



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

ENHANCED CREWING

Report of the Chief Fire Officer

Agenda No:

Date: 01 November 2013

Purpose of Report:

To request Policy and Strategy Committee to slightly vary the proposal for the second pump at Worksop by the introduction of an enhanced crewing model and to extend the model to Bingham fire station as part of the implementation.

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1. BACKGROUND

- 1.1 The current retained duty system has been in place for many years and although it has had amendments, it is basically the same system that has been in place since its inception. Over the years the role of a fire fighter has changed considerably, both as an operational officer and as a community fire fighter.
- 1.2 It has been highlighted nationally that the retained duty system (RDS) has some limitations with regard to availability, recruitment and retention. The present RDS system also presents Nottinghamshire Fire and Rescue Service with difficulties in guaranteeing appliance availability at various times of the day.
- 1.3 These issues were identified within the 2010 Fire Cover Review and as a consequence, the Fire Authority agreed to improve the level of cover at Worksop to 12 hours/day and improve the availability at Bingham fire station.
- 1.4 Although efforts have been made and improvements achieved at Bingham, the current level of availability is not at a standard the Fire Authority requires. With regard to Worksop, management utilised the existing retained model, rather than the immediate implementation of the 12 hours agreed by the Fire Authority, whilst more cost effective options were explored.
- 1.5 The key was to devise an innovative approach which guaranteed a level of fire cover akin to wholetime, but cost less, and meet the Fire Authority's expectations with regard to the two stations quoted.
- 1.6 To address this issue, the Service has devised an enhanced crewing model which will address the above and provide a viable solution to the problems which is sustainable and affordable. This paper highlights the proposed system, detailing outline finances and interdependencies.

2. REPORT

- 2.1 In devising the enhanced crewing model, detailed in the body of this report, the following areas were assessed.

CURRENT SITUATION

- 2.2 The existing retained duty system creates problems for the Service which restricts the ability of the Service to manage and deploy guaranteed resources. A synopsis of the issues which envelop the system are:
 - The current terms of the retained system although flexible are difficult to manage as there is a variance in issues which surround different stations. This leads to a system that has the propensity to fail.
 - A modern Service needs to be able to manage and depend on its resources, it needs to guarantee availability to allow it to make viable planning assumptions. The retained service cannot always guarantee

availability therefore it creates the Service an issue in areas where the Service needs to provide a reliable twenty four hour response and robust risk reduction activity. (Appendix A gives an overview of the last three years availability.)

- Fire Service operations have become and will continue to become more complex. This will necessitate more complex equipment, procedures and training. Currently RDS sections carry out two/three hours of training per week, being enhanced at the sections discretion. This time constraint limits the opportunity for RDS fire fighters to fully develop and maintain their skills.

- 2.3 As the Service moves forward to meet the challenges it faces, it needs to create and nurture flexibility. Flexibility gives the Service options to meet its future challenges, the current system is not bereft of flexibility but the constraints of the system stifles the opportunity to manage situations in a programmed efficient way.
- 2.4 The current systems costs are generated through a base retaining amount, additional work is then paid as it is accrued. This makes it impossible to accurately budget for the provision. It is also dependant on administrative input, both at the sections and internally at Headquarters. As the Service moves forward it needs to be able to accurately predict its costs
- 2.5 At a local level the Service faces difficulties in day to day support of some retained sections. Historically there are issues surrounding the recruitment and retention of individuals. This is due to numerous reasons – the remuneration for the role makes it unattractive, especially in areas where there is minimal operational activity, therefore limited opportunity to boost the base earnings. Retained sections are predominantly in areas where there is little industry and they have morphed into commuter towns; this gives difficulty to the Service in maintaining cover during the day and specifically around our peak activity curve.
- 2.6 The Service has added challenges regarding the development of supervisory managers in retained areas, largely due to the restriction of the numbers of available individuals and lack of desire to lead from within the sections. This is compounded by the minimal financial differential between a fire fighter and crew and watch managers.

RESEARCH

- 2.7 The Fire Service nationally has realised the challenges within the current RDS model, and a number of Services have tried to address the issues highlighted in the above section. The problems encountered by NFRS are not unique to this Service, but are reflected as national issues.
- 2.8 In researching the possibility of providing a stronger model, other Services' models were researched.
- 2.9 Some Services have attempted to engineer out RDS stations by closing or twinning stations. This approach has merits but does not provide the panacea for NFRS. Some Services have converted stations into low activity models –

as a Service, NFRS does not see this as a viable sustainable model at this stage, but will continue to monitor this option. Some Services have implemented abridged RDS contracts, all involving a salaried retained model. This approach, although providing cover, has the inherent problems of the existing RDS system.

