must be considered within the possible outcomes that this IRMP document may bring if approved by the Fire Authority.

Alternative proposals

The building of a new fire station at Hebburn we believe should be delayed for the foreseeable future, the current station is in good condition and has recently been refurbished, the proposed site for a new station is not too far from the current station, so it can't be argued it is being moved to a better strategic location. The current financial papers for the Fire Authority show that only £5000 was raised through collaboration with other blue light services at TWFRS sites so the FBU feel that a TRI or Quad station is not going to generate enough to justify the expenditure of up to £5 million of reserves on a new fire station in Hebburn. We are deeply concerned that the Service are actively seeking to use capital fund reserves to prop up both Northumbria Police Force (NPF) and North East Ambulance Service (NEAS). We believe that any move to build a Tri purpose Station housing TWFRS as well as NPF & NEAS must be done on a cost share basis.

The relocation of C04 to Wallsend has baffled the FBU. At present Wallsend has a two bay appliance room, currently that appliance room houses G01. If the proposals are accepted by the Fire Authority this would affectively result in the downgrading of G01 during the times of 2000hrs-0800hrs and the Service will utilise J02 to provide fire cover over this period. This would mean that the two bay appliance room will have to house both G01 & J02 leaving no additional space for the relocated C04. This would result in the Service having to build a purpose build additional garage/appliance bay. For an example of comparison, the current garage structure at Gosforth fire station was built to house the Aerial Ladder Platform (ALP) when it was relocated to Gosforth. This additional build was around the £250,000 in price to build and we believe that it will be of a similar cost for the potential additional garage facility for housing of the relocated C04.

A coordinated position by TWFRS managers, FBU and the Fire Authority to secure a fairer funding settlement, we appreciate that taking a political view may not be taken by senior officers publicly but Fire Authority members certainly can and should, at the public meetings statements like "I can guarantee these proposals are safe" are, we believe untrue and unhelpful, the FBU certainly don't believe a reduction in firefighters is safe and listening to the public neither do they. A fingers crossed service is not what the public pay for or indeed deserve.

The FBU believe a statement from the service should be for example.

'These CUTs brought about by reduced government funding will result in a less safe fire service.'

We believe that the current proposal on the usage of the TRVs is contradictory to the Services concept of the TRVs. The current proposal is to staff TRVs between the hours of 18:00 & 00:00, using the eight Firefighters from the two appliances at Newcastle Central and Sunderland Central, resulting in two front line life risk appliances taken off the run during this period. A better system would be to primary staff the Category 2 appliances at these locations 24 hours per day, these appliances if attending incidents that would under the current mobilising require a TRV could remain available for more serious life risk incidents. This would see very little impact on attendance times.

Reserves

The FBU understand and appreciate that the service requires a level of reserves to operate, service delivery, capital purchase, resilience etc. but we believe that having such a high amount in reserves, even though some is allocated, is too high and is counter productive when trying to secure a fairer funding settlement. If the service had paid the pension deficit off out of reserves then it would have saved £500,000 in payments, which is approximately the cost of operating 1 appliance.

We are currently at a rare point in history where we can see potential improvements to our spending power in the future. We may see a change in government, if not the current government have announced the end of austerity, and our Chief Fire Officer along with the Chair of the Fire Authority have recently held talks with the Fire Minister to highlight the very specific issues that mean Tyne and Wear is currently being underfunded. All of these mean there is a real possibility that our next IRMP might not be linked to any cuts at all. Therefore it would be prudent to use £3.6 million from our capital reserves to buy the extra time that would mean any cuts wouldn't need to be considered until April 2022, when we may have the budget we require.

Conclusion

The FBU do not recognise this document to be an evidence based management of risk that will enhance the health, safety and welfare of Firefighters or the members of the public. We firmly believe that it will subject an already understaffed and under resourced Service to a point where it can no longer operate within the boundaries of Health and Safety Legislation, or national fire service procedures, we believe it will place Firefighters in an intolerable risk of harm. With this in mind the FBU cannot support this document and we would ask the Fire Authority Members to reject and advise the Service to prepare an alternative IRMP, one which is based upon the concept of the Risk Based IRMP model and not one of a cost reduction tool.

