



**Wednesday,
14 February 2018
10.30 am**

**Meeting of
Fire Authority
Fire Service HQ
Winsford**

Contact Officer:
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Democratic Services

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Cheshire Fire Authority

Notes for Members of the Public

Attendance at Meetings

The Cheshire Fire Authority welcomes and encourages members of the public to be at its meetings and Committees. You are requested to remain quiet whilst the meeting is taking place and to enter and leave the meeting room as quickly and quietly as possible.

All meetings of the Authority are held at Fire Service Headquarters in Winsford. If you plan to attend please report first to the Reception Desk where you will be asked to sign in and will be given a visitors pass. You should return your pass to the Reception Desk when you leave the building. There are some car parking spaces available on site for visitors at the front of the Headquarters Building. Please do not park in spaces reserved for Fire Service personnel.

If you feel there might be particular problems with access to the building or car parking please contact the Reception Desk at Fire Service Headquarters on Winsford (01606) 868700.

Questions by Electors

An elector in the Fire Service area can ask the Chair of the Authority a question if it is sent to the Monitoring Officer at Fire Service HQ to arrive at least five clear working days before the meeting. The contact officer named on the front of the Agenda will be happy to advise you on this procedure.

Access to Information

Copies of the Agenda will be available at the meeting. A copy can also be obtained from the contact officer named on the front of the Agenda. Alternatively, individual reports are available on the Authority's website (www.cheshirefire.gov.uk)

The Agenda is usually divided into two parts. Members of the public are allowed to stay for the first part. When the Authority is ready to deal with the second part you will be asked to leave the meeting room, because the business to be discussed will be of a confidential nature, for example, dealing with individual people and contracts.

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Recording of Meetings

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**MEETING OF THE FIRE AUTHORITY
WEDNESDAY, 14 FEBRUARY 2018
Time : 10.30 am
Lecture Theatre - Sadler Road, Winsford, Cheshire**

AGENDA

Part 1 - Business to be discussed in public

1 PROCEDURAL MATTERS

1A Recording of Meeting

Members are reminded that this meeting will be audio-recorded.

1B Apologies for Absence

1C Chair's Announcements

To receive any announcements that the Chair wishes to make prior to the commencement of the formal business of the meeting.

1D Declaration of Members' Interests

Members are reminded that the Members' Code of Conduct requires the disclosure of Statutory Disclosable Pecuniary Interests, Non-Statutory Disclosable Pecuniary Interests and Disclosable Non-Pecuniary Interests.

Dispensations have been granted to Members in relation to the setting of the Council Tax precept and the approval of the Members' Allowances Scheme.

Members are asked to indicate that they intend to rely upon the dispensation(s) because of the Disclosable Pecuniary Interest(s) that they have in relation to the following items:

Item 4 – Draft Budget, Council Tax Precept and Medium Term Financial Plan 2017-18; and

Item 5 – Members' Allowances Scheme 2018-19

1E Minutes of Fire Authority

(Pages 1 - 14)

To confirm as a correct record the minutes of the Fire Authority Meeting held on 6th December 2017.

1F Questions from Members of the Public

To receive any questions submitted, in accordance with procedure rules 4.47 to 4.54, by members of the public within the area covered by the Fire Authority.

- 1G Minutes of Estates and Property Committee** (Pages 15 - 16)
To receive, for information, the minutes of the Estates and Property Committee meeting held on 6th December 2017.
- 1H Minutes of Brigade Managers' Pay and Performance Committee** (Pages 17 - 18)
To receive, for information, the minutes of the Brigade Managers' Pay and Performance Committee meeting held on 10th January 2018.
- 1I Minutes of Governance and Constitution Committee** (Pages 19 - 22)
To receive, for information, the minutes of the Governance and Constitution Committee meeting held on 31st January 2018.
- 1J Notes of the Member Training and Development Group** (Pages 23 - 26)
To receive, for information, the notes of the Member Training and Development Group meeting held on 19th December 2017.

ITEMS REQUIRING DISCUSSION / DECISION

- 2 Consultation on Potential Increase in Precept of 2.99% for 2018-19** (Pages 27 - 28)
- 3 Treasury Management Strategy and Practices 2018-19** (Pages 29 - 50)
- 4 Draft Budget, Council Tax Precept and Medium Term Financial Plan 2018-19** (Pages 51 - 76)
- 5 Members' Allowances Scheme 2018-19** (Pages 77 - 82)
- 6 Integrated Risk Management Plan 2018-19 (IRMP 15) - Annual Action Plan** (Pages 83 - 88)
- 7 Review of the Authority's Plans to change the Duty System from Wholetime to On-call for the Second Fire Engines at Crewe and Ellesmere Port Fire Stations** (Pages 89 - 256)
- 8 Fire and Rescue National Framework for England - Consultation Response** (Pages 257 - 302)
- 9 Pay Policy Statement 2018-19** (Pages 303 - 312)
- 10 Capital Funding for a Replacement Fire Station in Chester** (Pages 313 - 316)
- 11 Sale of Tarporley Museum Building** (Pages 317 - 318)

PART 2 - BUSINESS TO BE DISCUSSED IN PRIVATE



MINUTES OF THE MEETING OF THE FIRE AUTHORITY held on Wednesday, 6 December 2017 at Lecture Theatre - Fire Service HQ, Sadler Road, Winsford, Cheshire at 10.30 am

PRESENT: Councillors D Bailey, D Beckett, M Biggin, D Flude, P Harris, E Johnson, N Jones, D Mahon, D Marren, J Mercer, G Merry, K Mundry, S Nelson, R Polhill, B Rudd, J Saunders, T Sherlock, M Simon, J Weatherill and S Wright

1 PROCEDURAL MATTERS

A Recording of Meeting

B Apologies for Absence

Apologies were received from Councillors A Dirir, S Parker and M Tarr.

C Chair's Announcements

The Chair asked Members to note the content of the Chair's announcements, which included details of the Authority's achievements and events that Members had attended since the last Fire Authority meeting in September 2017.

D Declaration of Members' Interests

There were no declarations of Members' interests.

E Minutes of Fire Authority

RESOLVED:

That the minutes of the meeting of the Fire Authority held on 20th September 2017 be approved as a correct record.

F Questions from Members of the Public

Questions submitted by members of the public from within the area covered by the Fire Authority were dealt with at this point in accordance with procedural rules 4.47 to 4.54. The questions and responses are annexed to these minutes.

G Minutes of Performance and Overview Committee

RESOLVED:

That the minutes of the Performance and Overview Committee meeting held on 6th September 2017 be received, for information.

H Minutes of Performance and Overview Committee

RESOLVED:

That the minutes of the Performance and Overview Committee meeting held on 22nd November 2017 be received, for information.

I Minutes of Governance and Constitution Committee

RESOLVED:

That the minutes of the Governance and Constitution Committee meeting held on 8th November 2017 be received, for information.

J Minutes of Estates and Property Committee

RESOLVED:

That the minutes of the Estates and Property Committee meeting held on 1st November 2017 be received, for information.

K Minutes of Brigade Managers' Pay and Performance Committee

RESOLVED:

That the minutes of the Brigade Managers' Pay and Performance Committee meeting held on 1st November 2017 be received, for information.

L Minutes of Staffing Committee

RESOLVED:

That the minutes of the Staffing Committee meeting held on 30th October 2017 be received, for information.

M Notes of the Member Training and Development Group

RESOLVED:

That the notes of the Member Training and Development Group meeting held on 5th October 2017 be received, for information.

N Notes of the Risk Management Board

RESOLVED:

That the notes of the Risk Management Board meeting held on 17th October 2017 be received, for information.

O Notes of the Pension Board

RESOLVED:

That the notes of the Pension Board meeting held on 28th November 2017 be received, for information.

2 DRAFT INTEGRATED RISK MANAGEMENT PLAN 2018-19 (IRMP 15) - INITIAL FEEDBACK

The Policy and Transformation Officer presented the report which provided initial feedback on the consultation programme that was being carried out into the Authority's draft Integrated Risk Management Plan for 2018-19 (IRMP 15). The consultation programme ends on 2nd January 2018 and the information contained within the current report was based on views and comments received up to 20th November 2017.

He informed Members that the consultation programme consisted of a number of public roadshow style events, direct contact with a range of local partner organisations and stakeholders and a programme of internal consultation events for staff. He provided an update on the number of responses received from the public (over 460) and explained that this figure would provide a significant degree of confidence in the results of the consultation. He also provided an update on the number of responses received from staff (approximately 105). This was a significant increase compared to the response rate of 49 members of staff at the same stage during last year's consultation.

A Member queried whether there had been any issues concerning access to the online consultation survey. The Policy and Transformation Officer informed Members that details about the consultation had been a feature on the Service's website homepage since the consultation opened and would continue to be until the consultation closed. A Member queried whether feedback from the consultation that was received after the closing date would be fed back to Members for their consideration. The Policy and Transformation Officer confirmed that Members would, as always, have an opportunity to see all feedback.

A Member queried whether comments raised on public forums (e.g. the Service's Facebook and Twitter pages) were taken into consideration during the consultation process. He also queried whether a petition from the MP for Crewe and Nantwich, concerning the second appliance at Crewe fire station, would be included as part of the consultation process. The Chair informed Members that MPs were welcome to approach him or the Chief Fire Officer and Chief Executive to discuss any matters concerning the Authority. The Chief Fire Officer and Chief Executive informed Members that comments raised on public forums were not included in the formal response to the consultation but the Service ensured officers were made aware of them. He also continued that any petitions or comments concerning the second appliance at Crewe Fire Station would be considered as part of the review process which was scheduled to be reported back to Members at the meeting of the Authority in February 2018.

RESOLVED: That

[1] the interim feedback on the consultation programme for the draft 2018-19 Integrated Risk Management Plan be noted.

3 2018-19 DRAFT BUDGET, COUNCIL TAX AND MEDIUM TERM FINANCIAL PLAN

The Head of Finance introduced the report which provided an update on the Authority's draft 2018-19 budget and the current approved Medium Term Financial Plan (MTFP). The Authority was required to approve an annual budget and set a council tax precept by mid-February. Members were informed that this was the first of two budget reports and that the final report would be considered by the Authority in February 2018.

She highlighted changes since the setting of the budget for 2017-18. Changes included:

- the Authority's decision to delay implementing changes at Crewe and Ellesmere Port pending a review, with the shortfall in savings being funded from reserves;
- Approval from the Authority for the training centre programme and Sadler Road requirements subject to successful procurement being undertaken at an estimated cost of £9m;
- A 2% pay award for firefighters from July 2017 (and a further 3% from April 2018 offered but not yet agreed with the trade union).

The Head of Finance also informed Members that very little had been mentioned concerning fire and rescue services in the Chancellor's autumn budget. She highlighted that there was no indication of further funding for the pay awards from the Government.

She informed Members that the estimated £9m cost for the training centre project, alongside the annual replacement and maintenance capital schemes, would utilise all reserves earmarked for capital purposes within the next few years. She advised that the alternative option would be for Members to borrow and that Item 6 – Capital, Reserves and Borrowing contained further information on this option.

A Member queried whether further details could be provided for Members concerning the savings listed in the overview of the MTFP 2016-17 to 2020-21, attached as Appendix 1 to the report. The Head of Finance confirmed that further details would be included in the February 2018 report to Members.

A Member referenced the 2% pay award and highlighted that members of the Fire Brigades Union did not want the Fire Authority to pay for these increases. The Chair informed Members that this point had been made nationally and that MPs were lobbying in relation to the funding of pay increases.

RESOLVED: That

- [1] the information relating to the 2018-19 budget setting together with the MTFP be noted.**

4 ANNUAL AUDIT LETTER FOR CHESHIRE FIRE AUTHORITY: YEAR ENDED 31ST MARCH 2017

The Director of Governance and Commissioning informed Members that representatives from Grant Thornton had sent their apologies for the meeting and that he would present the report in their absence. He explained that the Annual Audit Letter provided an overall summary of the audit carried out by the External Auditors. The letter summarised the key findings which had been highlighted at the September meeting when the Audit Finding Report was prepared by Grant Thornton.

RESOLVED: That

- [1] the Annual Audit letter for Cheshire Fire Authority for the year ended 31st March 2017 be noted.**

5 TREASURY MANAGEMENT - MID YEAR REPORT 2017-18

The Head of Finance introduced the report which provided an update on performance against the Authority's Treasury Management Strategy and sought approval from the Authority for the revised limits to borrowing activity as detailed in paragraphs 14 to 18 of the report.

She informed Members that the Authority's treasury portfolio at the end of September 2017 was in line with expectations. The Authority continued to maintain high levels of cash which were suitably invested. She highlighted that the Authority had investments with Lloyds (£7.05m), Goldman Sachs (£10m) and Santander UK (£5m).

Consideration was now being given to financing the recently approved training centre project from new borrowing, rather than from cash reserves. In view of this, it was recommended that Members amend the currently approved 2017-18 borrowing limits as per the tables in paragraph 16 and 17 of the report to enable new borrowing of up to £9m.

RESOLVED: That

- [1] the Treasury Management – Mid Year Report 2017-18 be noted; and**
[2] the revised limits to borrowing activity as detailed in paragraphs 14 to 18 be approved.

6 CAPITAL, RESERVES AND BORROWING

The Head of Finance introduced the report which outlined the Authority's capital and reserves position. The report also explained the current borrowing context and

sought approval from Members for officers to borrow up to £9m from the Public Works Loan Board (PWLB), when appropriate, using the best available loan option at the time of borrowing.

The Head of Finance drew Members' attention to information within the report concerning capital. She highlighted that the Authority had not received an annual capital grant from the Government since 2014 and that it was unlikely that such a grant would be reintroduced under the current financial constraints. She informed Members that it was estimated that the current level of regular capital expenditure that was required (for fire appliances and operational equipment – with no allowance for IT replacement costs) was circa £1.5m to £2m at current costs.

In relation to capital investment, the Authority had allocated £9m for the training centre project at Sadler Road and the Authority's regular capital expenditure over the next four years was expected to be in the region of £7m. Between £3.5m and £5.5m per new build (at current costs) was also needed to replace two or three of the Authority's existing fire stations. She highlighted that a significant proportion of this capital investment would need to be funded by borrowing.

The Head of Finance drew Members' attention to the Authority's reserves and informed Members that, based on the anticipated levels of capital investment, the reserves set aside for such purposes would be exhausted in 2019-20. She explained that there was still a demand on the capital programme to keep investing to carry out work such as station refurbishments.

She informed Members that the Authority's outstanding debt at 31st March 2017 was £1.9m. She stated that interest rates were increasing and, with no annual capital grant funding, borrowing would be required. She advised that the PWLB offered favourable interest rates and that there were three types of PWLB loans available: annuity, equal instalments of principal (EIP), and maturity. The cost of each type of loan for the sum of £9m was contained within a table in the report, with interest rates included which were applicable as of 20th November 2017. A Member queried whether the interest rates would be fixed and the Head of Finance confirmed that they would.

A Member queried whether officers had considered leasing as an option. She also asked when officers would consider was the right time for the Authority to borrow. The Head of Finance informed Members that leasing was an option officers considered and utilised when viable. Officers were monitoring interest rates daily and were seeking permission from the Authority to borrow now so that a loan could be taken out at the optimum time. She informed Members that she anticipated that it would be before the end of the financial year. A Member indicated that the Authority must take the opportunity to borrow at the appropriate time and that she was satisfied that officers could be authorised to do so.

The Chair concluded that Members had expressed their views and Members were asked to vote on the recommendations. The recommendations were unanimously approved by Members.

RESOLVED: That

- [1] the use of borrowing to fund the training centre project (and associated works) at Sadler Road to preserve reserves for other matters requiring capital expenditure be approved; and**
- [2] the Head of Finance, in consultation with the Chief Fire Officer and Chief Executive, be authorised to borrow up to £9m from the Public Works Loan Board when the time is right and using the best available option at that time.**

7 WRITE OFF OF ASSETS

The Director of Governance and Commissioning introduced the report which requested approval from Members for the write off of assets prior to the commencement of the programme of works at Sadler Road (training centre, vehicle workshop etc.).

A Member queried what officers were going to do with the assets once they were written off. The Director of Governance and Commissioning informed Members that officers would be tasked with securing any potential value from the assets and identifying any items that could be donated.

RESOLVED: That

- [1] the write off of assets valued at £39,896.15 be approved.**

8 CHANGES TO FINANCIAL REGULATIONS AND SCHEME OF DELEGATION

The Director of Governance and Commissioning introduced the report which confirmed the intended arrangements for the provision of financial advice to the Authority. The report sought approval from Members to changes to the Financial Regulations and Scheme of Delegation. Appendix 1 to the report contained the updated Financial Regulations and Scheme of Delegation.

The Director of Governance and Commissioning explained that, following a successful recruitment process, the Authority now had a part-time Treasurer (Section 151 Officer). Members welcomed the new Treasurer who was observing the meeting.

RESOLVED: That

- [1] the arrangements for the provision of financial advice to the Authority be noted;**
- [2] the changes to the Financial Regulations and Scheme of Delegation (attached as appendix 1 to the report) be approved; and**
- [3] the Director of Governance and Commissioning be allowed to make such changes to the Financial Regulations and Scheme of Delegation as**

are necessary to allow the efficient operation of the new arrangement for the provision of financial advice to the Authority.

9 REPLACEMENT OF CHESTER FIRE STATION

The Director of Governance and Commissioning introduced the report which provided an update about the situation concerning the creation of a new fire station on the existing Chester Fire Station site. The report provided the opportunity for the Authority to confirm its intention to create a new fire station on part of the existing Chester Fire Station site and to agree to the marketing of the surplus part of the site.

RESOLVED: That

- [1] the Authority's intention to create a new fire station on the existing Chester Fire Station site be restated; and**
- [2] the marketing of the Authority's land to be released from the redevelopment of the Chester Fire Station site be agreed.**

10 DRAFT PROGRAMME OF MEMBER MEETINGS 2018-19

The report provided Members with details of the proposed programme of Member meetings for 2018-19 for approval.

Meetings were scheduled to tie in with relevant dates for budgetary and policy requirements and to satisfy the requirements of the Fire Authority's constitution. The 2018-19 timetable also included dates for a number of additional Member meetings and planning days to assist Members with diary planning for the coming year.

Members requested that dates be scheduled in the programme of meetings for 2018-19 for the Estates and Property Committee.

RESOLVED: That

- [1] the programme of Member meetings for 2018-19 (attached as Appendix 1) be approved; and**
- [2] dates be added to the programme of meetings for 2018-19 for the Estates and Property Committee.**

Annex - Questions from Members of the Public and Responses

Annex to minutes of Cheshire Fire Authority 6th December 2017

1F Questions from Members of the Public

In accordance with procedural rules no 4.47 to 4.54 questions had been submitted by members of the public from within the area covered by the Authority. The following questions were asked and responded to at the meeting.

Michael Jones:

Could the Chairman please confirm that the accountability in law, regarding any failures to adhere to the Fire and Rescue Services Act, rests fully with the Members of the Fire Authority and that it is they and not the Chief Fire Officer, who would face prosecution, should any criminal charges result, consequent of their decision making, should Cheshire suffer a serious incident.

Furthermore, as the Chief Officer is appointed by the Fire Authority as it's Professional Adviser (a point that is regularly made) does the Authority not have a Vicarious Liability resulting from the acts or omissions of any appointee?

Response:

The Fire Authority is responsible for securing compliance with the obligations in the Fire and Rescue Services Act 2004. The duties and powers contained in the Act are supplemented by the Fire and rescue national framework for England, which contains a requirement to hold the Chief Fire Officer and Chief Executive to account for the delivery of the fire and rescue services.