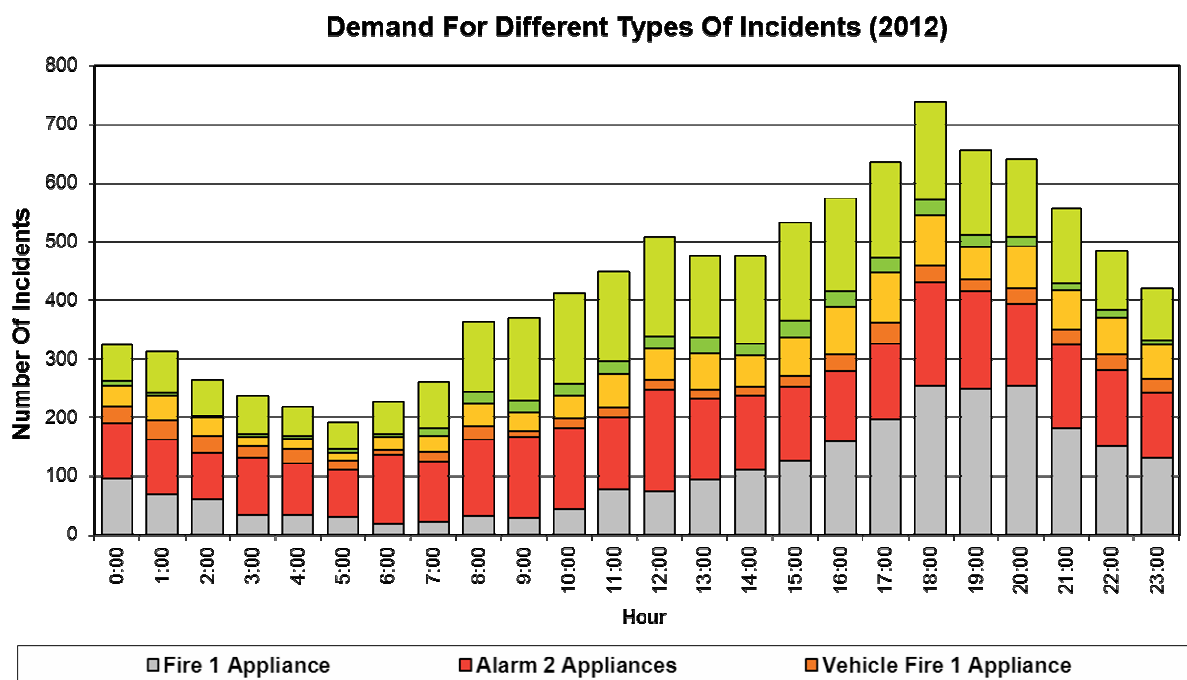
2.10 A small number of Services mobilise appliances with minimal numbers to address the problems of recruitment and retention, this gives concern with the operational ability of crews.

METHODOLOGY

2.11 Given the issues raised above and the flaws in systems which are currently used nationally, the outputs of any system devised were set as follows:

- Fixed positive hours to reflect peak demand (flexible);
- On call commitment;
- Balanced cost;
- Flexible;
- Integrated symbiotic system;
- Attractive to prospective employees.

2.12 On analysis the Service needs to cover peak demand. Peak demand varies little between locations and a 2012 service wide example is below:



2.13 The graph above shows the peak to be between 16:00hrs to 21:00hrs. This denotes the preferred cover model should accommodate those hours and provide immediate cover for approximately 4 to 5 hours per day. The remaining time should be covered through an all call system.

2.14 Using these two parameters it is possible to build an achievable self rostering system using 10 or 12 individuals employed to cover an average of 18.5

hours per week covering peak hours and other commitments and the remaining 78.5 on call. This would give a contract covering an average 96 hour week.