Finally in conclusion, can I take this opportunity to remind elected members that whilst the IRMP proposal has been designed and written by the CFO, his senior Managers and advisors, it is only members of the Fire Authority who can approve it, and in doing so they accept ownership and responsibility for any consequences that may arise as a result of the contents of the document.

Appendix A

Incident types	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Primary fires % increase /Decrease from this year to 2017/18	1701 Increased by 5.6%	1599 Increased by 12.4%	1575 Increased by 14.1%	1664 Increased by 8.0%	1719 Increased by 4.5%	1797
Secondary fires % increase /Decrease from this year to 2017/18	3601 Increased by 49.4%	4810 Increased by 11.9%	4003 Increased by 34.4%	4058 Increased by 32.6%	4338 Increased by 24.0%	5380
Chimney fires % increase/ Decrease from this year to 2017/18	13 Increased by 61.5%	27 Decrease by 22.2%	22 Decrease by 4.6%	22 Decrease by 4.6%	25 Decreased by 16%	21
False alarms % increase/ Decrease from this year to 2017/18	7244 Decreased by 6.4%	7021 Decrease d by 3.7%	7020 Decrease d by 3.6%	6254 Increased By 8.2%	6351 Increased By 6.5%	6765
Special Service % increase/ Decrease from this year to 2017/18	2213 Increased By 34.6%	2069 Increased By 43.9%	1881 Increased By 58.3%	2173 Increased By 37.1%	2256 Increased By 32.1%	2978
Total % increase/ Decrease from this year to 2017/18	14772 Increased By 14.7%	15526 Increased By 9.1%	14501 Increased By 16.8%	14171 Increased By 19.6%	14688 Increased By 15.3%	16941

Appendix B

Risk level 1	Incident types
Very Significant life and property risk	<div> <div> Civil Disturbance/Unlawful Act - Bomb Suspected and -Bomb Confirmed Explosion </div> <div> Explosion Vehicle LPG fuelled Fire- Aircraft - Large, Light or Military </div> <div> Fire- Building Fire- Caravan/Camping Fire- Cylinder Acetylene Fire- Persons Reported Fire- Persons on Fire </div> <div> Fire- Railway Train Passenger Fire- Ship </div> <div> Hazardous Material- Gas involved Alarm- Smoke Alarm </div> </div> <div> Hazardous Material- Major Hazmat Hazardous Material-Radiation involved Rescue- Aircraft Accident Rescue- Building Collapse Rescue- Persons Trapped Rescue- Railway Accident Rescue- Confined Space Rescue from Entrapment Rescue from Height Rescue from Mud Rescue from Water Rescue- RTC Persons Trapped Rescue- Ship Sinking Rescue- Suicide Attempt Fire- Railway Train Goods Fire- </div>
2 Significant Life and property risk	<div> Fire- Below Ground Fire- Boat </div> <div> Fire- Building Thatched Fire- Cylinder Other </div> <div> Fire- Electrical installations </div>

Hazardous Material- Minor Hazmat
Humanitarian or Assistance- Flooding
Rescue- Aircraft in Distress Rescue- Animal Rescue Large Rescue- Boat
Hazardous Material- Pipeline



Integrated Risk Management - FAQs

We have seen and received many comments on our current consultation on our plans to change how we respond to incidents. We believe that healthy debate and discussion would be helped by the following clarification on some of the issues raised.

1. Why don't you fight the cuts?

The Chief Fire Officer's post and that of the Assistant Chief Fire Officers are politically restricted. This means they are unable to comment on political decisions, including austerity measures.

Senior officers and Fire Authority Members work tirelessly to try to get more funding for our Service through regular engagement with key stakeholders such as local and national government. This both ensures that they are fully aware of the impact that funding changes have on our service and provides them with the opportunity to influence future funding decisions.

As these efforts have not yet been successful we need to deal with the reality of our situation and deliver a legally required balanced budget based on the money that we receive.