It is difficult to provide a meaningful response in relation to the other legal points raised and I don't propose to speculate about such matters.

In accordance with the Constitution the questioner asked a supplementary question summarised as follows:

As the Fire Authority, almost in it's entirety is in attendance today; could I ask through the chair if each and every individual member is not only fully conversant with but also equally comfortable with their legal responsibilities, under the Fire Service Act 2004; with regards the provision of Fire Services to the whole of Cheshire, Halton and Warrington. For the avoidance of doubt, perhaps the Chairman could request a show of hands from members in this regard?

The Chair stated that he did not propose to ask Members to provide a response at the meeting. He confirmed that a written response would be provided in due course.

Andy Spencer:

The below question relates to the proposal to down grade Ellesmere Port Fire Station to 1 Appliance, Whole Time Crew, and 1 On Call Crew.

On how many occasions, in the last 12 Months, have each of the nearest On Call Stations to Ellesmere Port Fire Station failed to provide cover or be available. As a percentage of available time but also the number of occasions please for each Station. (Malpas, Frodsham, and Tarporley)

Currently Chester and Ellesmere Port whole time Appliances cover the deficiencies at the above Stations demonstrating that the On Call Model is not a viable proposition for Ellesmere Ports second appliance as this pump regularly supports the above detailed on call pump deficiencies. The attempts to recruit on call personnel for Ellesmere Ports proposed On Call Pump have proven unsuccessful, to date, as in other areas of the County.

The On Call Model is simply not fit for purpose and is not a viable option at Ellesmere Port given the associated risk register.

Response:

I set out below some statistics which I hope answer your question about the percentage of time and occasions that the on-call appliances at Frodsham, Malpas and Tarporley were not available. The statistics cover the 12 month period ending on 31st October 2017.

For the purpose of compiling these statistics an appliance is deemed to be available whenever there are at least three firefighters capable of being mobilised to an incident. For the majority of the time that an appliance is available there will be at least four firefighters capable of being mobilised to an incident. Whenever three firefighters are available the appliance cannot be mobilised to the full range of incidents.

Table 1: Percentage of time the appliance was not available.

Time period	Station	% Time Not Available
<i>Nov 2016 – October 2017</i>	<i>Frodsham</i>	<i>24.19%</i>
<i>Nov 2016 – October 2017</i>	<i>Malpas</i>	<i>19.14%</i>
<i>Nov 2016 – October 2017</i>	<i>Tarporley</i>	<i>30.86%</i>

Table 2: Number of occasions that the individual appliances were not available.

Time period	Station	Count of occasions	Total period
Nov 2016 – October 2017	Frodsham	331	2,119 hours
Nov 2016 – October 2017	Malpas	411	1,676 hours
Nov 2016 – October 2017	Tarporley	565	2,703 hours

These figures are, in themselves, not particularly meaningful as the occasions are not of equal duration. In order to provide further context a column has been added which shows the total length of time that the appliances have not been available. These figures can be worked back to the figures in Table 1.

In accordance with the Constitution the questioner asked a supplementary question summarised as follows:

CFRS Standard Operational Procedures indicate an immediate 4 pump Attendance to Cloudburst incidents under CIMA and COMAH regs. How can the Authority guarantee such an immediate attendance given the significant reduction in Whole time Appliances.

The Community Risk Register identifies a significant number of Sites in the Ellesmere Port area 7 in total.

The Chair indicated that a written response would be provided in due course.

A list of questions had been submitted by Victoria Allman. She did not attend the meeting. The Chair confirmed that response would be sent to Ms Allman. The questions and responses appear below:

1. I note from your financial statement that the authority has approximately £18 million in short term investments. I would be grateful for a full explanation of:

a) Why the authority feels it should tie up £18million in short investments?

The Treasury Management Strategy was approved by the Authority at its February meeting and all investments are within the approved Strategy. This emphasises the security of any investment.

b) Why the Authority has invested in short term investments?

When funding is received it does not always match the dates spend is incurred. To maintain a steady cash flow and to earn interest on funds not immediately required, any surplus funds are invested to earn interest until needed which may only be later in the month to cover pay for example. On 31 March 17 the date of the Statement of Accounts, the Authority held £18m which was invested on this basis in short-term investments (i.e. up to one

year). This also allows for flexibility over interest rates and minimises exposure to risk.

c) What are the types of short term investments and with whom?

Santander UK PLC	2,506,130.14
Goldman Sachs	8,018,050.96
Bank of Scotland (Lloyds)	8,052,732.13
	<u>18,576,913.23</u>

d) What is the purpose of these short term investments?

To earn interest on funds until they are required and spread the risk of cash held over a number of counter-parties.

e) Why are you not using this £18million reserve to mitigate the effects of loss of grant from central government?

The £18m is not a reserve but cash held on 31 March 2017. This cash is used for the day to day running of Cheshire Fire and Rescue Service. The level of cash held on any day is dependent on when income is received and when payments, including pay and pensions, are made.

f) What financial advice did the authority seek before making these short term investments?

Warrington Borough Council acts as the Authority's advisor on Treasury Management. The suggested Treasury Management Strategy for 2017/18 is informed by Warrington Borough Council treasury officers' views on interest rates and other financial matters, supplemented with leading market forecasts provided by Warrington Borough Council's external treasury management advisor (Capita/Link).

2. I further note that the merging of the support staff has incurred an additional £1million increase compared to last year's cost of support services.

The merger of the Support Services has not cost an additional £1m. During 2016/17 only IT Services fully merged and savings were achieved. The remaining services will transfer during 2017/18. The Statement of Accounts is prepared under the International Financial Reporting Standards and includes both actual and notional costs as explained in answer to question 2b.

a) Is the additional £1 million a one off cost or an ongoing year on year cost?

Both

b) What is the breakdown of this extra £1million expenditure?

The main areas are:

<i>Facilities</i>	<i>+</i> £200k	<i>One-off expenditure including air conditioning for station end IT equipment £88k & Asbestos Removal from Stations £99k</i>
<i>People and Development</i>	<i>+</i> £215k	<i>Introduction of the apprentice scheme + £98k / staff costs +£87.5k higher than 2015/16 cost (less vacancies and development of WM programme) / training costs +£19k</i>
<i>IAS19</i>	<i>+</i> £600k	<i>This is a notionally calculated figure showing potential pension cost but it is not actual expenditure. It is included in the accounts as a statutory pension cost adjustment per the IAS 19 actuarial valuation.</i>

There are other minor over and underspends within support services.

c) Why has the merging of support staff produced an addition cost rather than a savings as one would expect?

The support services line within the accounts referred to only includes ICT where the service is provided by Cheshire Police from November 2016. There was a saving in this area for 2016/17.

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MINUTES OF THE MEETING OF THE ESTATES AND PROPERTY COMMITTEE held on Wednesday, 6 December 2017 at Lecture Theatre - Fire Service Headquarters, Winsford, Cheshire at 2.00 pm

PRESENT: Councillors E Johnson, D Mahon, J Mercer, K Mundry, S Nelson and T Sherlock

1 PROCEDURAL MATTERS

A Apologies for absence

Apologies for absence were received from Councillor G Merry and Independent Member L Thomson.

B Declarations of Members' Interests

There were no declarations of Members' interests.

C Minutes of the Estates and Property Committee

RESOLVED: That

[1] the minutes of the meeting of the Estates and Property Committee held on Wednesday 1st November 2017 be confirmed as a correct record.

2 EXCLUSION OF PRESS AND PUBLIC

RESOLVED:

That under Section 100(A) (4) of the Local Government Act 1972, as amended by the Local Government (Access to Information) Order 2006, the press and public be excluded from the meeting for Item 3: Appointment of Contractors and Design Team – Training Centre Programme on the ground that it involves the likely disclosure of exempt information as defined in Schedule 12A of the Act:

(3) Information relating to the financial or business affairs of any particular person (including the authority holding the information)

3 APPOINTMENT OF CONTRACTORS AND DESIGN TEAM - TRAINING CENTRE PROGRAMME

The Director of Governance and Commissioning presented the report to Members, which contained details of the procurement activity to date relating to the Training Centre Programme to allow Members to consider the appointment of the design and build contractor.

RESOLVED: That

- [1] officers be authorised to enter into a contract with ISG Construction Limited for the first stage (involving concept design and cost plan) as well as necessary surveys.**



MINUTES OF THE MEETING OF THE BRIGADE MANAGERS' PAY AND PERFORMANCE COMMITTEE held on Wednesday, 10 January 2018 at Leadership Team Conference Room - Fire Service, Clemonds Hey, Winsford, CW7 2UA at 10.00 am

PRESENT: Councillors G Merry, S Nelson, S Parker, B Rudd and M Tarr

1 PROCEDURAL MATTERS

A Apologies for Absence

Apologies for absence were received from Councillor D Flude and Councillor G Merry.

B Declaration of Members' Interests

There were no declarations of interest.

C Minutes of the last meeting

RESOLVED: That

The minutes of the meeting of the Brigade Managers' Pay and Performance Committee, held on 1st November 2017, be confirmed as a correct record.

2 EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED: That

Under Section 100 (A) (4) of the Local Government Act 1972, as amended by the Local Government (Access to Information) Order 2006, the press and public be excluded from the meeting for the item of business listed below on the grounds that it involves the likely disclosure of exempt information as defined in Schedule 12A to the Act in the paragraph indicated.

Item 3

Principal Officer Remuneration Review

Paragraph

(1) Information relating to any individual

3 2018 PRINCIPAL OFFICER REMUNERATION REVIEW

The Independent HR consultant presented his report to Members which provided high level background to the remuneration context and details of the process to be followed in the 2018 Brigade Manager remuneration review.

The Independent HR consultant informed Members that there was a contractual requirement to review the remuneration arrangements of the Chief Executive/Head of Paid Service in the role of 'Chief Fire Officer' and its other Principal Officers (Brigade Managers) under the two track approach to pay and conditions, defined in paragraphs 10 and 11 of the '*NJC for Brigade Managers of Local Fire and Rescue Services; Constitution and Schemes and Conditions of Service*' (the Gold Book).

Members had previously agreed to review remuneration levels of Brigade Managers annually to ensure that the packages reflected current market factors and were set at a fair and appropriate rate.

The HR consultant presented a series of datasets and analysis to Members at the meeting and also provided a detailed presentation in respect of the review which included details of background research regarding the remuneration packages of Principal Officers in the UK.

RESOLVED: THAT

- [1] there will be no change to the base pay structure for the Chief Fire Officer and Chief Executive or Deputy Chief Fire Officer;**
- [2] under the two track approach no local award be given to increase base salaries for 2018; and**
- [3] a further meeting of the Brigade Managers' Pay and Performance Committee be scheduled within the next 6 months to consider whether it would be appropriate to make recognition payments in light of national pay negotiations and the delivery of local reform initiatives from the 2017 performance year.**



MINUTES OF THE MEETING OF THE GOVERNANCE AND CONSTITUTION COMMITTEE held on Wednesday, 31 January 2018 at Lecture Theatre - Fire Headquarters, Cheshire at 10.00 am

PRESENT: Councillors M Biggin, E Johnson, D Marren, R Polhill, S Wright and L Thomson

1 PROCEDURAL MATTERS

A Recording of Meeting

Members were reminded that the meeting would be audio-recorded.

B Apologies for Absence

Apologies were received from Councillor D Beckett.

C Declarations of Members' Interests

There were no declarations of Members' interests.

D Minutes of the Governance and Constitution Committee

RESOLVED: That

[1] the minutes of the meeting of the Governance and Constitution Committee held on Wednesday 8th November 2017 be confirmed as a correct record.

2 STATEMENT OF ASSURANCE - ACTION PLAN PROGRESS UPDATE 2017-18

The Director of Governance and Commissioning introduced the report which provided an update on the small number of actions identified in the Statement of Assurance Action Plan 2017-18.

He drew Members' attention to Appendix 1 which contained a progress update on three areas highlighted for improvement:

- Policy management – building on the work undertaken in 2017 and completing a comprehensive review of all corporate key policies
- Relaunch of the Partnership Toolkit, policy and governance model
- Focus on initiatives highlighted in the Environmental Strategy 2014-20 supporting the achievement of 40% carbon emissions reduction target by 2020

He informed Members about the impact of the Blue Light Collaboration Programme on policy management. As a result of the creation of the new joint service teams,

ownership of policies and the review/approval process were being revisited. This would ensure that policies were kept up-to-date and published in a timely fashion. He also mentioned that, where possible, the processes and policies of the two organisations would be aligned.

The Director of Governance and Commissioning informed Members that work on the Partnership Toolkit was ongoing following an internal audit in 2017. He also advised Members that updates had not been reported to Members for some time concerning progress against the Environmental Strategy 2014-20. This was due to the loss of a key member of staff and uncertainty surrounding the role due to the Blue Light Collaboration Programme. However, the post was now filled and a carbon management report would be taken to Members in the near future.

Members also discussed potential options for improving the energy efficiency of the Service's fire stations which were due to be refurbished in the near future. Pitched roofs, insulation and cladding, solar panels and ground source heat pumps were all mentioned by Members for officers to consider incorporating into the station refurbishment plans.

Members requested that a session be included at the next Members' Planning Day concerning the Service's Environmental Strategy, with particular focus on how the Service measures carbon dioxide emission reduction and proposals for increasing the energy efficiency of the Service's fire stations.

RESOLVED: That

[1] the Statement of Assurance – Action Plan Progress Update 2017-18 be noted.

3 REVISED MEMBERS' CODE OF CONDUCT

The Director of Governance and Commissioning presented the report which contained an updated draft of the Members' Code of Conduct (the Code) for consideration and an updated version of the Declaration of Interest Form (the Form) for review.

He referred Members to Appendix 1 to the report which contained an updated draft of the Code. He highlighted the inclusion of wording concerned with information and confidentiality and a revised section dealing with declarations of interests and participation in meetings.

A Member asked if further clarity could be provided surrounding disclosures associated with family members and close associates i.e. captured on the Form but stated at a meeting. It was agreed by the Committee that a note could be included.

A Member highlighted that paragraph (b) under section '2.2 Information and Confidentiality' contained information which was already included in paragraph (a) under '5. Openness' within '2. General Obligations'. It was agreed that paragraph (b) would be removed.

A Member queried whether all Fire Authority Members should be required to sign to accept the Code. Members discussed this and it was agreed that a section should be included in the Form for Members to sign declaring that they had received and agreed to abide by the Code. Members also requested that the updated Code and Form be taken to the next Members' Planning Day and changes be highlighted to all Members.

Members also discussed the information about the Law in Appendix 4 to the Code and it was agreed that it should be removed as it could cause confusion.

RESOLVED: That

- [1] the revised Code of Conduct be approved and referred to the Fire Authority for adoption subject to:**
- **The inclusion of a note to make it clear that declarations about the interest of a family member or close associate need only be made at a meeting, not on the Declaration of Interest Form;**
 - **The removal of paragraph (b) under section '2.2 Information and Confidentiality';**
 - **The removal of the Appendix 4; and**
- [2] the revised Declaration of Interest Form be approved, subject to the inclusion of a section for Members to sign declaring that they had received the Code and agreed to abide by it.**

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**NOTES OF THE MEETING OF THE MEMBER TRAINING AND DEVELOPMENT GROUP
held on Tuesday, 19 December 2017 at Leadership Team Conference Room - Fire
Service, Clemonds Hey, Winsford, CW7 2UA at 10.30 am**

PRESENT: Councillors D Flude, S Parker and M Tarr

1 APOLOGIES

Apologies for absence were received from Councillor M Simon and L Thomson.

2 NOTES FROM THE PREVIOUS MEETING

RESOLVED THAT:

The notes of the meeting held on 5th October 2017 be approved as a correct record.

3 MEMBER DEVELOPMENT PROGRAMME 2017-18 - QUARTERLY MONITORING

The Member Training and Development Group were asked to review progress against the 2017-18 Member Development Programme.

The Governance and Corporate Planning Manager (G&CPM) presented the report and provided an update on the delivery of the programme. She informed the Group that a number of sessions planned for the Autumn had been deferred for various reasons. Finance and Risk Management induction sessions would be scheduled for early in the new year and Democratic Services would look for a date prior to the February FA meeting so that new Members have a better understanding of the budget process prior to approving it at the February meeting. It was proposed that all Members be invited to the Finance session as a refresher on the Authority's budget process as a number of Members had identified Finance in their personal development plans.

Members also discussed the implementation of the HRMICFRS inspection framework and the G&CPM provided information on the proposed inspection programme and framework including the pilot inspections, dates for the inspection tranches and the three main themes that the inspection would focus on: efficiency, effectiveness and people. Members requested that a brief update be provided at the January Planning Day and that a dedicated session on the inspection process etc be arranged in April 2017.

RESOLVED: THAT

[1] progress on delivery of the 2017-18 Member Training and Development Programme be noted; and

- [2] a session on the HMICFRS Inspection process be scheduled into the programme in April 2018.**

**4 MEMBER DEVELOPMENT STRATEGY 2017-18 IMPLEMENTATION PLAN :
QUARTERLY MONITORING**

The G&CPM introduced the report which provided an update on progress made in respect of the Strategy's implementation plan. She explained that the delivery of the majority of objectives were on track.

It was noted that, in respect of objective 1, the Members Personal Development Reviews (PDRs) would commence in January 2018. Members queried if there were any outstanding development needs from the previous years review. The G&CPM explained that the majority of development needs were delivered through the Member Training and Development Programme but there were some individual needs that were in Members personal development plans that had not been delivered. As part of the 2018 review process the Learning Development Adviser would review last year's plans with individual Members to identify any needs that had not been met. A Member requested that Officers consider the delivery of specific training for Members of the Estates and Property Committee to assist them in their roles on the Committee.

The G&CPM also provided Members with an update on the development of survey questions and explained that it was proposed that all Members be provided with the link to survey monkey to complete the survey. A reminder to complete the survey would also be included in the PDR process. Members discussed the proposed questions and the Chair asked for a question to be added to ask Members what they thought was the one most important thing that they had gained from Member Development. An updated copy of the questions would be distributed to the group following the meeting for final review prior to the survey launch in Mid-January.

RESOLVED: THAT

- [1] the report be noted; and**
- [2] a review of Members 2017 Personal Development Plans be included in the review process for 2018.**

5 REVIEW OF MEMBER CHAMPION ROLES

One of the objectives on the Member Development Strategy was to review/refresh the roles and responsibilities of Members Champions to ensure that they still supported the Authority's overarching role in the changing environment in which it operated. A copy of the current Member Champion roles and responsibilities was provided for Members to discuss and review.

Members felt that some of the roles no longer fulfilled the Authority's needs and were not the most effective use of both Members and Officer resources. Members requested that the G&CPM liaised with the relevant HoDs for each of the Member

Champion roles to develop a role description for those Member Champion roles that would be required in the future. Members also discussed if a dedicated Member Champion role should be created to align to the implementation of the HMICFRS inspection framework to ensure that there was a clear link to the Fire Authority, although it was noted that it would be essential for all Members to be kept fully informed of the Authority's work on the inspection requirements.

RESOLVED: THAT:

- [1] further work on the development of role descriptions for all Member Champion roles be carried out and reported back to the next meeting of the group in March 2018.**

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CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: CHIEF FIRE OFFICER AND CHIEF EXECUTIVE
AUTHOR: GRAEME WORRALL

SUBJECT: CONSULTATION ON POTENTIAL INCREASE IN
PRECEPT OF 2.99% FOR 2018-19

Purpose of Report

1. This report provides an update on the consultation on a proposed increase in Cheshire Fire Authority's precept of 2.99% for the financial year 2018-19, ahead of the outcomes of the consultation being reported.

Recommended: That

[1] this update report be noted.