- 2.15 The system would require 12 individuals if the system was employed as a stand-alone station, requiring five riders at all times.
- 2.16 A second appliance, attached to a wholetime station, apportioned to this shift system would require 10 individuals, requiring four riders at all times.
- 2.17 The above system provides the resilience and balanced cost needed, but not the integration, flexibility or salary banding to recruit and retain individuals.
- 2.18 To cover the additional needs it is necessary to engineer a period of hours committed to wholetime cover. This commitment may be covered at wholetime stations or any other activity which is deemed suitable by management. This would be accrued as a notional annualised hours system.
- 2.19 The addition of the additional hours obviously offsets the balanced cost. To combat this, each enhanced crewing station would be paired with a wholetime station and four posts removed from the 'sister' station. In effect reducing the wholetime establishment from 28 to 24 on those stations nominated.
- 2.20 Using the scenario adopted further into the body of this report, this would equate to eight wholetime posts taken from the establishment.
- 2.21 The additional revenue from the loss of posts offsets the cost needed to raise the salary, therefore a balanced cost delivery model.
- 2.22 In summary the salary will be based upon:
 - Fixed positive hours per individual per week;
 - 5% retaining fee;
 - On call commitment;
 - Wholetime annualised hours commitment.
- 2.23 The salary for the model equates to 70% of a fire fighters salary, with an additional 5% to cover the proportion of the retaining fee, a total of 75% of a wholetime fire fighters salary. The 5% proportion equates to 'Grey Book' conditions for day duty staff.
- 2.24 Appendix B gives a breakdown of the statistics and costs surrounding the model.

PROPOSAL

- 2.25 If the Service is to move to a model to provide response options to cover the appropriate risk, it will ultimately lead to areas being covered by different response models. The potential outcome of this is that the higher activity and risk stations will be covered by wholetime crews, the low risk by the retained duty system, the mid-range risk stations covered by the enhanced crewing model.

- 2.26 It is necessary and prudent to implement the enhanced model at a selection of locations to pilot the system and suitability of it to the risk. The pilot locations have been chosen to represent a cross section of areas where the Service has differing needs and to meet the final outstanding elements of the 2010 Fire Cover Review. This approach will test the system more fully, providing a range of current retained duty system issues from availability to retention and conversely at a successfully staffed section.
- 2.27 The initial implementation will consist of the following appliances; two RDS appliances, resulting in two enhanced crewing models. The table below includes the suggested paired wholetime station.
- 2.28 It should be noted that any station could, in theory, undertake the sister provision. Although it would be prudent to use the wholetime appliance stationed at Worksop as a sister.

Wholetime	Enhanced	Removed RDS
W/Bridgford	Bingham	Bingham
Worksop	Worksop 2 nd Appliance	Worksop

- 2.29 It should again be noted that Bingham and Worksop were highlighted in the 2010 Fire Cover Review and recommended for an improved response and resilience.
- 2.30 It is envisaged the pilot will be introduced through a staged process after a feasibility assessment to ascertain the section which will have the simplest transition. Negotiation with the representative bodies will be required as it will vary the current self-rostering collective agreement.

FINANCIAL IMPLICATIONS

- 2.31 The pilot costs associated with enhanced crewing are detailed below. These are based on 75% of full time equivalent salaries inclusive of all on-costs.
- 2.32 The pure revenue costs of a section conditioned to the enhanced model breaks down as follows:

Stand alone appliance – 12 staff - Bingham

Role	Individual Cost	Section Cost
Watch Manager B x1	£34,627	£34,627
Crew Manager x 3	£30,901	£92,703
Fire fighter x 8	£27,813	£222,504
Sub Total		£349,834

Second appliance – 10 staff - Worksop

Role	Individual Cost	Section Cost
Crew Manager x 4	£30,901	£123,604
Fire fighter x 6	£27,813	£166,878
Sub Total		£290,482

2.33 The salary cost for the two sections is therefore £290,482 + £349,834, giving a total of £640,316.

2.34 The loss of eight wholetime fire fighter posts from sister stations and savings from the posts allocated to Worksop within the 2010 FCR are tabled below.

Allocation	Individual Cost	Total
Sister Stations (x 8 fire fighters)	£37,084	£296,672
Worksop (x 8 fire fighters)	£37,084	£296,672
Worksop (x 2 Crew Managers)	£41,201	£82,402
Sub Total		£675,746

2.35 The following table is the three year average revenue costs for the affected RDS sections. It should be noted that this is an average and that RDS costs are difficult to accurately forecast due the nature of the role.