All fire and rescue services must have a balanced budget based on the funding they receive. We receive Government Grant Funding as well as a share of the business rates and our council tax precept collected via the 5 local authorities in our area.

Since 2010 our Government Grant funding has been significantly reduced. In addition, our ability to increase our income from Council Tax has been limited by Government imposed council tax increase freezes and caps.

This has seen us manage and anticipate a reduction in our spending power of around £11.3m or 19% from 2010/11 to 2021/22.

2. How many fire engines will be lost if the proposals are introduced?

None. We have 24 fire engines in our service now, and there will be the same number if the proposals are fully introduced. The proposal is not cutting fire engines, it is merely ensuring that our fire engines are positioned where they are needed and staffed in a flexible and sustainable way.

3. What changes will the proposals make to the availability of your fire engines?

As we have stated the number of our appliances won't change. However some of our fire engines will be staffed differently to respond to anticipated levels of risk and demand. This will allow us to be more flexible – so in times of high demand, such as Bonfire Night, we can increase the level of staff to respond to the greater number of incidents we will need to attend.

4. How many firefighters will lose their jobs due to the proposals?

None. We are proposing that 70 posts are removed from the establishment over three years. That's the number of posts we can appoint to. These posts will be removed through the natural

retirement profile. In fact, the rate of people who are leaving us due to retirement is why we have recently recruited for the first time in 8 years, and why we intend to recruit again next year.

78 firefighter posts and 4 posts from our Control room will be removed, totalling 82. However the proposals also includes an additional 12 on-call firefighters, which is why the number of posts removed from the establishment is 70.

5. You need to save £3.69m – these proposals will only save £3.32 – where are the other savings coming from?

Our IRMP has three separate elements called reviews. The Response Review is only one of these. The other two workstreams are looking at exploring further opportunities for collaborative working with emergency services and partners and examining our ways of working, considering opportunities for further efficiency and effectiveness;

6. You have already introduced several IRMP measures, how much has been saved already?

Over this time we have reduced our staffing establishment by 384.5 Full Time Equivalent (FTE) posts. If the current proposals are approved and implemented, the total reduction will be 454.5 FTE posts. Of this 252 are firefighter posts (a reduction of 35.8% from 2010/11), and 202.5 'back office' posts (37.49% reduction from 2010/11).

7. Why are only frontline services being cut?

This is our Response Review, and the first of our IRMP proposal papers to be brought to Fire Authority. Papers from the other workstreams will follow in time.

In all of our IRMP proposals we have worked to minimise impact on our firefighters, fire engines, stations and our communities. We have reviewed every aspect of our business, protecting the frontline service as far as possible. Previously, we have focused on efficiencies and savings in our back office activities as well as a number of specialist departments within the organisation.

However in order to deliver an effective and sustainable fire and rescue service we do need support functions, each of which contribute to the delivery of our legal duties and the work of our frontline firefighters.

We previously undertook an Organisational Management Review in 2017, which saw several posts removed, including one Assistant Chief Fire Officer post along with several senior and other management roles.

8. Are you only making these proposals due to financial pressures?

The proposals are being driven by our need to balance our budget. However, the proposal to relocate some of our fire engines to areas with greater risk is based on our analysis of incidents over the last 8 years

9. Do you have concerns regarding the additional response time of up to 17 seconds?

Our analysis of the impact on response times was modelled on our busiest times. Therefore we believe that our attendance to incidents during our less busy times will see an even smaller increase to our response times. Our response times are some of the fastest in the country and we believe that whilst there will be these slight increases this will not compromise our ability to keep our communities safe. We are currently the second fastest responding fire and rescue service to

dwelling fires in the UK and we do not believe the proposed changes will affect this position. We will also continue to work on new ways which can enhance our speed of response.

10. Will Wallsend and Hebburn community fire stations still have fire engines based at the station on a night time?

Yes. Detailed analysis confirmed that they have the lowest levels of demand of all our full time stations for our most serious incidents. Therefore the proposals will see cover being provided by a fire engine from Tynemouth and one from South Shields Community Fire Station that will be based at Wallsend and Hebburn during the night. We will also have the added resilience and flexibility of on-call firefighters who can support those stations when required.