Background

2. As part of the consultation on its draft annual action plan for 2018-19 (IRMP 15), the Authority consulted on a proposed increase in its precept of 1.99%.
3. On the 19th December, the Government announced that local authorities – including fire and rescue authorities – would be afforded some additional flexibility as part of the financial settlement for 2018-19 and 2019-20. This flexibility would see an increase in the threshold set by the Government regarding increases in council tax, above which a precepting authority would be required to hold a public referendum to obtain a mandate for their proposed increase. The referendum limit was raised from 2% to 3%.
4. As this announcement was made at a very late stage in the Authority's regular consultation process and the proposed increase for 2018-19 was explicitly stated as 1.99% in the draft IRMP 15, it was deemed prudent to consult further on a specific proposal to increase the precept by 2.99% to allow the findings to be considered as part of the Authority's budget setting process.

Information

5. The consultation launched on Monday 15th January and will last for four weeks, concluding on Monday 12th February. An online survey was launched for residents and for staff which asked for views on the following question:

“Do you support Cheshire Fire Authority’s proposal to increase its share of council tax in 2018/19 by 2.99%?”

6. The results below provide interim feedback on the consultation as of Friday 2nd February.
7. A total of 894 public responses and 30 staff responses have been received through the consultation to date. 65% of the public and 60% of staff supported the proposed increase. 35% of public respondents and 40% of staff did not support this proposal. These figures are not quite as favourable as those received in the feedback on the proposal to increase the council tax precept by 1.99% in the draft IRMP 15.
8. Demographically, public responses have been split with 359 respondents from Cheshire East, 277 from Cheshire West and Chester, 105 from Halton and 94 from Warrington. 59 respondents did not indicate their location.
9. As per previous consultations, it is possible to apply some statistical analysis as a guidance to assess the robustness of the data. This level of response from the public ensures a margin of error of +/- 3.3% at a confidence interval of 95%.
10. The consultation also asked for any comments relating to this proposal and these will be provided as part of the outcomes report. This report will also include the final results.

Financial Implications

11. This report is financial in nature.

Legal Implications

12. It was appropriate to consult on the proposed increase in precept.

Equality and Diversity Implications

13. None

Environmental Implications

14. None

**CONTACT: JOANNE SMITH, FIRE SERVICE HQ, WINSFORD
TEL [01606] 868804
BACKGROUND PAPERS: NONE**

CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: HEAD OF FINANCE
AUTHOR: WENDY BEBBINGTON

SUBJECT: TREASURY MANAGEMENT STRATEGY AND PRACTICES 2018-19

Purpose of Report

1. This report seeks approval for the Treasury Management Strategy and Practices for the year 2018-19. This is a requirement of guidance issued by the Department of Communities and Local Government (DCLG), the CIPFA Treasury Management Code and the CIPFA Prudential Code. It also assists the Authority in showing its compliance with requirements contained in the Local Government Act 2003.

Recommended: That

- [1] approval be given to the Authority's Treasury Management Strategy for the year 2018-19;
- [2] the Authority's approach to treasury risk management and its Treasury Management Practices be approved; and
- [3] the Authority's prudential indicators including the Authorised Limit and Operational Boundary be approved.

Treasury Management Strategy for 2018-19

2. The Treasury Management Strategy ('the Strategy') for 2018-19 (attached as Appendix 1 to this report) is comprised of three main elements, namely:
 - Borrowing Strategy (paragraphs 43 to 49 of the Strategy)
 - Annual Investment Strategy (paragraphs 56 to 71 of the Strategy)
 - Minimum Revenue Provision (MRP) Strategy (paragraphs 17 to 22 of the Strategy)
3. The Strategy is required in order to comply with the Local Government Act 2003, the CIPFA Treasury Management Code of Practice, the CIPFA Prudential Code and the latest guidance from the Government covering investments and Minimum Revenue Provision.

4. CIPFA has recently reviewed and revised its Treasury Management Code of Practice and the Prudential Code. Changes are not wide ranging, most significant is the introduction of a capital strategy requirement which CIPFA acknowledges will be implemented by many organisations for the 2019/20 budget cycle. This is due to the requirement being introduced late in the current budget planning cycle.
5. Another notable change is the inclusion of requirements for non-treasury investments for example the purchase of property with a view to generating income. Such purchases could involve undertaking external borrowing to raise the cash to finance these purchases, or the use of existing cash balances. This type of income generation is not within usual fire service business and the change is therefore unlikely to impact on the Fire Authority.
6. CIPFA has also made some changes to prudential indicators, which are now incorporated into this report along with other revisions and amendments to the codes.
7. Under The Markets in Financial Instruments Directive (MiFID II) Regulations, the Financial Conduct Authority is now obliged to treat all Local Authorities (which includes the Fire Authority) as “retail clients” under European Union legislation. However, the regulator does offer the option to “opt up” to an Elective Professional Client if the authority meets certain criteria. There are no new “protections” for retail counterparties under MiFID II compared to the current MiFID regime. As such, opting up to Elective Professional Client status does not result in losing any current protections. By opting up, we will continue to maintain the status quo in terms of the investments that we currently use. If we chose not to opt up, we may lose access to Money Market Funds (MMF) and other pooled vehicles that we currently use, as they may not have been set up to deal with retail counterparties.
8. MiFID II was introduced on 3rd January 2018. This only applies to regulated products which include MMF and other investment funds, Certificate of Deposits, Gilts and Corporate Bonds. It does not apply to simple term deposits. After taking advice from the Authority’s treasury advisors, the Authority has “opted up” to Professional Client status with the only MMF on its current counterparty list, Standard Life Investments liquidity Fund. To opt up, the Authority demonstrated that cash balances are in excess of £10m and there is a professional resource within the organisation, equipped to be able to make daily treasury investment decisions.
9. The Strategy also provides context to inform the three individual elements.

Borrowing Strategy

10. The Borrowing Strategy for the Authority reflects the current approach that while interest rates for investments remain low, the Authority will finance its capital programme from cash balances as far as possible. The Authority has however approved the use of borrowing to fund its

training centre project (and associated works) at Sadler Road in order to preserve reserves for other matters requiring capital expenditure.

11. The Authority's current borrowing is almost exclusively with the Public Work Loans Board (PWLB) and this will continue to be the preferred source of future borrowing.

Annual Investment Strategy

12. The Annual Investment Strategy explains that the overarching principle is to ensure that the Authority is prudent in its investment decisions, whilst trying to maximise returns.
13. The Annual Investment Strategy also sets out the investment instruments used by the Authority, and how the Authority uses credit ratings to help determine which institutions to invest in.
14. The Authority will avoid locking into long term investments whilst interest rates remain at their current low levels, and will limit investments over one year to a maximum of £5 million.

Minimum Revenue Provision (MRP)

15. All authorities have a legal requirement to set money aside to cover the repayment of debt, and this is known as the Minimum Revenue Provision (MRP). The amount of MRP charged needs to be a prudent amount. The broad aim of this is to ensure that debt is repaid over a period that is either reasonably commensurate with that over which capital expenditure provides benefits, or, in the case of borrowing supported by formula grant, reasonably commensurate with the period implicit in the determination of the grant.
16. It is proposed that the Authority continues to set the MRP at 6.7% of the opening Capital Financing Requirement (CFR) in respect of its existing CFR. This is considered to be a prudent and sustainable approach, however the 6.7% level remains subject to review.
17. Any future new borrowing will, under delegated powers (known as prudential borrowing), be subject to MRP under option 3 of the Government Guidance. It will be charged over a period which is reasonably commensurate with the estimated useful life applicable to the nature of expenditure, using the equal annual instalment method. For example, borrowing in respect of capital expenditure on the new Training Centre Project will be related to the estimated life of that asset.
18. The policy will be reviewed on an annual basis. If it is ever proposed to vary the terms of the original statement during any year, approval from the Authority will be required.

Risk Management

19. The identification, understanding and management of risk are a significant part of the Authority's treasury management activities. Risk

management is, and has been for a number of years, well embedded in the area of treasury management.

20. To avoid the Authority suffering loss as a result of its treasury management activities, a number of risk management procedures are in place. These procedures are based on the principles that security of deposit is paramount, and there is a need to maintain liquidity. Returns should be commensurate with these principles.

21. Key risks are:

a. Counter-Party Risk

Counter-parties is the term used for another party to an agreement or contract. In the context of this risk, this means a body with whom we have invested surplus funds. The risk is that an amount deposited by the Authority will not be repaid in full when it becomes due.

When selecting counter-parties the avoidance of loss of principal is regarded as paramount. This is achieved by having in place formal policies and procedures that ensure that the risk of a potential loss of principal through the default of a counter-party is reduced to an appropriate level. Those policies include setting minimum requirements on the financial standing of counter-parties and an upper limit on the amount that can be deposited with an individual counter-party or group of related counter-parties.

b. Liquidity Risk

This risk is that cash will not be available when it is required to meet the Authority's obligations.

To mitigate that risk, the Authority prepares and monitors a cashflow forecast which identifies expected inflows and outflows. The purpose of preparing the forecast is to identify the timing, duration and magnitude of any cash surpluses and shortfalls.

c. Refinancing Risk

This risk is that the Authority will be unable to renew its maturing loans or reinvest deposits on reasonable terms.

This risk is managed to an acceptable level by ensuring that the maturity profile of the Authority's long term loans portfolio remains relatively even. The Authority also tries to avoid having a number of large deposits maturing on the same day.

d. Legal and Regulatory Risk

This is the risk that one of the parties to an agreement will be unable to honour its legal obligations to the other party.

When investing its cash balances, the Authority adheres to the guidance issued by DCLG which defines and encourages a prudent investment policy, particularly in relation to security (protecting invested

capital sums from loss) and liquidity (keeping funds readily available to meet immediate expenditure needs).

e. Prevention of Fraud, Error and Collusion

All loans and deposits are made on the Authority's behalf by the Head of Finance or another nominated officer. Every deal is also recorded and reconciled within the Authority's general ledger and bank account by one officer and approved by another officer (segregation of duties)

Treasury Management Practices for 2018-19

22. It is a requirement of the CIPFA Treasury Management Code that the Authority maintains and reviews Treasury Management Practices (TMPs). The TMPs are a substantial set of documents and have not been included with these papers but have been made available on the Authority's website for Member consideration. They demonstrate in some detail the way in which the Authority meets its requirement to properly manage its treasury management activities.

Prudential Indicators for 2018-19

23. The Prudential Indicators ('the Indicators') are included in Appendix 1 at paragraphs 9 to 16 and 24 to 32.
24. Performance against the Indicators demonstrates that the Authority's strategy in relation to capital expenditure and investment is prudent and robust. The Indicators deal with the Authority's position in relation to capital expenditure and capital financing requirement, net borrowing, limits on borrowing, and the impact on revenue.
25. In addition the Indicators confirm the prudence and sustainability of the Authority's Treasury Management Strategy and help set a framework of prudence within which the Authority will continue to operate.

Treasury Management Performance Reporting

26. In accordance with both the requirements of the Prudential Code and the CIPFA Code for Treasury Management in the Public Services, the Authority will receive:
- i) A mid-year treasury management report – this will update members with the progress of the capital position, amending prudential indicators as necessary, and whether any policies require revision.
 - ii) An annual treasury report – this provides details of a selection of actual prudential and treasury indicators and actual treasury operations compared to the estimates within the strategy.

Legal Implications

27. The approval of the Treasury Management Strategy and Treasury Management Practices is a legal requirement. They provide officers with a clear framework within which to operate.

Financial Implications

28. The report is financial in nature.

Equality and Diversity Implications

29. There are no differential impacts identified on any section of our community in relation to this report.

Environmental Implications

30. There are no specific environmental implications identified in relation to this report.

APPENDIX 1

2018-19 TREASURY MANAGEMENT STRATEGY

INTRODUCTION

1. The Local Government Act 2003 (the Act) and supporting regulations requires the Authority to 'have regard to' the Chartered Institute of Public Finance and Accountancy's (CIPFA) Prudential Code and the CIPFA Treasury Management Code of Practice to set prudential indicators for the next three years to ensure that capital investment plans remain affordable, prudent and sustainable.
2. The Act requires the Authority to prepare a Treasury Management Strategy (the Strategy) for borrowing and to prepare an Annual Investment Strategy (as required by Investment Guidance issued subsequent to the Act). This sets out the Authority's policies for managing its investments and for giving priority to the security and liquidity of those investments.
3. The Authority's strategy is prepared having regard to the Department of Communities and Local Government (DCLG) Guidance on Local Government Investments ("the Guidance"), which came into effect from 1 April 2010.
4. The strategy also includes the Authority's 2018-19 Minimum Revenue Provision Strategy.
5. CIPFA has recently reviewed and revised its Treasury Management Code of Practice and the Prudential Code. Changes are not wide ranging, most significant is the introduction of a capital strategy requirement which CIPFA acknowledges will be implemented by many organisations for the 2019/20 budget cycle. This is due to the requirement being introduced late in the current budget planning cycle. CIPFA has also made some changes to prudential indicators, which are now incorporated into this report along with other revisions and amendments to the codes.
6. The primary requirements of the Treasury Management Code are as follows:
 - (i) Creation and maintenance of a Treasury Management Policy Statement, which set out the policies and objectives of the Authority's treasury management activities.
 - (ii) Creation and maintenance of Treasury Management Practices, which set out the manner in which the Authority will seek to achieve those policies and objectives.
 - (iii) Reporting Requirements – the Authority is required to receive and approve, as a minimum, three main reports each year, which incorporate a variety of policies, estimates and actuals.
 - Prudential and treasury indicators and treasury strategy:
 - An annual treasury report – this provides details of a selection of actual prudential and treasury indicators and actual treasury operations compared to the estimates within the strategy

- A mid-year treasury management report – this will update members with the progress of the capital position, amending prudential indicators as necessary, and whether any policies require revision.
- (iv) Delegation by the Authority of responsibilities for implementing and monitoring treasury management policies and practices and for the execution and administration of treasury management decisions.
- (v) Where appropriate, delegation by the Authority of the role of scrutiny of the Treasury Management Strategy and policies to a specific named body. The Authority currently retains this role for itself.
7. Up to the end of the 2017-18 financial year, Warrington Borough Council have acted as the Authority's advisor on Treasury Management supplemented with leading market forecasts provided by their own professional treasury advisor, Link Asset Services (formerly Capita Asset Services). From the 2018-19 financial year the new joint Police and Fire Finance team will manage all day to day Treasury Management supported directly by Link Asset Services to ensure the continuity of leading market forecasts and professional treasury advice. The suggested Treasury Management Strategy for 2018-19 is therefore informed by Link Asset Services and officers views on interest rates and other financial matters. The strategy covers two main areas:

Capital Issues

- the capital programme and the capital prudential indicators 2018-19 to 2020-21; and
- the minimum revenue provision (MRP) strategy.

Treasury management issues

- treasury prudential indicators;
- prospects for interest rates;
- the borrowing strategy;
- policy on borrowing in advance of need;
- debt rescheduling opportunities;
- the annual investment strategy;
- policy on use of external service providers; and
- treasury management scheme of delegation.

8. These elements cover the requirements of the Local Government Act 2003, the CIPFA Prudential Code, the DCLG MRP Guidance, the CIPFA Treasury Management Code and the DCLG Investment Guidance

Capital Issues

The Capital Programme and Capital Prudential Indicators 2018-19 to 2020-21

9. The Authority's capital expenditure plan is the key driver of treasury management activity. The output of the capital expenditure plan is reflected in prudential indicators, which are designed to assist members' overview and confirm the plan.

Capital Expenditure Plan

10. This prudential indicator is a summary of the Authority's capital expenditure plan, both those agreed previously, and those forming part of this budget cycle.

2016-17 Actual £000	2017-18 Estimate £000	Capital Expenditure	2018-19 Estimate £000	2019-20 Estimate £000	2020-21 Estimate £000
13,047	3,085		6,356	5,790	2,104

11. The table below shows how the plan is being financed by capital or revenue resources. It is currently assumed that no capital grant will be available. Any shortfall of resources results in a funding borrowing need:

2016-17 Actual £000	2017-18 Estimate £000	Capital Financing	2018-19 Estimate £000	2019-20 Estimate £000	2020-21 Estimate £000
2,576	0	Capital Grants	0	0	0
51	0	Capital Receipts	110	55	56
10,420	3,085	Reserves & Contributions	1,246	1,735	2,048
13,047	3,085	Total Capital Financing	1,356	1,790	2,104
0	0	Borrowing Requirement	5,000	4,000	0

Capital Financing Requirement

12. The Capital Financing Requirement (CFR) indicator is a notional figure which shows the Authority's theoretical need to borrow to fund capital expenditure. Any capital expenditure, which has not immediately been paid for, will increase the CFR.
13. The CFR does not increase indefinitely, as the Minimum Revenue Provision (MRP) is a statutory annual revenue charge which broadly reduces the borrowing need.
14. The CFR includes any other long term liabilities (e.g. PFI schemes, finance leases). Whilst these increase the CFR, and therefore the Authority's borrowing requirement, these types of scheme include a borrowing facility and so the Authority is not required to separately borrow for these schemes.

2016-17 Actual £000	2017-18 Estimate £000	Capital Financing Requirement (CFR)	2018-19 Estimate £000	2019-20 Estimate £000	2020-21 Estimate £000
8,195	7,646	CFR brought forward	7,134	11,656	15,210
		Movement in CFR represented by			
0	0	Net financing need for the year	5,000	4,000	0
(549)	(512)	Less MRP	(478)	(446)	(776)
7,646	7,134	CFR carried forward	11,656	15,210	14,434

Affordability prudential indicators

15. Prudential indicators are required to assess the affordability of the capital investment plan on the Authority's overall finances. The Authority is asked to approve the following indicators contained in this report.

Ratio of financing costs to net revenue stream

16. One of the indicators of affordability is the estimated ratio of the Authority's general fund capital financing costs to its net revenue stream in percentage terms. This indicator shows the proportion of the revenue budget spent on capital financing costs; if the ratio is increasing rapidly over time then a larger proportion of revenue resources is being taken up by capital financing costs, which could be used for other elements of the Authority's budget.

2016-17 Actual %	2017-18 Estimate %	Ratio of financing costs to net revenue stream	2018-19 Estimate %	2019-20 Estimate %	2020-21 Estimate %
1.15	1.21		1.30	1.53	2.34

Minimum Revenue Provision (MRP) Strategy

17. The Authority is required to make an annual provision from revenue to contribute towards the repayment of borrowing. This requirement arises under the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008, which simplifies earlier MRP requirements by placing a duty on the Authority to determine each year an amount of minimum revenue provision, which it considers to be prudent. In order to assist the Authority with this determination, guidance for assessing what would represent a prudent provision has been issued under Section 21 (1A) of the Local Government Act 2003 (The Guidance). The Authority is required to have regard to the Guidance when considering the amount of their annual "prudent" MRP.
18. It is proposed that the Authority continues to set the MRP at 6.7% of the opening Capital Financing Requirement (CFR) in respect of its existing CFR. This is considered to be a prudent and sustainable approach, however the 6.7% level remains subject to review.
19. Any future new borrowing will, under delegated powers (known as prudential borrowing), be subject to MRP under option 3 of the Government Guidance. It will be charged over a period which is reasonably commensurate with the estimated useful life applicable to the nature of expenditure, using the equal annual instalment method. For example, borrowing in respect of capital expenditure on the new Training Centre Project will be related to the estimated life of that asset.
20. The use of this option for certain schemes will also result in a nil MRP charge until the year after that in which all expenditure on the scheme, project or other item of capital expenditure has been fully accrued under proper accounting practices, regardless of the extent of such expenditure that has not been accrued at the end of

the previous financial year. Estimated life periods will be determined using appropriately qualified Officers professional judgement.