Section	Saving
Bingham	£154,741
Worksop	£113,257
Sub Total	£267,998

2.36 The following table shows the total savings made from closing the sections and removing the posts from the establishment:

Sub Total	
Wholetime posts	£675,746
Average section costs	£267,998
Total Savings	£943,744

2.37 The savings accrued then subtracted from the pilot costs gives the following overall savings:

Final Costs	
Maximum Revenue Costs	£640,316
Savings	£943,744
Total	£303,428

This gives a saving to the Service of £303,428

2.38 In addition to this there are accrued savings from personal protective equipment (PPE) and ancillary items, this equates to approximately £1,500 per person. As a best case scenario this equates to ten sets of PPE, £15,000. It should be noted that these are initial costs and it is difficult to

apportion a true cost, as PPE is replaced on a wear and tear basis. Additionally there are savings from on going training requirements.

TRANSITIONAL COSTS

- 2.39 To introduce a different duty system requires a period of transition. This transition will require financial support, the majority of this will be through revenue costs associated with building the crews' skill sets, whether that is through recruitment or development of individuals to manage sections. It is difficult to make an assessment of these costs, but they will be met from reserves.

INTERDEPENDENCIES

- 2.40 Introducing a different duty system will have an impact on all departments in the organisation.

Below are listed the departments and the impacts identified.

Service Delivery

There will be a positive impact to the department as the system guarantees an operational response, therefore allowing the Service to reduce its operational resource.

There will also be an effect on the mobilising protocols the Service uses, this will result in an initial body of work.

The transitional period may also cause difficulties in ensuring the appliances are staffed sufficiently, but this should be no more significant than the current challenges of the RDS system.

Corporate

Learning and Development

It is expected that some existing employees will transfer to the new system, but there is expected to be a necessity to recruit and therefore train individuals. This will obviously have an impact on the Learning and Development function. It should be noted that transferees from the existing RDS system will be able to transfer without impact.

Human Resources

The greatest impact from the new system will be in Human Resources. There will be the initial transitional issue that surrounds the change, from recruitment through to redundancy. This will also involve redeployment, selection for redundancy and dealing with the issue of redundancy of dual contractors. There will then be the legacy issue of a fourth duty system to manage.

Equalities

An enhanced system will not directly bring any equality issues. There may however, be issues that surround the transfer of individuals from the system into wholetime positions. This will limit the opportunities for under represented groups to be employed as the demography for the areas selected for the trial enhanced model are predominately white and the crews will have to live within a mile of the station. This will not preclude others from applying, they will have to provide a base within the turnout area.

Corporate Support

There will be minimum impact.

Finance and Resources

Finance

After initial transitional costs, there will be a positive effect on the finance section, predominately through the easing of pay from the complex RDS system to a single payment as is accrued by wholetime staff members.

ICT

There will be minimum impact.

Transport and Equipment

There may be an additional impact of more appliance movements and the additional costs associated with wear and tear and diesel costs. These are not considered to be significant.

3. FINANCIAL IMPLICATIONS

The financial implications are contained within the report and the supporting appendices.

4. HUMAN RESOURCES & LEARNING AND DEVELOPMENT

There are significant initial, transitional implications to this report, these are highlighted within the body of the report.

5. EQUALITIES IMPLICATIONS

There are impacts with this report that are covered within the body of the report and will be explored further through an equality impact assessment in consultation with representative bodies.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

There are no legal implications arising from this report.

8. RISK MANAGEMENT IMPLICATIONS

Maintaining the traditional approach to the RDS provision presents risk to the Service continually maintaining operational cover. This proposal mitigates the risk and will serve to provide an affordable solution.

9. RECOMMENDATIONS

That Policy and Strategy Committee agree to slightly vary the proposal for the second pump at Worksop by the introduction of an enhanced crewing model and to extend the model to Bingham fire station as part of the implementation.

10. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

Frank Swann
CHIEF FIRE OFFICER

APPENDIX A

Off the run data and incidents attended for 2010, 2011 and 2012

		2010	2011	2012
Worksop RDS	Minutes off the run - Mechanical	1,030	2,958	1,045
	Minutes off the run – staffing	9,894	9,456	8,554
	Total minutes off the run	10924	12,414	9,599
	Total hours off the run	182.07	206.9	159.98
	Total days off the run	7.59	8.62	6.66
	% time off the run	2.1%	2.4%	1.8%
	Number of incidents attended	292	246	213