11. Are you introducing a 3 shift pattern?

No. We are proposing to keep the existing shift system but with an 8 hour day shift and a 16 hour night shift. Our analysis suggests that the night shift should not start any later than 5pm. On occasions of known or unplanned higher demand throughout the year we are proposing to introduce a flexible shift where we can increase the number of firefighters and fire engines available.

12. How are these proposals affecting firefighters now?

They aren't. We are just starting the consultation and we would encourage as many people as possible to get involved, either in the online survey or attend one of the consultation events. Please go here to find out more: <http://www.twfire.gov.uk/>

If agreed by our Fire Authority in February 2019 the proposals contained within the Response Review would be introduced over the next three years. We would also engage in negotiations with firefighter representatives on the introduction of the proposals and aim to implement proposal one in April 2019.

13. What are reserves and why can't you use them for this budget shortfall?

- Fire and Rescue Authorities (FRAs) in common with other public sector bodies can keep surplus funds in financial reserves to help manage future financial risks and to fund future major costs such as change transformation programmes aimed at improving services to the public and to fund major capital projects.
- Usable financial reserves are split into revenue and capital. Revenue reserves are categorised into a General Fund to cover unforeseen spending pressures and Earmarked Reserves which are each held for a specific purpose. Capital Reserves must, according to statute, be ring-fenced for capital investment – such as for new equipment, fire engines, replacement stations.

14. What level of reserves should a Fire Authority hold?

- The Local Government Finance Act 1992 requires us to have adequate reserves to meet any estimated future expenditure when calculating our budget requirement for each year.

15. What reserves does Tyne and Wear Fire and Rescue Authority hold?

- At 31st March 2018 we held total reserves of almost £28.5m but only £3.9m of these are not already allocated. This is known as the General Reserve, which all authorities are required to hold to meet unexpected costs.

16. Why can't you use the £28.5m for the IRMP savings that you need to make?

- Most of our reserves (£24.5m or 86%) are already 'earmarked' to meet other key specific financial risks. Our earmarked reserves are held to a) help prevent an increase in the revenue budget in future years (£16.5m)
- *£8.9m of this total is earmarked to fund the Capital Programme thereby avoiding expensive future revenue borrowing costs; b) to support service delivery requirements (£4.5m) and c) additional help to fund our Capital Programme (£3.5m).
- Reserves are a one-off finite resource and cannot be used for funding sustainability. In other words using reserves will mean they are totally depleted and the only delays the point in time when actions to reduce the budget is still required.
- Due to the funding changes we have experienced since 2010, we cannot foresee a position when we will be able to build up a similar level of reserves. Therefore it is essential that they continue to be allocated in the way we have set out above, in order to achieve best value, as we have no other ways of funding our capital programme and to manage the key real financial risks faced by the Authority.

17. Why can't you use the money allocated for the new Hebburn Fire Station to cover the shortfall?

- £5.2m has been set aside to replace the current fire station in Hebburn. This is one of our oldest fire stations, and due to its age and condition is costing the service significant funds to run and maintain. Therefore a new community fire station has been earmarked as a priority for some time.
- Even if we were able to use this money to fill our current funding gap of £3.6m, we would still be forced to address the same funding gap, as well as continue to have our budget impacted with significant on-going maintenance costs.
- The potential outcome would still require us to find savings to meet the budget gap of £3.6m when the £5.2m funding is used up (a delay of roughly one and a half years) and then we would have no funding available to build the new fire station.
- This investment will also provide the most effective facilities for our staff. A new build lasts over 60 years and is therefore not only a requirement but a sound investment. At the end of the day, we need to replace the fire station in Hebburn, and it's important to do this before it becomes an even greater financial cost to us.

18. What is the breakdown of operational to corporate staff?

We have 518 firefighter posts plus control staff, fire safety, P&E etc. station managers and above at 152 = 670 posts. For corporate (Green book) staff we have = 190 posts.