21. Based on the current projected capital outturn position for 2017-18, it is expected that this will equate to a charge of approximately £478k for 2018-19.
22. The policy will be reviewed on an annual basis. If it is proposed to vary the strategy during the year, a revised statement will be submitted to the Authority.

Treasury Management Issues

23. The capital expenditure plan above shows the capital funds required by the Authority. The treasury management function ensures that the Authority's cash is organised in accordance with the relevant professional codes, so that sufficient cash is available to meet this requirement. This will involve both the organisation of the cash flow and, where capital plans require, the organisation of appropriate borrowing facilities. The strategy covers the relevant Treasury Prudential indicators, (including the current and projected debt positions) and the borrowing and annual investment strategy.

Treasury Prudential Indicators: limits to borrowing activity

Gross borrowing requirement

24. Within the code there is a key indicator of prudence that ensures that, over the medium term, gross borrowing is only for a capital purpose. This is shown below, and compares gross external borrowing to the total CFR in the preceding year plus the estimates of any additional CFR for the current and next two financial years. Gross external borrowing should not exceed this limit except in the short term.

2016-17 Actual £000	2017-18 Estimate £000	Gross Borrowing Requirement	2018-19 Estimate £000	2019-20 Estimate £000	2020-21 Estimate £000
		External Debt			
2,247	1,914	Debt at 1 April	1,903	6,892	10,012
(333)	(11)	Expected change in Debt	4,989	3,120	0
1,914	1,903	External Debt at 31 March	6,892	10,012	10,012
48	37	Finance Lease	25	13	0
(11)	(12)	Expected change in Finance Lease	(12)	(13)	0
1,951	1,928	Actual Gross Debt at 31 March	6,905	10,012	10,012
7,646	7,134	Capital Financing Requirement	11,656	15,210	14,434
5,695	5,206	Under / (over) borrowing	4,751	5,198	4,422

25. The Head of Finance does not envisage the position indicated above leading to future difficulties for the Authority. This view takes into account current commitments, existing plans, and the proposals in the budget report.

The operational boundary

26. This is the limit which external debt is not normally expected to exceed. In most cases, this would be a similar figure to the CFR, but may be lower or higher depending on the levels of actual debt.

2016-17 Actual £000	2017-18 Estimate £000	Operational Boundary	2018-19 Estimate £000	2019-20 Estimate £000	2020-21 Estimate £000
2,051	2,028	Debt	7,005	10,112	10,112
60	60	Other long term liabilities	60	60	60
2,111	2,088	Total	7,065	10,172	10,172

Authorised Limit for external debt

27. This indicator demonstrates a control on the maximum level of borrowing. This represents a limit beyond which external debt is prohibited, and this limit needs to be set or revised by the full Authority. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term.

2016-17 Actual £000	2017-18 Estimate £000	Authorised limit for external debt	2018-19 Estimate £000	2019-20 Estimate £000	2020-21 Estimate £000
3,951	4,028	Borrowing	9,005	12,112	12,112
100	100	Other Long Term Liabilities	100	100	100
4,051	4,128	Total Authorised Limit	9,105	12,212	12,212

28. In agreeing these limits, it should be noted that the Authorised Limit for 2018-19 will be the statutory limit determined under Section 3 (1) of the Local Government Act 2003. The Government retains an option to control either the total of all authorities' plans, or those of a specific authority, although this power has not yet been exercised.

Maturity structure of debt

29. It is recommended that the Authority sets upper and lower limits for the maturity structure of its debt for the forthcoming year as follows:

Maturity Structure of Authority Borrowing	Lower Limit %	Upper Limit %
Under 12 months	0%	25%
12 months to 2 years	0%	25%
2 years to 5 years	0%	50%
5 years to 10 years	0%	60%
10 years and above	5%	100%

30. The above percentages are the ranges for the projected borrowing maturing in each year out of the total projected borrowing. The indicator is designed to be a control over the Authority having large concentrations of fixed interest rate debt needing to

be replaced at any one time and thus being at risk of having to borrow large amounts when interest rates may be unfavourable.

Fixed interest rate exposure

31. The table below shows the Authority's upper limit for fixed interest rate exposure for the next three years. This indicator shows the percentage of borrowing that can be undertaken at fixed interest rates. Up to 100% of borrowing can be at fixed interest rates. Again, this indicator is set at levels to reduce the risk from interest rate movements.

Upper Limit – Fixed Interest Rate Exposure	2018-19 %	2019-20 %	2020-21 %
Fixed Interest Rates	100	100	100

Variable interest rate exposure

32. The following indicator shows the percentage of borrowing that can be undertaken at variable interest rates. The purpose of the indicator is to restrict variable rate borrowing in order to reduce the risk from sudden movements in interest rates. The Authority sets its upper limit for borrowing at variable rates at 40%.

Upper Limit – Variable Interest Rate Exposure	2018-19 %	2019-20 %	2020-21 %
Variable Interest Rates	40	40	40

Prospects for Interest Rates

33. Link Asset Services (formerly Capita Asset Services), via our 2017-18 appointed Treasury advisors (Warrington Borough Council), have assisted the Authority to formulate a view on interest rates.

Link Asset Services' interest rate forecast

34. The following table gives their central view:

	Dec-17	Mar-18	Jun-18	Sep-18	Dec-18	Mar-19	Jun-19	Sep-19	Dec-19	Mar-20	Jun-20	Sep-20	Dec-20	Mar-21
Bank Rate	0.50%	0.50%	0.50%	0.50%	0.75%	0.75%	0.75%	0.75%	1.00%	1.00%	1.00%	1.25%	1.25%	1.25%
5yr PWLB Rate	1.50%	1.60%	1.60%	1.70%	1.80%	1.80%	1.90%	1.90%	2.00%	2.10%	2.10%	2.20%	2.30%	2.30%
10yr PWLB View	2.10%	2.20%	2.30%	2.40%	2.40%	2.50%	2.60%	2.60%	2.70%	2.70%	2.80%	2.90%	2.90%	3.00%
25yr PWLB View	2.80%	2.90%	3.00%	3.00%	3.10%	3.10%	3.20%	3.20%	3.30%	3.40%	3.50%	3.50%	3.60%	3.60%
50yr PWLB Rate	2.50%	2.60%	2.70%	2.80%	2.90%	2.90%	3.00%	3.00%	3.10%	3.20%	3.30%	3.30%	3.40%	3.40%

35. As expected, the Monetary Policy Committee (MPC) delivered a 0.25% increase in Bank Rate at its meeting on 2 November. This removed the emergency cut in August 2016 after the EU referendum. The MPC also gave forward guidance that they expected to increase Bank rate only twice more by 0.25% by 2020 to end at 1.00%. The Link Asset Services forecast as above includes increases in Bank Rate of 0.25% in November 2018, November 2019 and August 2020.

36. The overall longer run trend is for gilt yields and PWLB rates to rise, albeit gently. It has long been expected, that at some point, there would be a more protracted move from bonds to equities after a historic long-term trend, over about the last 25 years, of falling bond yields. The action of central banks since the financial crash of 2008, in implementing substantial Quantitative Easing, added further impetus to this downward trend in bond yields and rising bond prices. Quantitative Easing has also directly led to a rise in equity values as investors searched for higher returns and took on riskier assets. The sharp rise in bond yields since the US Presidential election in November 2016 has called into question whether the previous trend may go into reverse, especially now the Federal Reserve has taken the lead in reversing monetary policy by starting, in October 2017, a policy of not fully reinvesting proceeds from bonds that it holds when they mature.
37. Until 2015, monetary policy was focused on providing stimulus to economic growth but has since started to refocus on countering the threat of rising inflationary pressures as stronger economic growth becomes more firmly established. The Fed. has started raising interest rates and this trend is expected to continue during 2018 and 2019. These increases will make holding US bonds much less attractive and cause their prices to fall, and therefore bond yields to rise. Rising bond yields in the US are likely to exert some upward pressure on bond yields in the UK and other developed economies. However, the degree of that upward pressure is likely to be dampened by how strong or weak the prospects for economic growth and rising inflation are in each country, and on the degree of progress towards the reversal of monetary policy away from quantitative easing and other credit stimulus measures.
38. From time to time, gilt yields – and therefore PWLB rates - can be subject to exceptional levels of volatility due to geo-political, sovereign debt crisis and emerging market developments. Such volatility could occur at any time during the forecast period.
39. Economic and interest rate forecasting remains difficult with so many external influences weighing on the UK. The above forecasts (and MPC decisions) will be liable to further amendment depending on how economic data and developments in financial markets transpire over the next year. Geopolitical developments, especially in the EU, could also have a major impact. Forecasts for average investment earnings beyond the three-year time horizon will be heavily dependent on economic and political developments.
40. The overall balance of risks to economic recovery in the UK is probably to the downside, particularly with the current level of uncertainty over the final terms of Brexit.
41. Downside risks to current forecasts for UK gilt yields and PWLB rates currently include:
 - Bank of England monetary policy takes action too quickly over the next three years to raise Bank Rate and causes UK economic growth, and increases in inflation, to be weaker than we currently anticipate.
 - Geopolitical risks, especially North Korea, but also in Europe and the Middle East, which could lead to increasing safe haven flows.

- A resurgence of the Eurozone sovereign debt crisis, possibly Italy, due to its high level of government debt, low rate of economic growth and vulnerable banking system.
- Weak capitalisation of some European banks.
- The result of the October 2017 Austrian general election has now resulted in a strongly anti-immigrant coalition government. In addition, the Czech ANO party became the largest party in the October 2017 general election on a platform of being strongly against EU migrant quotas and refugee policies. Both developments could provide major impetus to other, particularly former Communist bloc countries, to coalesce to create a major block to progress on EU integration and centralisation of EU policy. This, in turn, could spill over into impacting the Euro, EU financial policy and financial markets.
- Rising protectionism under President Trump
- A sharp Chinese downturn and its impact on emerging market countries

42. The potential for upside risks to current forecasts for UK gilt yields and PWLB rates, especially for longer term PWLB rates include:

- The Bank of England is too slow in its pace and strength of increases in Bank Rate and, therefore, allows inflation pressures to build up too strongly within the UK economy, which then necessitates a later rapid series of increases in Bank Rate faster than we currently expect.
- UK inflation returning to sustained significantly higher levels causing an increase in the inflation premium inherent to gilt yields.
- The Fed causing a sudden shock in financial markets through misjudging the pace and strength of increases in its Fed. Funds Rate and in the pace and strength of reversal of Quantitative Easing, which then leads to a fundamental reassessment by investors of the relative risks of holding bonds, as opposed to equities. This could lead to a major flight from bonds to equities and a sharp increase in bond yields in the US, which could then spill over into impacting bond yields around the world.

Investment and borrowing rates

- Investment returns are likely to remain low during 2018/19 but to be on a gently rising trend over the next few years.
- Borrowing interest rates increased sharply after the result of the general election in June and then also after the September MPC meeting when financial markets reacted by accelerating their expectations for the timing of Bank Rate increases. Apart from that, there has been little general trend in rates during the current financial year. The policy of avoiding new borrowing by running down spare cash balances has served well over the last few years. However, this needs to be carefully reviewed to avoid incurring higher borrowing costs in the future when authorities may not be able to avoid new borrowing to finance capital expenditure and/or the refinancing of maturing debt;
- There will remain a cost of carry to any new long-term borrowing that causes a temporary increase in cash balances as this position will, most likely, incur a revenue cost – the difference between borrowing costs and investment returns.

Borrowing Strategy

43. The capital expenditure plan provides details of the capital requirement of the Authority. The treasury management function ensures that the Authority's cash is organised in accordance with the relevant professional codes, so that sufficient cash is available to meet this requirement. This will involve both the organisation of the cash flow and, where the capital plan requires, the organisation of appropriate borrowing facilities.
44. In general, the Authority will borrow for one of two purposes – to finance cash flow in the short-term or to fund capital investment over the longer term. The Authority is currently maintaining an under-borrowed position. This means that the capital borrowing need (CFR), has not been fully funded with loan debt as cash supporting the Authority's reserves, balances and cash flow has been used as a temporary measure. This strategy is prudent as investment returns are low and counterparty risk is high.
45. A key aim of the Treasury Management Strategy is to minimise the cost of the Authority's loan portfolio whilst ensuring that the obligation to repay the loan is spread over a period of time. This reduces the impact on the revenue budget of interest payments.
46. Currently the average rate of interest on the Authority's loan portfolio is 4.51%.
47. The Authority is projecting a minimum long term borrowing requirement of £9 million during the life of its Medium Term Financial Plan to 2020-21. The Authority will meet this requirement by borrowing from either the Public Works Loans Board (PWLB), the bond market or other Local Authorities during the strategy period.
48. The Head of Finance will monitor interest rates in financial markets in conjunction with Link Asset Services and adopt a pragmatic approach to changing circumstances, when determining the timing of new borrowing:
 - If it were felt that there was a significant risk of a sharp rise in short and long-term rates, perhaps arising from a greater than expected increase in world economic activity or inflationary pressure, the debt portfolio would be reviewed with the potential action of increasing borrowing to cover the under borrowed position or future known commitments or repayments while rates were still relatively low; and
 - If it were felt that there was a significant risk of a sharp fall in short and long-term interest rates due to a weakening of economic factors; then longer-term borrowing will be postponed until rates were deemed at their lowest and a review of current debt would be undertaken to ascertain the benefit of rescheduling to more competitive loans.
49. Any decisions will be reported to the Fire Authority at the next available opportunity.

Policy on Borrowing in Advance of Need

50. The Authority will not borrow more than or in advance of its needs, purely in order to profit from the investment of the extra sums borrowed. Any decision to borrow in

advance will be within forward approved Capital Financing Requirement estimates, and will be considered carefully to ensure value for money can be demonstrated and that the Authority can ensure the security of such funds.

51. In determining whether borrowing will be undertaken in advance of need the Authority will:
- ensure that there is a clear link between the capital programme and maturity profile of the existing debt portfolio, which supports the need to take funding in advance of need;
 - ensure the ongoing revenue liabilities created, and the implications for the future plans and budgets have been considered;
 - evaluate the economic and market factors that might influence the manner and timing of any decision to borrow;
 - consider the merits and demerits of alternative forms of funding;
 - consider the alternative interest rate bases available, the most appropriate periods to fund and repayment profiles to use; and
 - consider the impact of borrowing in advance on temporarily increased investment cash balances, which would lead to an increase in exposure to counterparty risk.

Debt Rescheduling

52. As short term borrowing rates will be considerably cheaper than longer term fixed interest rates, there may be potential opportunities to generate savings by switching from long term debt to short term debt. However, these savings will need to be considered in the light of the current treasury position and the size of the cost of debt repayment (premiums incurred).
53. The reasons for any rescheduling to take place will include:
- (a) The generation of cash savings and / or discounted cash flow savings;
 - (b) Fulfilment of the borrowing strategy outlined above;
 - (c) Enhancement of the balance of the portfolio (amending the maturity profile and/or the balance of volatility).
54. Consideration will also be given to identify if there is any residual potential for making savings by running down investment balances to repay debt prematurely as short term rates on investments are likely to be lower than rates paid on current debt.
55. All rescheduling will be reported to the Fire Authority at the earliest meeting following this action.

Annual Investment Strategy

56. The aim of our investment strategy is to:
- Maintain capital security;
 - Maintain policy flexibility.

57. The Head of Finance, under delegated powers, will undertake the most appropriate form of investments depending on the prevailing interest rates at the time, taking into account the risks.
58. The Authority invests surplus cash balances only with certain approved organisations, as security of funds is of primary importance. All investments will be made in accordance with the Authority's investment policies and prevailing legislation and regulations.

Investment Policy

59. The Authority will have regard to the Communities and Local Government's Guidance on Local Government Investments and the CIPFA Treasury Management in Public Services Code of Practice and Cross Sectorial Guidance Notes (the CIPFA TM Code). The Authority's principal objectives for investments are security first, liquidity next and finally yield.
60. In accordance with the above guidance and codes and in order to minimise the risk to investments, the Authority sets out in paragraphs 65-69 the minimum acceptable credit quality of counterparties for inclusion on the approved lending list. The creditworthiness methodology used to create the counterparty list fully accounts for the ratings, watches and outlooks published by all three ratings agencies (Fitch, Standard & Poor and Moodys) with a full understanding of what these reflect in the eyes of each agency. Using the Link Asset Services ratings service, potential counterparties are monitored on a real-time basis with knowledge of any changes notified electronically as the agencies publish amendments.
61. Ratings will not be the sole determinant of the quality of an institution. It is important to continually assess and monitor the financial sector on both a micro and macro basis and in relation to the economic and political environments in which institutions operate. The assessment will also take account of information that reflects the opinion of the markets. To this end the Authority will engage with its Treasury Management advisors to monitor market influences and pricing such as 'credit default swaps' where appropriate and available. This forms a fully integrated credit methodology provided by Link Asset Services in producing its colour codings which show the varying degrees of suggested creditworthiness.
62. Other information sources used will include the financial press, share price and other such information pertaining to the banking sector and other financial institutions in order to establish the most robust scrutiny process on the suitability of potential investment counterparties.
63. The aim of the strategy is to generate a list of highly creditworthy counterparties which will also enable diversification and thus avoid any concentration of risk. The intention of this strategy is to provide security of investment and minimisation of risk.
64. Investment instruments identified for use in the financial year are listed below under the 'Specified' and 'Non-Specified' investments categories. Counterparty limits will be as set through the Authority's Treasury Management Practices Statement and are currently at £10m per organisation/group.

Specified Investments (maturities up to one year)

- Bank and Building Society Term Deposits
- Other Local Authority Term Deposits
- Debt Management Agency Deposit Facility
- Money Market Fund
- Government Liquidity Fund

Non-specified Investments (maturities over one year)

- Bank and Building Society Term Deposits
- Other Local Authority Term Deposits
- Money Market Funds

Other Non-specified Investments

- Fixed term deposits with variable rate and variable maturities
- Local Authority Mortgage Schemes

Counterparty Limits

	Maximum Limit
1. Specified Investments (limit per counterparty)	
UK Government	Unlimited
Local Authorities	£10.0m
Money Market Funds with a minimum rating AAA	£10.0m
Term Deposits with Banks	£10.0m
Term Deposits with Building Societies	£2.5m
2. Non-specified Investments (limit per counterparty)	
Investments for more than 365 days	£5.0m
Other non specified investments	£5.0m
3. Other limits (on day of investment)	
Aggregate value of non specified investments	£10.0m

Creditworthiness Policy

65. The Authority utilises the creditworthiness service provided by Link Asset Services as his Treasury Management advisers. This service employs a sophisticated modelling approach incorporating credit ratings from the three main credit rating agencies – Fitch, Moodys and Standard and Poor. The credit ratings of counterparties are supplemented with the following overlays:

- Credit watches and credit outlooks from credit rating agencies;
- Credit Default Swaps (CDS) to give early warning of likely changes in credit ratings;

- Sovereign ratings to select counterparties from only the most creditworthy countries.

66. This modelling approach combines credit ratings, credit watches and credit overlooks in a weighted scoring system which is then combined with an overlay of CDS spreads for which the end product is a series of colour coded bands which indicate the relative standing of counterparties. These colour codes are used by the Authority to determine the suggested duration of investments. The Authority will use counterparties within the following durational bands:

Blue	1 year (only applies to nationalised or semi nationalised UK banks)
Orange	1 year
Red	6 months
Green	100 days
No Colour	Not to be used

67. As this methodology uses a wide range of information beyond basic credit ratings, it ensures that no one source of information is given undue credence. All ratings and colour codes are monitored weekly via Link's credit listings and in-between via business press. The Authority is alerted to changes to any ratings via email from Link.