		2010	2011	2012
Bingham	Minutes off the run - Mechanical	303	436	98
	Minutes off the run – staffing	165,339	224,411	214,053
	Total minutes off the run	165642	224,847	214,151
	Total hours off the run	2760.7	3,747.45	3,569.18
	Total days off the run	115.03	156.14	148.71
	% time off the run	31.5%	42.7%	40.7%
	Number of incidents attended	137	75	76

APPENDIX B

Salary and associated costs breakdown

Role	Grade	Basic Pay	Flexi (20%)	CPD (£876 wef 1/7/13)	FFPS (Old Scheme)	FFPS (New Scheme)	Not Contracted Out SERPS NI	Contracted Out SERPS NI	Total Not in Pension Scheme	Total in Old Pension Scheme	Total in New Pension Scheme	.75%v of full time Pay	.75% of Basic Pay
FF													
FF	Trainee	21583	0	0	4,597	2,374	1,916	1,444	23,499	27,624	25,401	20,718	16,187
FF	Development	22481	0	0	4,788	2,473	2,040	1,538	24,521	28,807	26,492	21,605	16,861
FF	Competent	28766	0	0	6,127	3,164	2,908	2,191	31,674	37,084	34,122	27,813	21,575
CM	Development	30574	0	0	6,512	3,363	3,157	2,379	33,731	39,466	36,316	29,599	22,931
CM	Competent	31892	0	0	6,793	3,508	3,339	2,516	35,231	41,201	37,917	30,901	23,919
WM	Development	32582	0	0	6,940	3,584	3,434	2,588	36,016	42,110	38,754	31,583	24,437
WM	Competent A	33487	0	0	7,133	3,684	3,559	2,682	37,046	43,302	39,853	32,476	25,115
WM	Competent B	35664	0	0	7,596	3,923	3,860	2,909	39,524	46,169	42,496	34,627	26,748

Calculation to show hours and salary apportionment for the enhanced crewing model

	STAND ALONE STATION, CREW OF 5	SECOND APPLIANCE, CREW OF 4
TOTAL +VE HOURS REQUIRED ASSUMING 4HRS PER DAY	7305 (5 STAFF X 4HRS X 365.25 DAYS)	5844 (4 STAFF X 4HRS X 365.25 DAYS)
TOTAL WDS HOURS REQUIRED	4380 (note 1)	4380
TOTAL HOURS REQUIRED	11685 (Note 2)	10224 (TOTAL CONTACTUAL HOURS FOR 10 STAFF)
ON CALL COMMITMENT (Note 3)	CREW OF 5 = 1125HRS	CREW OF 4 = 900HRS
STAC (60HRS X 12 STAFF OR 10 STAFF RESPECTIVELY) (Note 4)	720	600
TRAINING (30HRS PER PERSON)	360	300
TOTAL HOURS PER YEAR	13890	12024
ANNUAL COMMITMENT PER PERSON (Note 5)	13890 / CREW OF 12 = 1157.5HRS EACH	12024 / 10 = 1202.4HRS EACH
% OF WT EXPECTATION (Note 5)	1674 X 0.7 = 1171.8HRS	1674 X 0.7 = 1171.8HRS

Note 1 -

28 STAFF X 1674HRS = 46872HRS.
RIDING 5 STAFF REQUIRES 5 X 24 X 365.25 = 43830.
THIS = A SURPLUS OF 3042HRS.
REDUCE EST TO 24 = 40176HRS AVAILABLE. NEED 43830 MINUS 40176 = DEFICIT OF 3654.
ADDED TO THIS IS 30HRS PER PERSON FOR TRAINING = 720.
THEREFORE, 3654 + 720 = 4374 ROUNDED UP TO 4380.

Note 2 -

TOTAL CONTACTUAL HOURS FOR 12 STAFF.

Note 3 -

ASSUME 150 INCIDENTS OUTSIDE OF PEAK DEMAND (FROM 2012 DATA) X 1.5HRS EACH = 225HRS.

Note 4 -

70% X 84HRS (FROM WT) = 58.8HRS ROUNDED UP TO 60

Note 5 -

ANNUAL COMMITMENT PER PERSON, STAND ALONE STATION = 1157.5 / 1674 X 100% = 69% OF WT CONTRACT
ANNUAL COMMITMENT PER PERSON, 2ND PUMP STATION = 1202.4 / 1674 X 100% = 71.8% OF WT CONTRACT
THEREFORE, THIS HAS BEEN RATIONALISED TO 70% OF A WT CONTRACT.