68. In response to changes to the ratings, the Authority will take the following action:

- If a downgrade results in the counterparty / investment scheme no longer meeting the Authority's minimum criteria, no further investments will be made and any current investments will be reviewed for potential movement.

69. Sole reliance will not be placed on the use of this external service. In addition this Authority will also use market data and information, information on government support for banks and the credit ratings of that government support.

Country Limits

70. The Authority has determined that it will continue to use UK banks, and only use approved counterparties from countries outside of the UK with a minimum sovereign credit rating of AAA from Fitch (or equivalent). The list will be added to, or deducted from, should ratings change.

Liquidity of Investments

71. The maximum period of investment of Authority money will be two years. There will be no more than £5m committed for a period over 1 year.

Policy on the use of External Service Providers

72. The Authority currently uses Warrington Borough Council as its external treasury management advisers. They in turn use Link Asset Services to advise them. From the 2018-19 financial year the new joint Police and Fire Finance team will manage all day to day Treasury management services on behalf of the Authority, supported

directly by Link Asset Services to ensure the continuity of leading market forecasts and professional treasury advice.

73. The Authority recognises that responsibility for treasury management decisions remains with the organisation at all times and will ensure that undue reliance is not placed upon our external service providers.
74. It also recognises that there is value in employing external providers of treasury management services in order to acquire access to specialist skills and resources. The Authority will ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented, and subjected to regular review.
75. The Authority will also use the service of specialist professional Treasury Broker's to assist in identifying day to day market investment options. These may include Tradition (UK) Ltd, BGC Brokers L.P., ICAP Global Holdings Ltd and Tullett Prebon Group Ltd.

Treasury Management Scheme of Delegation

76. The scheme of delegation is detailed in the Authority's Treasury Management Practices which will be reported to the Fire Authority on an annual basis.

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CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14th FEBRUARY 2018
REPORT OF: CHIEF FIRE OFFICER AND CHIEF EXECUTIVE
AUTHOR: ALLAN RAINFORD/WENDY BEBBINGTON

SUBJECT: DRAFT BUDGET, COUNCIL TAX PRECEPT AND
MEDIUM TERM FINANCIAL PLAN 2018-19

Purpose of Report

1. The purpose of this report is to allow Members to set the Authority's budget for 2018/19; set the Authority's precept as required by law for 2018/19; and approve the Authority's Medium Term Financial Plan (MTFP) for 2018-21.

Recommended: that

- [1] Members consider the three budget proposals for the 2018/19 as shown in table 1, contained in paragraph 15 and:
 - a) Approve one of the proposals together with its associated precept on the collection fund for 2018/19 as set out in table 3, contained in paragraph 28;
 - b) Approve the appropriate MTFP in line with the selected budget and precept proposal contained in Appendix 1.
- [2] the revenue growth proposals for 2018/19 set out in Appendix 2a are approved;
- [3] the revenue one-off proposals for 2018/19 set out in Appendix 2b, including the funding from reserves, are approved;
- [4] the revenue savings proposals for 2018/19 set out in appendix 2c are approved;
- [5] the proposed capital programme for 2018/19 set out in table 2 contained in paragraph 22 is approved together with its associated financing;
- [6] the Reserves Strategy set out in Appendix 4 is approved;
- [7] the Statement of Robustness of Estimates set out in Appendix 3 be noted; and
- [8] the Financial Health Targets contained in paragraph 25 be adopted for 2018/19.

Information

2. The Authority is required to approve a budget and set a precept (the Authority's share of council tax) for the financial year commencing 1st April 2018. In determining a budget which it considers reasonable, the Authority must have regard to all relevant factors, including the likely impact of policy options on the achievement of the Authority's obligations and the uncertainty associated with the economic scenario.
3. This is the second budget report, with the first being presented at the Authority's meeting on 6th December 2017. Members also considered the Authority's financial information at their Planning Days, most recently in January where Members has an opportunity to challenge the assumptions and proposals being put forward by officers as part of the draft budget and MTFP.
4. The draft budget presented in this report has three options:
 - a. Increasing the Council Tax Precept by 2.99% to £75.48; or
 - b. Increasing the Council Tax Precept by 1.99% to £74.75; or
 - c. Maintaining the Council Tax Precept at the 2017/18 level of £73.29
5. In support of the above, a number of appendices are also attached providing additional information as follows:
 - MTFP (based on no increase in precept for 2018/19)
 - MTFP (based on a precept increase of 1.99%)
 - MTFP (based on a precept increase of 2.99%)
 - Reserves Strategy
 - Robustness of Estimates
 - Revenue Growth items 2018/19
 - Revenue Savings 2018/19
 - Capital Programme 2018/19
6. At the point of compiling the report, the final Local Government Finance Settlement had not received parliamentary approval. Notification received on 24th January 2018 from Ministry of Housing, Communities & Local Government, stated that the Valuation Office Agency has revised the data on the change in rateable value between rating lists. The previous data, published on 5th October 2017, was used in the provisional settlement to calculate the revisions to tariffs and top-ups for 2017/18 which impacts on the 2018/19 calculations.
7. The revised data has been used to update the forecasts for the Settlement Funding Assessment and the MTFP and budget proposal updated accordingly. If the final Local Government Finance Settlement is different to that shown within this budget report, any shortfall will be met from general reserves.

Cheshire Fire Authority Budget 2017/18

8. On 14th February 2017, the Authority approved the 2017/18 net budget requirement of £41.3m funded by council tax precept of £26.4m and Government grants through the Settlement Funding Assessment (a combination of Revenue Support Grant and Business Rates) of £14.9m.
9. At the same meeting the Authority also approved a capital investment programme of £1.8m funded from capital receipts and reserves.

Medium Term Financial Plan 2018-22 (MTFP)

Financial Scenario

10. The provisional Local Government Finance Settlement was announced by the Secretary of State for Communities and Local Government, on Tuesday 19th December 2017. This is subject to consultation with the final Local Government Finance Settlement due in February 2018.
11. The applicable headlines from the Settlement are:
 - a. Increased council tax referendum limit from 2% to 3% for 2018/19 and 2019/20.
 - b. An announcement that the Government's aim is to localise 75% of business rates from 2020/21 and implement a new needs assessment – the way in which the Government determine how much funding an authority requires.
 - c. There will be no transition grant in 2018/19.
 - d. Increased the overall Core Spending Power by 1.5% - this reflects both the Government funding and the ability of the individual authorities to raise council tax - for Cheshire this equated to 1.2%.
12. A four year settlement was offered in December 2015 for 2016-20 based on an agreed efficiency plan, which was accepted by 97% of local authorities including Cheshire Fire Authority. The provisional settlement detailed above forms year three of the four year agreement.

Key Assumptions

13. Within the MTFP, a number of key assumptions have been made as follows:
 - a. Funding

Government funding is included in line with the 2018/19 Settlement published on 19th December 2017. The final year of the MTFP falls outside of the current Spending Review period and four year settlement agreement. As such, the assumptions are speculative, but estimated at a 5% overall reduction in Government funding including the loss of the remaining Section 31 Grant supporting Business Rates.

Council Tax Precept increase has previously been restricted to a maximum of 2% before a referendum is required. Under the new principles set out in the Provisional Settlement, the maximum increase has been uplifted to 3%. Therefore, within the MTFP and budget proposals, there are three options included, nil increase; 1.99% increase and 2.99% increase.

In addition to the precept, the Authority has a share of both the council tax and business rates collection funds held by the four local authorities in Cheshire. No assumptions have been included in the MTFP for any future surpluses or deficits within these funds. Any funds due to or payable by the Authority will be dealt with in the relevant year's budget or through reserves.

The Government pays local authorities (including Fire) Section 31 Grants to counteract the impact of the Government's policy of reducing business rates on new and small businesses. The Government has indicated that this grant is likely to remain in place until the Business Rates Retention Schemes comes into force. Therefore, it has been included in the MTFP on that basis. When the grant is withdrawn, the loss of funding should in theory, be replaced by an increase in business rates receivable from the local authorities.

b. Pay and Non-pay Inflation

With the implied removal of the public sector pay cap of 1% and the offer of a 2% pay award from July 2017 with a further 3% from April 2018; the MTFP now includes a standard 2% pay award for all officers and staff from July 2018.

General inflation is currently running at around 3% which is above the Bank of England's target rate of 2%. Many of the items driving this increase are not applicable to the Authority in any material sense (e.g. air travel) or are deemed temporary. As such the non-pay inflation is set at 2% throughout the MTFP unless there are specific contractual requirements that refer to inflation factors such as RPI or CPI. In these cases, the forecast for such inflation factors is based on the data provided by the Office of National Statistics.

c. Growth

It is recognised that there will be unavoidable growth and increases in demands throughout the MTFP period. Details of the 2018/19 growth is explained further in the report and an allowance made for future years. Should the allowance not be required it will contribute towards the savings for that year, with any additional growth above the allowance adding to the savings required.

d. Contribution to Reserves

Since 2014, the Authority has not received any Government funding towards capital investments. To reduce the call on borrowing to fund items such as IT or vehicles, a contribution to capital reserve is included in the revenue budget. The level of this contribution has reduced but will remain under annual review to ensure it is still appropriate and affordable.

MTFP Summary

14. Based on the financial scenario and above assumptions, the MTFP forecasts a need for the Authority to save between £2.4m and £6.5m between 2018 and

2022, dependent on precept increases. Details of the MTFP are included in Appendix 1 based on the three precept options.

15. The MTFP shows that to balance the 2018/19 revenue budget savings of between £0.95m and £1.75m will be needed, depending on the level of council tax increase. This report includes savings proposals of £0.95m which, if approved, would represent a balanced position for 2018/19. Further savings will be required in subsequent financial years: for 2019/20 these will amount to £0.7m, or up to £1.7m if the Authority does not increase the council tax by 2.99%.
16. If Members were to increase the council tax by 2.99% - in accordance with the draft Council Tax Referendum Principles for 2018/19 - this additional income would become part of the base funding position and would enable the Authority to build upon this in future years. This “additional flexibility” that has been made available, would also strengthen the case for increased funding that would be at the heart of any future representations to Government.

Budget 2018/19

17. Based upon all of the above information, assumptions and plans, three budget proposals for 2018/19 are presented to the Authority for consideration as per the table below:

Table 1: 2018/19 Budget Proposals	Nil Increase £000	1.99% Increase £000	2.99% Increase £000
Base Budget	39,346	39,346	39,346
Inflation	839	839	839
Commitments and Growth	578	578	578
Savings approved	0	0	0
	40,763	40,763	40,763
Contribution to capital / IRMP reserves	935	935	935
Temporary one year items	2,221	2,221	2,221
Transfers to / (from) reserves	(1,395)	(1,395)	(1,395)
	42,524	42,524	42,524
Funding:			
Government Funding & NNDR	(13,838)	(13,838)	(13,838)
Council Tax Precept	(26,930)	(27,466)	(27,734)
Collection Funds C.Tax & Business Rates	0	0	0
Budget Shortfall	1,756	1,220	952
Band D Council Tax	£73.29	£74.75	£75.48

18. Commitments and proposed revenue growth reflects the unavoidable costs and demands that need to be funded in 2018/19. There are two types of growth, permanent - those which will form part of the base budget going forward; and one-off – which are temporary and funded from reserves.
19. A full list of all the £0.6m proposed growth items is included in Appendix 2a with the main items described in detail below.

- a. Within the 2017/18 budget and approved MTFP funding was included for a 1% pay award in July 2017. The current proposed pay award is 2% from July 2017 which impacts on in-year expenditure and the 2018/19 budget. The additional cost of the extra 1% in 2018/19 is £0.2m.
 - b. Cheshire's four local authorities collect council tax and business rates and pay the Authority its share as agreed at budget setting. Should the actual amount paid be less or more than forecast, the Authority will either receive or pay back any surplus or deficit. A £0.2m provision was set aside in 2017/18 to cover any deficit until the impact of business rates was clear. This has not been required and therefore has been removed for 2018/19 onwards.
 - c. As agreed at the Authority's December meeting the Training Centre will be financed through borrowing. There is a cost to borrowing and an additional £0.25m is included to cover the interest payments.
20. In addition to the permanent growth items there are a number of proposed one-off items totalling £2.2m, to be funded from either reserves or base budget as set out in Appendix 2b. The key items are:
- a. The proposed pay award also includes an additional 3% from April 2018, the cost of which is £0.6m.
 - b. As part of the 2017/18 budget, savings for the change to an on-call duty system at Crewe and Ellesmere Port were included. A review of the proposal was commissioned with the shortfall in savings in 2017/18 being funded from reserves. The current budget proposal and MTFP still include the full savings and should one or both not be implemented, the shortfall will need to be funded again in 2018/19 from reserves with permanent alternative savings going forward of up to £0.9m being identified in time for the 2019/20 budget setting process.
 - c. While the training centre is being constructed there is a need for temporary training facilities and £0.1m is being set aside within reserves to fund the transitional arrangements.
 - d. Members have agreed to an expansion of the sprinkler campaign at a cost of £0.25m together with the continuance of the Apprentice Scheme for 2018/19 (£0.18m) both funded from reserves.
21. In order to produce a balanced budget as required under statute, assuming the proposed increases in expenditure are approved, savings will be required as the level of funding from Central Government and Council Tax precept, is not sufficient to meet expenditure. Dependent on which precept increase is approved, the level of savings for 2018/19 would be:
- a. £0.952m with a 2.99% increase;
 - b. £1.220m with a 1.99% increase; or
 - c. £1.756m without any increase.
22. A full list of the proposed savings for 2018/19 is included in Appendix 2c with any additional savings required being met from reserves in 2018/19 with long-

term permanent savings presented as part of the 2019/20 budget setting process. The main savings are described in detail as follows:

- a. A value for money review has been undertaken to look at all non-pay and income budgets together with corporate departments to provide savings while protecting front-line services, including a reduction in contingency of £0.13m.
- b. All pay budgets have been reviewed to ensure that the budget matches actual forecast spend. Savings from vacancy management has provided savings of £0.37m.
- c. Service Delivery have savings of £0.24m from the Emergency Response Programme and changes to the Nucleus Duty System.

Capital Programme

23. In addition to the revenue budgets, a programme of capital investment is proposed for 2018/19. Members were supplied with business cases for some of these proposals at their Planning Day in January.
24. Funding for these comes from reserves held by the Authority, contributions and borrowing. Details of the proposed capital programme is included in Appendix 5 and summarised below together with the proposed funding.

Table 2: Proposed Capital Programme		£000
Fleet	Two cadets vehicles	20
	Three new appliances	810
	One four-wheel drive vehicle	55
	Support vehicles replacement programme	60
	Hazardous materials units / containers	75
	Capital contingency on vehicle purchases	51
ICT	Server replacement programme	50
	ICT - storage space	50
OPA	Thermal image cameras (phased replacement)	28
Property	New Operational Training Facility	7,000
	Security at Sadler Road Site	250
	Incident Command Training Suite (ICTS)	1,000
	Vehicle Workshop Renovations / Upgrades	300
Contingency	Contingency on non-vehicle purchases	56
Total Proposed Capital Programme		9,805

Table 2a: Capital Financing	£000
Use of Capital Receipts	55
Use of Capital Reserve	632
Use of Earmarked Reserves	78
Revenue Contribution to Capital	40
Borrowing	9,000
Total Capital Financing	9,805

25. As shown in Table 2a, the proposed capital programme of £9.8m assumes that the financing of this expenditure will be mostly met from borrowing. The precise timing will depend on when actual spend is anticipated and with consideration of prevailing interest rates in line with the Treasury Management Strategy.
26. Proposed capital schemes need to be considered in the medium term context as the actual timing of spend usually spans more than one financial year. In addition, new proposals are expected to be presented to Members during 2018/19 relating to modernisation of premises; the construction of new fire stations; and additional operational equipment. At present these new proposals have not been fully developed and only indicative costs are available but there is a potential for additional costs of £37m between 2018 and 2022. The forecast levels of capital expenditure, together with financing assumptions are set out in Appendix 5 and considered within the Reserves Strategy.

Financial Health Targets

27. It is considered best practice to maintain a set of Financial Health Targets. The Financial Health Targets below are those adopted by the Authority.
- That the Authority reviews and approves its reserves strategy on an annual basis. This should be supplemented by consideration of the level of reserves at mid-year review.
 - That the Authority maintains its revenue spending within 1% of budget following the mid-year and three quarter review.
 - That the Authority reduces slippage to 25% of the total capital programme (the total capital programme includes the existing capital programme and slippage brought forward from previous years).
 - That the Authority continues to monitor Prudential Indicators on an annual basis against the indicators set out in the report on the Treasury Management Strategy elsewhere on the agenda.
 - The Authority raises 95% of invoices within one month of the debt falling due and collects 95% of income within 90 days.

Robustness of Estimates

28. Section 25 of the Local Government Act 2003 places a requirement on Chief Finance Officers to report on the robustness of estimates used in preparation

of the budget proposals. Details of how this requirement has been met are set out in Appendix 3.

Reserves

29. In addition to the above, Section 25 of the Local Government Act 2003 also places a requirement on Chief Finance Officers to formally report on the adequacy of the reserves. They assess this in the context of the strategic, operational and financial risks and opportunities facing the Authority. A Reserves Strategy is attached at Appendix 4. While holding reserves is a recognised and recommended financial management tool, the levels of such reserves must remain prudent, appropriate to the level of risk and opportunity and not excessive.

Council Tax Precept

30. The Authority levies a precept upon the council tax in Cheshire which is collected on its behalf by the four unitary authorities. To calculate the level of funding, each local authority calculates the tax base (the number of council tax bills issued) which takes into account changes in the number of houses, housing benefits etc. Compared to 2017/18 the overall tax base increased by 5547.58. The following table shows the proposed level of precepts for each local authority and the individual amount levied per each council tax band based on the three proposed budget options.

Table 3: Precept		Tax Base	No increase £000	1.99% increase £000	2.99% increase £000
Cheshire East		147,003.80	10,773,909	10,988,534	11,095,847
Cheshire West & Chester		118,511.50	8,685,708	8,858,735	8,945,248
Halton		34,435.00	2,523,741	2,574,016	2,599,154
Warrington		67,492.00	4,946,489	5,045,027	5,094,296
TOTAL		367,442.30	26,929,847	27,466,312	27,734,545
Band	Proposal 1 No Increase £	Proposal 2 1.99% Increase £	Proposal 2 2.99% Increase £		
A	48.86	49.83	50.32		
B	57.00	58.14	58.71		
C	65.15	66.44	67.09		
D	73.29	74.75	75.48		
E	89.58	91.36	92.25		
F	105.86	107.97	109.03		
G	122.15	124.58	125.80		
H	146.58	149.50	150.96		

Conclusion

31. The 2018/19 proposed budgets are set in the context of continuing austerity with insufficient funding available to meet budgetary demand and inflation. Savings are required to balance the budget which can be mitigated to a point by increases to the council tax precept. Funding going forward shows that further year on year savings are required with a risk of further savings being required as the current 4 year funding settlement comes to an end.
32. If the proposals set out in this report are approved, the Authority will have a net revenue budget as set out in Section 32 of the Local Government Act 1992, as follows:

Precept Increase	Net Revenue Budget £000
nil%	40,768
1.99%	41,304
2.99%	41,572

Financial Implications

33. This report is financial in nature.

Legal Implications

34. The Authority is required to set a budget by 14th February each year, and to issue a precept to the billing authorities before 1st March each year.

Equality and Diversity and Environmental Implications

35. This is a strategic report which does not deal with the detailed proposals. Individual policy options and savings will have equality and diversity and environmental implications which will be individually identified and assessed

BACKGROUND PAPERS: NONE

MEDIUM TERM FINANCIAL PLAN 2018-2021

	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000
2.99% increase on council tax precept				
Base Budget	39,778	39,346	39,811	41,357
Inflation	661	839	855	872
Commitments and Growth	1,190	578	1,404	400
Savings approved	(2,283)	0	0	0
	39,346	40,763	42,069	42,628
Contribution to capital / IRMP reserves	1,987	935	600	600
Temporary one year items	2,147	2,221	0	0
Transfers to / (from) reserves	(2,226)	(1,395)	0	0
	41,254	42,524	42,669	43,228
Funding:				
Government Funding & NNDR	(14,819)	(13,838)	(13,383)	(13,069)
Council Tax Precept	(26,448)	(27,734)	(28,574)	(29,439)
Collection Funds: Council Tax & Business Rates	13	0	0	0
BUDGET SHORTFALL	0	952	713	720
Band D Council Tax	£73.29	£75.48	£76.98	£78.51
1.99% increase on council tax precept				
Base Budget	39,778	39,346	39,811	41,357
Inflation	661	839	855	872
Commitments and Growth	1,190	578	1,404	400
Savings approved	(2,283)	0	0	0
	39,346	40,763	42,069	42,628
Contribution to capital / IRMP reserves	1,987	935	600	600
Temporary one year items	2,147	2,221	0	0
Net transfers to / (from) reserves	(2,226)	(1,395)	0	0
	41,254	42,524	42,669	43,228
Funding:				
Government Funding & NNDR	(14,819)	(13,838)	(13,383)	(13,069)
Council Tax Precept	(26,448)	(27,466)	(28,300)	(29,158)
Collection Funds: Council Tax & Business Rates	13	0	0	0
BUDGET SHORTFALL	0	1,220	987	1,002
Band D Council Tax	£73.29	£74.75	£76.24	£77.76
No increase on council tax precept				
Base Budget	39,778	39,346	39,811	41,357
Inflation	661	839	855	872
Commitments and Growth	1,190	578	1,404	400
Savings approved	(2,283)	0	0	0
	39,346	40,763	42,069	42,628
Contribution to capital / IRMP reserves	1,987	935	600	600
Temporary one year items	2,147	2,221	0	0
Net transfers to / (from) reserves	(2,226)	(1,395)	0	0
	41,254	42,524	42,669	43,228
Funding:				
Government Funding & NNDR	(14,819)	(13,838)	(13,383)	(13,069)
Council Tax Precept	(26,448)	(26,930)	(27,205)	(27,482)
Collection Funds: Council Tax & Business Rates	13	0	0	0
BUDGET SHORTFALL	0	1,756	2,082	2,678
Band D Council Tax	£73.29	£73.29	£73.29	£73.29

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GROWTH ITEMS 2018/19

Service Area	Item	£000
Corporate	Uniformed pay rise July 2017 (2% - 1% above 1% in Feb 2017 MTFP)	£207
	Reversal of prior year provision for non collection of council tax/business rates – not required	-£220
	Capital financing interest (interest charge on PWLB loans)	£250
Service Delivery	Special Appliance Locations/Station support restructure/Operational training requirements	£22
	On-call support Officer (WMB + on-call) - Knutsford and Holmes Chapel	£54
OPA (Fleet)	Lease costs for electric vehicle (replacing existing owned support vehicles)	£20
	Fleet Management system	£29
OPA	Operational Equipment - vehicle stabilisation	£6
	Cross border charges - increase to reflect demand	£15
Protection	Protection and Organisation Performance Team - restructure	£65
Prevention	Safety Central - additional post	£19
ICT	Joint police and Fire IT Security Analyst post	£11
Property management	Increase in Business rates (2017 revaluation)	£68
	Day crewed housing - sprinklers - on going maintenance	£4
	Increase in maintenance costs for properties following Fire Safety compliant work	£15
	Loss of rental income at 3 stations (Winsford, Warrington and Macclesfield)	£5
Procurement	Courier service between sites	£8
		£578

ONE-OFF ITEMS 2018/19

Service Area	Item	Reserve Funded £000	Base Budget £000
Corporate	Uniformed pay rise April 2018 (proposed 3%) Land and building valuation work for 2018/19 accounts	10	633
Service Delivery	ERP - Operational (Delay in Ellesmere Port & Crewe) ERP2/ ERP3 project team Reversal of prior year provision for Operational training requirements	900 60	-44
OPA	Temporary SM B (no flexi) - ESCMP project Temporary SM B (no flexi) - New Training Centre Programme (OPA) Temporary training facilities during build of new training facilities (Year 1 of 2)	57 100	57
Protection	Expansion of sprinkler campaign	250	
Prevention	Temporary Engagement Officers	18	
People & Development	Apprentice Scheme - 2018/19		180
		1,395	826
		£2,221	

PROPOSED SAVINGS 2018/19

Service Area	Item	£000
Corporate	VFM Review:	
	Non pay inflation - central contingency no longer required	-34
	Finance Department	-10
	Property Services	-14
	Legal	-2
	ICT	-80
	Professional subs (Finance)	-1
	Reduction in Corporate Contingency	-125
	Corporate OHU contract	-10
	Provision for credit liabilities - MRP	-34
	Adjustment to pay budgets – vacancy management	-371
Service Delivery	ERP2 New Nucleus Duty System (Wilmslow , Macclesfield and Birchwood)	-240
	Additional Road Safety income	-4
	Additional rental income	-20
	Invest to save projects savings	-7
		-952

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ROBUSTNESS OF ESTIMATES

1. Section 25 of the Local Government Act 2003 places a requirement on Chief Finance Officers to report on the robustness of the estimates used in preparing the budget.
2. The Authority has a policy and expenditure planning process which takes account of the service scenario and financial scenario in some detail for 2018-21. Alongside this, future capital programmes have been produced taking into account forecast Government funding, borrowing limits and council tax. For 2018/19 borrowing levels have also been guided by the prudential indicators for 2018-21.
3. For 2018/19, full consideration of these issues had led to:
 - Policy and expenditure proposals that reflect the Government's Provisional Grant Settlement together with the on-going revenue impact of new capital projects, whilst recognising the outstanding issues and uncertainties.
 - A proposed capital financing budget based on prior years' and the 2018/19 capital programme.
4. When using estimates in preparing the budget every effort is taken to ensure that they take into account the most up to date data. However, it should be noted that there are a number of areas where the actual impact could vary from the estimates used in setting the budget. The main areas are:
 - Pay awards, pension increases, national reviews of pay & inflation
 - Service financial performance (i.e. variances on budgets)
 - Collection of Council Tax and Business Rates
 - Actual Grant Funding
 - Ability to achieve projected savings
 - Operational demands
5. To provide for all potential scenarios that may arise would be prohibitively expensive and result in demands on council taxpayers considerably higher than likely need. For 2018/19 £0.8m has been provided for pay and price increases.
6. There are many factors that can affect financial performance in year including under or over-achievement of efficiency savings, income and other financial targets. The Authority takes a number of steps to minimise the impact including:
 - Seeking wherever possible to explore in full the implications and achievability of policy and expenditure options before the budget is set.

- Promoting a robust approach to financial management requiring budget holders to monitor expenditure against budget and to take early action in reporting and responding to projected variances.
 - Regular reporting of the projected budgetary outturn together with any remedial action if necessary.
7. It should be noted that while every effort is taken to ensure the budget is balanced, there is always the possibility of variances to the budget occurring. This is one of the reasons why the Authority holds reserves against unanticipated cost pressures.
8. The production of the draft budget has involved discussions with senior managers to ensure that the budget assumptions are sufficiently realistic and can be delivered in the financial year. Budget monitoring arrangements will ensure that spending is kept under review and there are appropriate reporting and accountability arrangements to deal with any issues that may arise.

Reserves Strategy

Background

1. The requirement for a local authority to maintain financial reserves is acknowledged in legislation; the Local Government Act 1992 requires billing and precepting authorities to have regard to the level of reserves needed for meeting estimated future expenditure when calculating the budget requirement.
2. In addition to holding financial reserves, there are a number of safeguards in place that mitigate against local authorities over committing themselves financially:
 - There is a legal requirement to set a balanced budget;
 - In accordance with the 1988 Local Government Finance Act the Chief Finance Officer (Section 151 Officer - which is the Treasurer) must report if there is or is likely to be unlawful expenditure or an unbalanced budget. This would include situations where reserves have become seriously depleted and it is forecast that expenditure will exceed resources;
 - The external auditor's responsibility to review and report on financial standing.
3. While it is primarily the responsibility of Members and the Treasurer to maintain a sound financial position, external auditors have a responsibility to review the arrangements in place to ensure that financial standing is soundly based. The work undertaken by external auditors will include a review of the level of reserves and the advice given to Members by the Treasurer.
4. The Government consultation on the Fire and Rescue National Framework, published in December 2017, makes reference to reserves and the need for a policy on reserves. In particular, the consultation recommends that:
 - Fire authorities should establish a policy on reserves in consultation with their Treasurer
 - Fire authorities should publish their Reserves Strategy, including details of the current and future planned levels, the purpose for which each reserve is held and how each reserve supports the medium term financial plan.

Determining the level of reserves

5. In accordance with the Authority's Financial Regulations, the Authority holds reserves which fall into two distinct categories:
 - General Reserves: these are necessary to fund any day to day cash flow requirements and also to provide a contingency in the event of any unexpected events or emergencies; and

- Earmarked Reserves: these have been created for specific purposes and involve funds being set aside to meet known or predicted future liabilities. By establishing such reserves it will smooth the expenditure profile and avoid liabilities being met from Council Tax or Grant in the year that payments are made.
6. There is not a standard recognised formula for determining the level of reserves that each local authority should maintain. It is up to each authority to consider the local circumstances and the potential issues/risks that may occur across the medium term. In determining an appropriate level of reserves for the Authority the risks and issues that should be taken into account will include the following:
- The possibility of savings not being delivered: as austerity levels of funding continue, the need for annual reductions in spending is expected to increase in magnitude. This is likely to mean the identification of savings proposals that carry a potentially greater risk of not being delivered;
 - To provide cover for extraordinary or unforeseen events occurring: given that the purpose of the fire & rescue service is to respond to emergency situations, there is always the potential for additional, unexpected and unbudgeted expenditure to occur;
 - The level of self insurance that we provide to minimise our insurance premiums: potential insurance liabilities can vary significantly across financial years. The levels of liabilities are difficult to accurately forecast and it would not be appropriate nor affordable to budget for peak levels of expenditure. Any costs that fall above a baseline should be met from general reserves
 - Any additional delivery costs, or time lags in the implementation of savings, associated with collaboration initiatives such as the blue light collaboration and the multi force shared service arrangements.
 - The level of financial contingencies that may be held within the budget: the proposed savings for 2018/19 will, if approved, result in the complete removal of any further contingencies from the revenue budget.
 - The commitments falling on future years as a result of capital plans and proposals to improve/develop the asset base. Having reserves would mitigate the impact on the revenue budget of borrowing and/or revenue contributions to capital and would support projects/programmes that will generate revenue efficiencies.
 - The risk on inflation, especially pay. In the 2016 Autumn Statement the Chancellor forecast that price inflation would be around 2% from 2017 to 2021. With inflation currently running at about 3% there is likely to be continued upward pressure on pay inflation.

Earmarked Reserves

7. The Authority has a number of earmarked reserves. These have been set aside to support capital and revenue expenditure in future years. Details of the forecast levels of earmarked reserve are set out in Annex A. The forecast levels reflect the planned usage of reserves to meet anticipated expenditure. There may be further use of such reserves which have not, as yet, been submitted to Members. The main earmarked reserves are explained below.

IRMP Reserve

8. The purpose of this reserve is to meet the needs placed upon the Authority in meeting delivery programmes falling out of an IRMP and associated annual actions plans). One such activity is the Emergency Response Programme (ERP), which includes the construction of new fire stations and a safety centre. Government grant was secured to part-fund this and existing reserves set aside for capital are also being utilised. The balance was funded from the IRMP reserve.
9. Although this reserve mostly supports capital expenditure, it also finances the revenue implications from delivering the ERP: e.g. costs of the training and upskilling of firefighters, pay protection for firefighters moving from one shift system to another, relocation expenses, training new on call cohorts and running over-establishment in order to avoid redundancies.

Capital Reserve

10. The Government have ceased the practice of providing Capital Grants to local authorities although occasionally there are national initiatives announced that involve consideration of bids from local authorities in furtherance of Government priorities. The present strategy for funding capital is that the Authority will fund capital from existing reserves or from the revenue budget. As the Authority reviews its MTFP and Treasury Management Strategy, this funding strategy will also be reviewed. The Authority has a sizeable capital programme that involves contribution from capital reserves, which will result in a diminishing level of reserves going forward. As part of this strategy it is proposed that other reserves be used to support capital expenditure and to ensure that the capital reserve is not depleted entirely.

Resource Centre Reserve

11. There are amounts that are devolved to Resource Centre Managers for use in delivering activity in 2018/19 and future years. These amounts have built up from underspends in previous years and are mostly to smooth out the impact of additional one-off expenditure and to mitigate against peaks and troughs in revenue expenditure. During 2018/19 the Treasurer intends to review the rationale behind these reserves and to challenge the purpose for their existence and level of each amount. The amounts are attributable to the following issues/risks:

- Staff related: there are a number of staff related issues including pension costs and future recruitment costs.
- Legal and insurance: there are potential future prosecution and enforcement costs associated with the work of the Protection Team, as well as self insurance risk related costs;
- ICT and Systems Development: The Authority undertook a Programme of Change to upgrade its ICT infrastructure during 2012 and 2013. However the nature of ICT is that developments are constant, and the Authority holds ICT reserves which are designed to fund ICT developments.
- Equipment and uniforms: there are costs associated with the purchase of new and improved personal protective equipment, the purchase of high cost equipment (such as cutting equipment) and the development of the Incident Command Training Suite.
- Collaborations and partnerships/Blue Light Collaboration: there is a statutory duty to collaborate. The Authority currently collaborates on the North West Fire Control; a training partnership at Manchester Airport as well as the Bluelight Collaboration programme and the Multi Force Shared Service arrangements.

General Reserve

12. At a national level there has been considerable debate about the level of general reserves that are being held by local authorities. Whilst there is no specified minimum general reserve level, a broad rule of thumb adopted by most Chief Finance Officers in Local Government has been that an appropriate and prudent level is one that is equivalent to 5% of the budget. This has been recommended in the past in Audit Commission reports and has been included in recent comments by Government ministers as being an accepted “reasonable level” of general reserve.
13. The December 2017 consultation on the Fire and Rescue National Framework includes statements that a Reserves Strategy should explain how the “level of general reserve has been set” and should include “justification for holding a general reserve larger than 5% of the budget”. This therefore, adds weight to the adoption of 5% of the budget as an appropriate calculation of the required level of general reserve.
14. At the present time, the level of General Reserve is forecast to be £6.4m by 31st March 2018, subject to the outturn position for 2017/18. This is well above 5% of the revenue budget. However, there are significant potential capital costs that are likely to face the Authority in future financial years and which, without the use of reserves, would involve additional borrowing which would add to the revenue resources gap thereby requiring further savings. It is therefore forecast, as part of this Reserves Strategy, that the General Reserve be maintained at a level equivalent to 5% of budget and that the remainder of the reserve be used to support capital expenditure.

15. This Strategy will be kept under review as the position regarding capital spending proposals becomes clearer and the level of reserves is adjusted to reflect the actual position at the year end. The table set out in the Annex A shows the level of reserves available across the medium term after contributions to support the capital programme.

FORECAST LEVEL OF RESERVES TO MARCH 2022

	Forecast 1 Apr 18 £000	Forecast 1 Apr 19 £000	Forecast 1 Apr 20 £000	Forecast 1 Apr 21 £000
IRMP	8,221	3,076	2,031	2,031
Capital Reserve	2,766	1,645	1,044	1,084
Resource Centre	4,496	4,686	4,434	4,034
Community Risk	430	430	430	430
UPG	372	122	122	122
TOTAL EARMARKED	16,285	9,959	8,061	7,701
General Reserve	6,467	2,200	2,200	2,200
TOTAL RESERVES	22,752	12,159	10,261	9,901

Assumptions

The main assumption is that Reserves will be used in preference to borrowing to support capital expenditure. If capital spending proposals at the level forecast were to take place, further contributions from Reserves may be necessary to ensure a balanced funding position or additional borrowing.

FORECAST CAPITAL PROGRAMME – 2018/19 TO 2021/22

1. As part of the 2018/19 budget decision, Members are being recommended to approve a capital programme of £9.8m for 2018/19, with details of these schemes set out in the report. There will be further capital spending proposals that are not yet included in the capital programme but which will be submitted for Members approval when the details become available. Future proposals will include major building works at Chester and at Crewe.
2. Whilst details of these future schemes are still being formulated, the potential costs need to be included in the medium term forecast to ensure that proper consideration is given to the funding of such schemes and to plan for this funding to be available. For the purpose of this forecast, it has been assumed that the bulk of spending on Chester and Crewe will only begin to take place in 2019/20, although there is the potential for these schemes to be brought forward.
3. The forecast level of capital expenditure is approximately £37m from 2018-22.

	Proposed 2018/19 £000	Forecast 2019/20 £000	Forecast 2020/21 £000	Forecast 2021/22 £000
Approved Schemes:				
Vehicles & Appliances	1,071			
ICT	100			
OPA	28			
Land & Buildings	8,550			
Contingency	56			
Further Proposed Schemes		14,070	7,404	5,377
TOTAL FORECAST SPEND	9,805	14,070	7,404	5,377

4. As part of a medium term forecast, assumptions will need to be made as to how this forecast level of capital spending will be financed. The proposed 2018/19 expenditure of £9.8m involves the use of borrowing amounting to £9m.
5. In the medium term, for years beyond 2018/19 the proposed strategy is to avoid adding to revenue costs and therefore to seek to use reserves rather than undertake further borrowing. The Reserves Strategy (which is also appended to the budget report) assumes that contributions will be made to meet future capital spending. At the present time the level of available funding falls short of the forecast level of spending in 2019/20 onwards, but this will be refined once more is known about the level and timing of future spending proposals.
6. The proposed funding for the above spend is shown in the following table and demonstrates that there is a funding shortfall. This shortfall will either require the

re-direction of the remaining reserves where possible and/or the use of additional borrowing.

	Proposed 2018/19 £000	Forecast 2019/20 £000	Forecast 2020/21 £000	Forecast 2021/22 £000
Capital Reserve	632	6,247	1,528	1,501
Capital Receipts	55	55	56	56
Other Reserves	78	4,715	500	500
Revenue Contribution	40	40	20	20
Borrowing	9,000	-	-	-
Total Financing	9,805	11,057	2,104	2,077
Funding Gap	0	3,013	5,300	3,300

CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: DIRECTOR OF GOVERNANCE AND COMMISSIONING
AUTHOR: ANDREW LEADBETTER

SUBJECT: MEMBERS' ALLOWANCES SCHEME 2018-19

Purpose of Report

1. To allow Members to determine the level of Members' allowances for 2018-19.

Recommended That Members determine:

- [1] the Members' Allowances Scheme for 2018-19 (contained in Appendix 1); and
- [2] that any National Joint Council (NJC) for Local Government Employees (Green Book) increase be applied to the Scheme from the date specified in the NJC notification.

Background

2. In October 2016 the Governance and Constitution Committee considered a report and agreed a revised process for the review of the Members' Allowances Scheme which was concluded with the assistance of a member of Cheshire East's Independent Remuneration Panel [IRP member]. The IRP member's recommendations and observations were presented to the Fire Authority on 14th February 2017 and it was agreed that the revised scheme be approved from 2017-18 onwards. A 1% increase was applied to the 2017-18 scheme in line with the National Joint Council (NJC) for Local Government Services agreed pay award applicable to support staff.
3. The review also led to a decision that the index to be applied to the Members' Allowance Scheme would continue to be the NJC for any annual increase to the Members' Basic, Special Responsibility (and independent (non-elected) members) allowances.

2018-19 Members' Allowances Scheme

4. The NJC is currently negotiating the 2018 pay deal with the relevant unions and it is anticipated that any increase, once the parties have reached agreement, will be applied from 1st April 2018. In the meantime, Members are asked to consider and approve the Members' Allowances Scheme for 2018-19 (**attached as Appendix 1**). This Scheme will be applicable until the NJC publishes the pay scales and allowances for 2018. At that point

allowances in the Scheme will be uplifted by any NJC increase from the date specified by the NJC. It will also be published on the Service's website.

Financial Implications

5. It is anticipated that annual increases based on the NJC can be funded from the Authority's existing budget for Members' allowances.

Legal Implications

6. Whilst the Authority has already agreed its approach to the uplift of allowances Members could decide to apply a different rate if they believed this was justified.

Equality & Diversity Implications

7. There are no equality and diversity implications.

Environmental Implications

8. There are no environmental implications.

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DRAFT Members' Allowance Scheme 2018-19

Basic Allowance

- 1 Each Member of the Fire Authority shall receive a sum of **£4,160.27** (2018/19) per annum in the form of a Basic Allowance from 1st April 2018. Payment of this Allowance shall be monthly in arrears.

Special Responsibility Allowance

- 2 The following roles shall attract the amounts specified as Special Responsibility Allowances:

Office	2018/19 Entitlement £
Chair of the CFA	13,686.48
Deputy Chair of the CFA	6,844.29
Chair of Performance and Overview Committee	2,737.72
Chair of Governance and Constitution Committee	1,579.45
Chair of Estates and Property Committee	1,579.45
Business Continuity Leads (Group Spokespersons and Lead Members – Constituent Authorities)	1,052.97
Member Champions (includes Chair of Member Training & Development Group; and Risk Management Board Members)	526.48

- 3 Only one SRA shall be paid to an individual Member. Where a Member holds two or more positions which attract an SRA only the highest amount will be paid. This excludes regional appointments.

Regional Appointments

- 4 Members appointed to the North West Fire Forum will receive a payment of **£35** per meeting attended.

Independent (non-elected) members

- 5 Independent (non-elected) members will receive an annual allowance of **£1,218.73**.

Independent Persons

- 6 Independent Persons will receive a payment of **£35** per meeting attended and re-imbursment of expenses incurred (travel/subsistence).

Travel, Subsistence and Other Allowances

(a) Travel

- 7 Members may claim travel expenses for mileage to and from meetings/ events associated with the Fire Authority at the prevailing HMRC rate (currently 45p per mile).

(b) Subsistence

- 8 As a general rule lunch and other refreshments for meetings held at Fire Service HQ and other Service establishments are provided free of charge and, therefore, no claim for any allowance or reimbursement can be made. This may also include meals/refreshments provided at conferences/ seminars/meetings free of charge at other non Service venues.

- 9 For meetings where refreshments are not provided and Members are required to pay for meals, the actual expenditure will be reimbursed up to a maximum rate. At present these rates are as follows:-

Breakfast	£7
Lunch	£9
Dinner	£15
Dinner (London)	£20

If it is unavoidable and Members need to book their own accommodation the following rates are the maximum that will be paid:

Hotel	£100
Hotel (London)	£120

(c) Dependants' Carers' Allowance

- 10 A Dependants' Carers' allowance is payable to Members where actual costs are incurred for the care of dependent relatives whilst discharging their approved duties for the Fire Authority.

The Dependants' Carers' Allowance will be paid up to a maximum of £3000 per annum and in reimbursement of incurred expenditure upon submission of receipts.

Annual Increase

- 11 The Basic and Special Responsibility Allowances in this scheme shall be increased by the same percentage increase as the NJC pay award for Local Government employees (Green Book).

The increases shall apply from the same date as the pay increases take effect and will be backdated, if necessary.

This index shall apply for four years (up to 31st March 2021) unless the Scheme is amended.

CHESHIRE FIRE AUTHORITY: LIST OF APPROVED DUTIES

- Attendance at meetings of the Fire Authority, Committees, Sub-Committees, Special Committees, Panels, Boards, Forums and Working/Task Groups
- Authorised briefings for Committees/Sub-Committees including all meetings which are called by officers e.g. Members Planning Days and pre-meeting briefings
- All approved conferences and seminars
- Regional Bodies - North West Fire Forum, NW Fire Control Ltd Board of Directors and associated working groups
- National Bodies – LGA Fire Commission and associated working groups
- Member Learning and Development Events (including induction and attendance at cluster exercises)

In addition to the above, the Chair or his nominee, attend other functions on behalf of the Fire Authority and in these circumstances these are regarded as approved duties for the purpose of the Members' Allowance Scheme.

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CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: CHIEF FIRE OFFICER AND CHIEF EXECUTIVE
AUTHOR: GRAEME WORRALL

SUBJECT: INTEGRATED RISK MANAGEMENT PLAN 2018-19 (IRMP 15) – ANNUAL ACTION PLAN

Purpose of Report

1. This report seeks Members' approval to publish the Authority's annual action plan for 2018-19 (IRMP 15) following the conclusion of a formal 13 week consultation programme.
2. The report includes an overview of the consultation programme and a summary of the key issues highlighted in the full consultation report, electronic copies of which have been circulated to Members and also made available on the Service's website and intranet.
3. The latest draft of the annual action plan (IRMP 15) has been circulated with the agenda having been updated to reflect issues raised during the consultation and considered by Members at the Planning Day on 12th January 2018. It is also attached as an appendix to this report.

Recommended: That

- [1] Members consider the feedback received from the consultation on the annual action plan for 2018-19 (IRMP 15);
- [2] subject to Members' comments and decisions approval is given for publication of the annual action plan (IRMP 15) by 31st March, 2018; and
- [3] the Chief Fire Officer and Chief Executive be authorised to make any final drafting changes to the annual action plan (IRMP 15), including the addition of final performance and financial information.

Background

4. Members agreed the draft annual action plan (IRMP 15) proposals for consultation at the Fire Authority meeting on 20th September 2017.
5. A public, staff and stakeholder consultation was launched on 2nd October 2017 to run until 2nd January 2018 (13 weeks) in order to gather feedback on the Authority's proposals for 2018/19.

6. Members have been provided with updates about the progress of the consultation at the meeting of Cheshire Fire Authority on 6th December 2017 and at their Planning Day on 12th January 2018.
7. The full consultation report has now been completed and an electronic copy circulated to Members, with hard copies available prior to this meeting. As in previous years, the full report details both the survey results and the feedback comments, as well as providing a comprehensive overview of all aspects of the consultation programme.

Information

8. The table below outlines the engagement methods used for each of the key groups consulted during the 13-week period. Underpinning the entire approach was a survey, which posed questions relating to the various proposals set out within the draft annual action plan (IRMP 15).

Group	Methods of engagement
Public	<ul style="list-style-type: none"> • Online survey • Ten public roadshows across Cheshire • Prominent features on the homepage service website • Regular social media advertising • Use of online Alert and Firelink newsletters • Use of Cheshire, Halton and Warrington Race and Equality Centre's (CHAWREC) BME resident consultation panel • Attending CHAWREC International Open Day • Raising awareness amongst community and voluntary groups • Contacting colleges • Press release and media coverage
Staff	<ul style="list-style-type: none"> • Online survey • Feature on the homepage of the service intranet • Email reminders • Articles and reminders in Service newsletters • Management conference • Eleven staff roadshow briefing sessions
Stakeholders	<ul style="list-style-type: none"> • Letter/email out to key stakeholders encouraging comment on draft Plan • Stakeholders contacted include local MPs, Peers, statutory partners, representative bodies, town and parish councils • Briefings on request to Audlem Parish Council, Crewe Town Council and Wilmslow Town Council • Distribution of information to fire safety managers of local industrial premises

9. A total of 832 members of the public completed the formal consultation survey, compared to 632 in the previous year. This response level provides a margin of error of plus or minus 3.44% at a 95% level of confidence.
10. Responses to the consultation were received from across Cheshire, encompassed all age groups from under 18s to over 75s and were virtually equally split between male and female respondents. 17% of respondents declared a disability; 16% identified as Black and Ethnic Minorities (BAME) and there were 29 responses from those identifying as Lesbian, Gay, Bisexual or Transgender (LGBT).
11. 124 members of staff completed the survey during the consultation period, compared to 132 in the previous year. It should be noted that views were also received directly through a series of eleven staff roadshows held between October and December, as well as at a briefing for managers in October.

Results

12. The first part of the survey asked for more general views on how they viewed the Service. The results showed:
 - 85% of residents stated that they valued Cheshire Fire and Rescue Service as a local service provider.
 - 70% of the public were satisfied with the Service's overall performance.
 - As with previous years, a significant (44%) portion of respondents had not had any contact with the Service over the past three years. The most frequent routes of coming into contact with the Service was through community work such as station open days (19%) or Safe and Well visits (16%).
13. The following section of the survey focussed on the various proposals as contained within the draft annual action plan (IRMP 15) and are summarised below. It is important to note that in late December, the Government announced additional flexibility for local authorities regarding the Council Tax precept. Therefore, a secondary consultation specifically asking for views on proposing to increase the Authority's precept by 2.99% was held between January and February 2018. The outcome of this consultation is reported separately prior to the setting of the budget for 2018/19.
 - 65% of residents and 73% of staff supported the proposal to increase the Authority's precept by 1.99% in 2018/19.
 - 59% of residents and 67% of staff indicated that they would not consider having a sprinkler system installed in their home, against 41% and 33% respectively who would consider installing a sprinkler system. Narrative comments indicated that the most common concerns related to the perceived cost or disruption of installing a system; the risk of accidental

activation or the sense that existing safety measures in place were adequate.

- 75% of public respondents and 65% of staff would support the rolling out of a cardiac response scheme across the Service area.

14. The survey also asked for views regarding proposals to review the crewing arrangements at Penketh and Wilmslow fire stations and the third aerial appliance at Macclesfield; the potential development of new, replacement stations at Chester, Crewe, Ellesmere Port and Warrington, as well as any other comments. A summary of the comments received by question is detailed below:

Penketh Fire Station

15. Responses from both residents (138 comments) and staff (26 comments) indicated a wish to preserve the existing wholetime duty system on the station. Staff comments also recommended that any review consider the wider resilience provided by the station alongside the number of incidents attended and that staff welfare is considered through the course of any review.

Wilmslow Fire Station

16. Narrative comments from 116 residents state that the station should operate under a wholetime duty system, with 50 respondents highlighting their concerns over arrangements to ensure the availability of the fire engine at night-time. There were also comments which conveyed the view that current arrangements were satisfactory or that the station could be operated on an on-call duty system. 26 staff comments mirror preferences for returning the station to a wholetime duty system, with some additional references highlighting concern over the use of measures to ensure the availability of on-call firefighters overnight.

Third aerial appliance

17. Comments received from both public (162 comments) and staff (36 comments) expressed a desire to maintain the third aerial appliance. Additional feedback from members of the public queried the response time to an incident from the two remaining aerial appliances should the third appliance be removed. Some commentary asked whether the appliance could be housed in an alternative, more central location.

Station replacement programme

18. Nearly a quarter (105) of public comments within this section stated that these locations should have or maintain two wholetime fire engines (specific reference was made to Crewe and Ellesmere Port). Other public comments referenced the need to consider premises' access to the road network; both for staff and for responding to incidents. Staff comments highlight a desire to be involved in the design and layout of stations; that new premises should be both efficient and eco-friendly and that provision is made for sufficient welfare facilities such as changing pods. More generally, a theme emerging from both public and staff

comments questioned whether this capital money could instead be used on revenue - primarily frontline staffing - budgets.

Other comments

19. The end of the survey asked respondents to provide any other comments that they wished to make. 37% of comments from the public referred to either the review of the duty system for the second pumps at Crewe and Ellesmere Port, or fire cover within Chester. Further public feedback questioned the Authority's spending priorities and expressed the opinion that savings reductions have fallen predominantly on frontline staff. Staff comments alluded to the continued requirement to make savings; the proposed expansion of responding to cardiac arrests and the effect on emergency cover of changes introduced through the Emergency Response Programme approved by the Authority in 2013.
20. A full breakdown of comments received is contained within the full consultation report. This will also refer to any written response received from members of the public.

Stakeholders

21. The approach taken to stakeholders was to contact key stakeholders and invite written responses commenting on the draft annual action plan (IRMP 15). Key stakeholders contacted included statutory partners, Cheshire Members of Parliament, unitary councillors, town and parish councils and neighbouring fire and rescue services. A full list of stakeholders contacted is provided within the consultation report.
22. Stakeholders were also provided with a briefing on request, which was delivered by officers. Briefings were provided to Audlem Parish Council, Crewe Town Council and Wilmslow Town Council.
23. Written responses were received from eleven stakeholders during the consultation window, as well as a further two responses received after the close of the consultation.
24. A comprehensive response was provided by the Fire Brigades Union, with other responses from West Cheshire Trades Union Council, Crewe and Nantwich Constituency Labour Party (CLP), Weaver Vale CLP, Crewe Town Council and Chester Retired Firefighters. Responses were also received from Christleton Parish Council; Neston Town Council; Alsager Town Council; Warrington Borough Council; Cumbria Fire and Rescue Service (FRS); Merseyside FRS, and Staffordshire FRS.
25. Copies of stakeholder responses can be found in the full consultation report. The response from Cheshire Fire Brigades Union (FBU) was circulated to Members. The FBU was also invited to the Members planning day in January 2018 where their representatives provided further comments on the draft annual action plan (IRMP 15).

Consultation outcomes

26. Following the close of the consultation, the draft IRMP has been updated to reflect the additional flexibility regarding the precept, the subsequent impact on medium term financial planning and the resulting savings requirement to 2020/21. Regarding the proposed reviews of crewing arrangements at Penketh and Wilmslow fire stations, the draft annual action plan (IRMP 15) states that scoping work will commence during 2018/19, however outcomes will be presented to Members at a future date alongside a wider programme of emergency response proposals.

Financial Implications

27. All elements of the annual action plan (IRMP 15) consultation programme have been delivered through the use of existing departmental budgets and staff. Printing costs for the final version of the annual action plan (IRMP 15) and any summary versions distributed to consultees will also be met from within existing publication budgets.

Legal Implications

28. Publication of the final annual action plan (IRMP 15) for 2018-19 by 31st March 2018 will fulfil the Authority's statutory responsibility.

Equality and Diversity Implications

29. The consultation programme was developed to maximise opportunities to involve local residents. Additional effort was made to encourage responses from a diverse section of the community. This included the use of the CHAWREC (Cheshire, Halton and Warrington Race Equality Centre) Response Panel and raising awareness of the consultation amongst a number of community and voluntary groups.

Environmental Implications

30. Efforts will be made to ensure that the annual action plan (IRMP 15) is printed on responsibly sourced paper and that digital distribution is considered alongside paper copies.

**CONTACT: JOANNE SMITH, FIRE SERVICE HQ, WINSFORD
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BACKGROUND PAPERS:

Making Cheshire Safer – Annual Action Plan 2018-19 (IRMP15)

Annual Action Plan 2018-19 (IRMP 15) – Report on public, staff and partner consultation.

CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: CHIEF FIRE OFFICER AND CHIEF EXECUTIVE
AUTHOR: ALEX WALLER

SUBJECT: **REVIEW OF THE AUTHORITY'S PLANS TO CHANGE THE DUTY SYSTEM FROM WHOLETIME TO ON-CALL FOR THE SECOND FIRE ENGINES AT CREWE AND ELLESMERE PORT FIRE STATIONS**

Purpose of Report

1. To present the findings of the review into the Authority's plans to change the duty system from wholetime to on-call for the second fire engines at Crewe and Ellesmere Port Fire Stations; to determine the future duty systems for these fire engines; and to agree a timescale for any changes to be implemented.

Recommended: That

- [1] Members' consider the findings of the review; determine the future duty system for the second fire engine at Crewe Fire Station and agree a timescale for the implementation of any change.
- [2] Members' consider the findings of the review; determine the future duty system for the second fire engine at Ellesmere Port Fire Station and agree a timescale for the implementation of any change.

Background

2. After a comprehensive public consultation, Members agreed at the meeting of Cheshire Fire Authority on 13 February 2013 to embark upon a programme of change (Emergency Response Programme) to improve the efficiency of Cheshire Fire and Rescue Service and to deliver required savings to reflect reductions in central government grant.
3. Proposals to change the duty system for the second fire engines at Crewe and Ellesmere Port from the wholetime duty system to an on-call duty system were two specific elements of the Emergency Response Programme.
4. Other elements of change within the Emergency Response Programme – with most elements delivered by April 2017 - included the construction of four new fire stations to improve emergency cover and response times across Cheshire; reviewing working patterns across the organisation; furthering collaboration

with local partner agencies and the introduction of a response standard to life-risk incidents of ten minutes on 80% of occasions.

5. At the February 2013 meeting, when agreeing proposed elements of the Emergency Response Programme (2013/14 to 2016/17), Members agreed the following provisions relating to the second fire engines at Crewe and Ellesmere Port:
 - 2015/16 – Start recruiting for on-call staff at Crewe and Ellesmere Port, and
 - 2016/17 – Introduce new crewing arrangements for the second fire engine at Ellesmere Port and,
 - 2016/17 – Introduce new crewing arrangements for the second fire engine at Crewe

6. Following consultation on the draft Integrated Risk Management Plan (IRMP) for 2017-18, at the meeting of Cheshire Fire Authority on 14 February 2017 Members agreed to review the plans to change the duty system from wholetime to on-call for the second fire engines at Crewe and Ellesmere Port to determine whether they were still appropriate to reflect the local risk and demand. Members then resolved to add the following amendment to the approved IRMP for 2017/18:

“No change to the current arrangements in Crewe and Ellesmere Port in 2017-18 pending a review, the outcome of which is to be considered by Members”

7. The scope of the review was agreed by Members at the Fire Authority meeting on 26 April 2017, where it was resolved that the review would focus on the following areas:
 - a. An assessment of the current and emerging risks;
 - b. An analysis of current and anticipated activity levels (broken down into day and night) and set against current performance against the ten-minute response standard for life-risk incidents; and
 - c. An analysis of the types of incident dealt with.

8. The report also noted that when the review was to be considered, Members would need to understand the up-to-date position in relation to on-call firefighter recruitment and training, with an assessment of the likely ongoing situation.

9. As the review was developing, it became apparent that other issues of concern were being raised by various parties, e.g. the extent and impact of surrounding resources.

10. Members also asked that the report concerned with the review included commentary about other duty system options.
11. Members agreed at the April 2017 meeting that the review should be subject to independent external validation. This validation has been provided by Greenstreet Berman, an independent company specialising in risk analysis which has experience of dealing with various clients within the fire and rescue sector.

INFORMATION

12. The report contains/appends a significant amount of information. It is organised into the following sections.

SECTION A – Crewe

- Assessment of Current and Emerging Risks
- Analysis of Current and Anticipated Activity Levels
- Analysis of Types of incidents
- On-Call Context – Crewe
- Conclusion
- Alternative Options
- Third Party Submissions
- External Validation

SECTION B - Ellesmere Port

- Assessment of Current and Emerging Risks
- Analysis of Current and Anticipated Activity Levels
- Analysis of Types of incidents
- On-Call Context – Ellesmere Port
- Conclusion
- Alternative Options
- Third Party Submissions
- External Validation

SECTION C External Validation – Other issues

13. The report will reference information within the appendices where necessary. The appendices are listed below:

Appendix 1: Crewe - Review of second fire engine

Appendix 2: Ellesmere Port - Review of second fire engine

Appendix 3: Independent Assessment of ERP1 Review: Crewe and Ellesmere Port, Michael S. Wright (Greenstreet Berman)

Appendix 4: Crewe and Ellesmere Port Review: Third Party Submissions

SECTION A - CREWE

Assessment of Current and Emerging Risks

14. The assessment of risks primarily focuses on the issues of population, dwellings, non-domestic premises (businesses), traffic volumes, houses in multiple occupation (HIMO) and associated response activity within the Crewe station area compared with the whole of Cheshire. Data relating to this section is contained within Appendix 1, Section 1.
15. As referenced in the first section (1.1), since 2012 both the population and number of dwellings in Crewe have increased by 0.89% and 0.65% respectively (App 1 Fig.2, p.8; Fig 4, p.9). Despite this increase there has been an overall reduction in dwelling fires (App 1, Fig 6, p10). This is consistent with the picture across Cheshire. (App 1, Fig 1, 3 & 5).
16. Business units have also increased across Cheshire during the last decade. In Crewe, they have increased by 22% since 2012 (App 1, Fig 8, p11). During the same period, fires in business premises in Crewe have reduced from an average of 17 to 14 per year (App 1, Fig 10, p.12).
17. The volume of road traffic in relation to both Cheshire and Crewe has increased (App 1 Fig.11 & 12 p.13). In spite of this increase, the average number of road traffic collisions in Crewe has remained static with a slight downward trend overall (App 1, Fig 14, p.14).
18. In addition to the risk from population, dwellings, business growth and traffic, Members were also concerned about houses in multiple occupation (HiMO). Accordingly, work was undertaken to identify the HiMO in Crewe and to determine if there had been any fires in the properties by cross mapping the information with the Service's Incident Recording System.
19. The project team obtained 440 addresses for HiMO in Crewe from Cheshire East Council (Housing Standards and Adaptations Team), 415 of these were unlicensed (App 1, p15).
20. Incident analyses confirmed that during the last 8 years the Service attended 25 incidents at these addresses, an average of 3 incidents per year (App 1, p15). Whilst Officers are unable to confirm if the properties were HiMOs at the time of the fires i.e. they may not have been HiMOs 8 years ago - they can confirm that 25% of the fires required no action and none of them resulted in an injury or death (App 1, p15).
21. All of the data and analyses outlined above and included within Appendix 1, Section 1, shows that the risk profile of Crewe has changed since 2012. However, over the same period the overall downward trend in dwelling fires, fires in business premises and road traffic collisions (requiring the Service's involvement) has continued.

22. The next section in Appendix 1 (Sec 1.2, p16) provides an outline of emerging risks. These potential risks have emerged since Members' decision in 2013 and relate in particular to the Cheshire East Local Plan regarding housing and economic development, the planned redevelopment of Crewe town centre and the designation of Crewe as a hub station for HS2. The plans are ambitious and the assumptions within them forecast significant growth in population, dwellings, businesses and road traffic volumes in Crewe and the surrounding area. Paragraph 41 provides some further commentary on the impact of these risks.

Analysis of Current and Anticipated Activity Levels

23. The analysis of current and anticipated activity levels are provided within Appendix 1, Section 2. This section focuses on the number and type of incidents attended and performance standards, including response times for the first, second and third fire engines to arrive at incidents in Crewe.
24. As referred to in section 2.1.1. (Fig 15, p.20) and section 2.1.2 (Fig 16 & 17 p.20), the overall number of incidents across Cheshire and within the Crewe station area has decreased. Specifically within Crewe, the average number of incidents attended per year has reduced by 29%; from 850 in the five years (2007-2011) preceding Members decision to approve the Emergency Response Programme to 603 in the five years following the original decision (2012-2016); this equates to an average of 1.7 incidents per day in Crewe.
25. The majority of incidents attended within the station area (69%) required one fire engine (App1, Fig 18, p.21). A further 23% of incidents required two fire engines and 8% required three or more fire engines.
26. Specifically referring to life-risk incidents (App 1, Fig 19 & 20, p22), the average number of dwelling fires attended during the last 5 years has reduced from 49 to 43 per year. Over the same period, the average number of road traffic collisions has reduced from 23 to 21 per year (App 1, Fig 21 & 22, p23).
27. In summary, the number of incidents attended within Crewe has continued to fall during the last decade and based on analyses of historic data and trends it is not expected that the number of incidents will increase in the future.
28. The following paragraphs consider response times and the performance standard. The current and predicted average response times for the first, second and third fire engines to incidents in Crewe are shown in (App 1, Table 4, p24) as well as a comparison with actual response times for the whole of Cheshire. It can be seen that currently the first, second and third fire engine response times into Crewe are better than the Service averages (Row A vs D).
29. If the plan to move to an on-call duty system for the second fire engine is confirmed, then the response times for the first and third fire engines will not change. The response time for the second fire engine will see an increase of 2 min 31 sec (Row A vs C) but this will still be in line with the Service average.

30. Moving on to the performance standard for life risk incidents, it is predicted that the Cheshire Standard will be achieved on 98.4% of occasions in Crewe compared to 88% for the whole of Cheshire (Row C, p24).
31. In conclusion, the above demonstrates that if the second fire engine at Crewe is changed from a wholetime to an on-call duty system, the response times to incidents in Crewe will still be better than the Service average and performance against the Cheshire Standard will also be better than the Service average.
32. Another matter for consideration relates to the operational workload of the second fire engine at Crewe if it operated the on-call duty system. It is predicted that Crewe's on-call fire engine would be mobilised on an average of 213 occasions per year (App1, Fig 23, p27). This prediction is based on the Phoenix software modelling tool and assumes an 85% availability for the second fire engine. The predicted mobilisation volume fits with the on-call model and would place an on-call fire engine in Crewe as the second busiest on-call fire engine in the Service after Nantwich, which has 246 mobilisations per year. As a comparison, the least busy wholetime fire engine (Penketh) is expected to respond to 467 mobilisations per year and the busiest wholetime fire engine (Warrington) to 1046 mobilisations per year (App 1, Fig 23, p27).
33. It is appropriate to consider the potential impact on prevention activities in Crewe as a result of reduced capacity due to the second fire engine moving from a wholetime to an on-call duty system (App1, Table 6 & 7, p28). Officers have assessed the prevention workload demand and compared it with the existing wholetime stations with one fire engine to determine the extent to which the current performance outputs at Crewe will be maintained. It can be seen that the number of visits to high-risk homes will not change, neither will the number of school visits, road safety initiatives, safety campaigns and thematic inspections of business premises. However, the number of visits to lower risk homes would be expected to reduce by 1344 per year.

Analysis of Types of Incidents

34. An analysis of incident types is contained within Appendix 1, Section 3. The data is split between the five years preceding the original decision by Members to approve the Emergency Response Programme (2007–11) and the five years post the decision (2012-16).
35. The most frequent types of incident attended are false alarms, which make up 46% of incidents, followed by secondary fires (17%) (App 1, Table 8 & 9, Fig 24 p.30). While the number of false alarms has reduced slightly, the number of secondary fires has decreased by over 50% when comparing averages between 2007-11 and 2012-16.
36. Specifically in relation to life risk incidents - dwelling fires and road traffic collisions – in the five years since the original decision to approve the Emergency Response Programme there have been fewer incidents with an

average of 43 dwelling fires and 21 road traffic collisions per year in the Crewe station area. (App 1, Fig 20,22, p22,23)

37. Of the dwelling fires 84% were confined to the room of origin and 39% were 'out on arrival' or required no firefighting intervention. In the five years since 2012 these incidents have involved 1 fatality, 1 severe injury and 32 slight injuries (App 1, Sec 3.2, p31).
38. Regarding road traffic collisions, 30% (6 per year) of the incidents attended involved the extrication of a casualty. In the five years since 2012 there have been 3 fatalities, 16 severe injuries and 46 slight injuries resulting from road traffic collisions in the Crewe station area (App1, Sec 3.3, p31).
39. Section 3.4 (p32) outlines the number of larger incidents within the Crewe station area between 2012 - 2016 and also the predicted response time to provide ten fire engines in the event of a large-scale incident in Crewe. The table shows that the number of incidents requiring an immediate response of 5 fire engines or more is very low, amounting to 1 or 2 occasions per year (Table 10, p32).
40. The prediction shown in App 1, Table 11 & 12 (p.32) shows that if 10 fire engines were required at an incident in the centre of Crewe, they are expected to attend within 21 mins; this assumes that all of the on-call fire engines are available. If no on-call fire engines are available, then the response time would increase to 35 minutes. To draw a comparison, eight fire engines arrived at the explosion at Bosley Wood Flour Mill within 47 minutes of the request from the Incident Commander. Note: the above estimates were provided by North West Fire Control (mobilising system) and assume that all attending fire engines were available at the time of call.
41. While it is the case that population, dwellings, business premises and traffic volumes have all increased during the last five years without an associated increased demand on the Service, it is somewhat more challenging to make an accurate prediction about the future. The Local Plan for Crewe is ambitious and far reaching and will likely lead to significant further growth (App 1, Sec 1.2, p16 and 17), but on balance, there is nothing within the data to suggest that this will result in a future increase in demand to such an extent that more operational resources would be required in Crewe.

On-call Context - Crewe

42. Appendix 1, Section 4 provides an assessment of the current situation regarding on-call recruitment at Crewe.
43. The graphic in section 4.1. (p35) outlines the current position regarding on-call recruitment achieved prior to the on-call recruitment activity being put on hold following the approval for the review. A total of seven on-call firefighters have been recruited to date, with a further two awaiting transfer to the station. Officers have travelled the routes to the station under non-blue light conditions

to check that the five minute turnout standard is achievable for the existing on-call firefighters.

44. It is predicted that the on-call fire engine will be mobilised on 213 occasions per year, one mobilisation in every 41 hours on average. It is acknowledged that the time taken for on-call fire engines to turnout to incidents varies. For example, mobilisation is likely to be slower during the daytime (especially during rush hour) than at night time. However, overall the fire engine should achieve an average turnout time of 5 minutes (the current average turnout time for on-call fire engines is 4 mins 53 secs). On the occasions when the turnout is slower, it is likely that the on-call fire engine will still arrive at the incident before a neighbouring fire engine due to the travel distances involved.
45. Further recruitment will target specific households that meet the typical profile for an on-call firefighter. Overall the Service employs 266 on-call firefighters out of a potential 209k people that live within 5 minutes of the current on-call stations. In order to better evaluate the Service's prospects of recruiting on-call staff at Crewe some additional profiling has been carried out. Existing on-call staff were assessed against the Mosaic groups (a tool used for socio-demographic analysis). This allowed the Service to establish the types of households that are most likely (based on past recruitment campaigns) to include individuals that would be likely to be recruited into on-call roles. The analysis (Table 14, p37) indicates that 3,812 of the 16,129 households within five minutes travel time of Crewe fire station fall within the top six priority groups for on-call recruitment. This provides a large pool of potential applicants, which is similar to the number of priority households within the on-call catchment area for Nantwich Fire Station. This has given officers confidence that recruitment should be achievable with the right targeted activity.
46. Whilst the above is positive, Members should be mindful of the timeline for implementing an on-call duty system for the second fire engine (App 1, Table 13, p.36). A successful recruitment campaign is likely to take up to 8 months, followed by an 18-month training programme before the on-call firefighters achieve operational competence. This means that should Members decide to continue with the plan to introduce an on-call duty system for the second fire engine, this would not come into effect until April 2020 at the earliest. An additional (shadow) fire engine would be provided during the training period to expose the on-call firefighters to incidents. It will also provide an opportunity to validate fire engine availability and turnout and response times before finalising the move to the on-call duty system for the second fire engine.
47. Members of the Performance and Overview Committee receive quarterly reports on on-call availability and are aware of the challenges associated with the availability of on-call fire engines, particularly during the day. Officers have indicated that an on-call fire engine at Crewe would need to achieve the 85% Service target for on-call availability before the move from a wholetime to an on-call duty system could be implemented. In order to achieve and maintain

this target similar arrangements to those that operate at Wilmslow would be used. The current availability of the Wilmslow fire engine is 94.1%

Conclusion

48. During the last 5 years the population, housing, business premises and traffic volumes in Crewe have all increased, yet during the same period the number of incidents has reduced by 29%. All of these community profile factors are predicted to continue to grow in the future but there is no evidence within the data to suggest incidents in Crewe will increase as a consequence of this predicted growth.
49. In relation to on-call recruitment, there are 16,129 target households within 5 minutes of the station which provides adequate opportunities to increase the current establishment of 9 firefighters up to 15 within 8 months. Achieving this timescale would result in an expected 'go live' date for the on-call fire engine of April 2020 at the earliest. To alleviate concerns about on-call availability, principally during the day time, officers have committed to ensuring that the on-call fire engine will achieve 85% availability at 'go live', even if it means using supplementary arrangements.
50. This level of fire engine availability, combined with the response model for the Crewe area, will mean that response times of the second fire engine will increase. However, actual response times for first, second and third fire engines to incidents in Crewe should be better than the Service average, and the Cheshire Standard will be achieved in Crewe more often than the Service average.
51. It is expected that the on-call fire engine will be the second busiest on-call fire engine after Nantwich. It is anticipated that the high incident volume would support on-call recruitment and retention meaning the on-call duty system is likely to be achievable and sustainable in the longer term.
52. In conclusion, the extensive review commissioned by Members and externally validated by the independent consultant has confirmed that the plan to change from a wholetime to an on-call duty system for the second fire engine at Crewe is appropriate for the risks and demands.

Alternative Options

53. Whilst not included in the scope of the review, Members asked officers to provide details of alternative duty system options for consideration. Table 1 (p11) and Table 2 (p12) outlines the alternative options. Each option is shown with a predicted impact against current response times for the second fire engine along with the associated annual costs, predicted mobilisations per year etc.
54. Table 1 shows that the cost of maintaining the wholetime duty system for the second fire engine is £865k per year compared to the £162k for the planned

on-call duty system; a difference of £703k (the saving). Maintaining the wholetime duty system for the second fire engine would also create a potential redundancy risk for the on-call firefighters that have already been employed by the Authority.

55. The Nucleus option sits between the wholetime and on-call duty systems and would be relatively easy to implement as it is already an agreed duty system that operates at three of the Authority's fire stations (Wilmslow, Birchwood and Macclesfield). On-call firefighters are only required during the evenings (7pm-7am) when it is easier to achieve on-call cover and the favourable road conditions make it easier for on-call staff to get to the fire station within the 5 minutes. The Nucleus model would maintain the current response time for the second fire engine in Crewe during the 12-hour wholetime duty day shift, along with the current number of safe and well visits and current capacity to support cover area moves to accommodate training. However, the Nucleus system costs £515k more than the planned on-call duty system for the second fire engine (£677k-£162k).
56. The Day Crewing System does not require on-call firefighters but it would require the Authority to purchase or build 10 houses adjacent to the fire station, which would take a number of years to achieve.
57. Table 2 (p12) shows two potential new duty systems (day duty and 8hr shifts) that do not currently operate within the Service but are achievable. They would however require a period of consultation and a negotiated agreement with the representative bodies.
58. When considering the alternative options Members will need to understand the impact that any change to the original plan (on-call duty system for the second fire engine) will have on the Authority's medium term financial plan (MTFP). The Authority may also need to consult on any proposed changes.

Table 1 – Alternative Options: Costs and Performance of Second Fire Engine at Crewe (Existing Service Duty Systems)

Duty System Type	On-Call	Day Crewing	Nucleus	Wholetime (Current System)
Overview	Station is crewed by on-call firefighters who live or work within 5 minutes of the station.	Station is crewed by wholetime firefighters who work 24hr shifts, which include time on station and time on call from home.	Station is crewed by wholetime firefighters for 12hr day shift with 12hr on-call cover during the night.	Station is crewed by wholetime firefighters 24/7; work pattern is two 12hr days, two 12hr nights, 4 days off.
Annual Cost	£162k	£459k	£677k	£865k
Cheshire Standard	98.4%	(A*)	(A*)	98.7%
Average response times	10m 09sec (Predicted)	(B*)	(B*)	7min 38sec (Actual)
Predicted mobilisations (per year)	213 (B*)	269	256	281
Implementation Timescale	2 years	4 years	2 years	Immediate

(A) Cheshire Standard will range between the on-call and the wholetime performance i.e. between 98.4% and 98.7%*

(B) 2nd fire engine response time will range between the wholetime and the on-call performance i.e. between 7min 38sec and 10min 09sec.*

Table 2 – Alternative Options: Costs and Performance of Second Fire Engine at Crewe (new duty systems)

Duty System Type	Day Duty	Wholetime (8 Hour Shifts)
Overview	<p>This duty system does not currently exist and would need to be negotiated with the rep bodies.</p> <p>Station would be crewed by wholetime firefighters working 8hr shifts, Monday to Friday.</p> <p>The second fire engine would not be available during the evening/night and the weekend.</p>	<p>This duty system does not currently exist and would need to be negotiated with the rep bodies.</p> <p>7 teams of 5 wholetime firefighters working 8hr shifts crewing two fire engines. One fire engine would be crewed 24/7, the other would be crewed for 16hrs per day 8am to midnight.</p> <p>The second fire engine would not be available during the period from midnight to 8am</p>
Annual Cost	£202k	£574k (16 hours per day)
Cheshire Standard	(A*)	(A*)
Average response times	<p>7m 38sec – for the 8hr day duty period</p> <p>10m 09sec – for the evening/night and weekend periods (Predicted)</p>	<p>7m 38sec – for the 16hr duty period</p> <p>10m 09sec – for the midnight to 8am period (Predicted)</p>
Predicted mobilisations (per year)	240	228
Implementation Timescale	2 years	2 years

(A) Cheshire Standard will range between the on-call and the wholetime performance i.e. between 98.4% and 98.7%*

Third Party Submissions

59. A number of submissions have been made by third parties during the course of the review. These submissions have included formal responses by Cheshire East Council (Scrutiny Committee), Crewe Town Council, Alsager Town Council and also comment from other groups and individuals. The submissions are contained in Appendix 4 to this report.
60. In addition to the above, some of the feedback received during the Authority's consultation on its draft Integrated Risk Management Plan for 2018-19 included specific references to the review of the duty system for the second fire engine at Crewe. Where possible, these have been extracted and included in Appendix 4.

External Validation

61. As outlined earlier in the report, officers contracted the services of independent risk management analysts Greenstreet Berman to undertake external validation of the data used within the review. Appendix 3 details the outcomes of the external validation.

SECTION B - ELLESMERE PORT

Assessment of Current and Emerging Risks

62. The assessment of risks primarily focuses on the issues of population, dwellings, non-domestic premises (businesses), traffic volume and associated response activity within the Ellesmere Port station area compared with the whole of Cheshire. Data relating to this section is contained within Appendix 2, Section 1.
63. As referenced in the first section (1.1), since 2012 both the population and number of dwellings in Ellesmere Port have increased by 0.37% and 1.49% respectively (App 2 Fig.2, p.8; Fig 4, p.9). Despite this increase there has been an overall reduction in dwelling fires (App 2, Fig 6, p10). This is consistent with the picture across Cheshire (App 2, Fig 1, 3 & 5).
64. Business units have also increased across Cheshire during the last decade. In Ellesmere Port, they have increased by 23% since 2012. (App 2, Fig 8, p11) During the same period, fires in business premises in Ellesmere Port have reduced from an average of 20 to 13 per year (App 2, Fig 10, p.12).
65. The volume of road traffic in relation to both Cheshire and Ellesmere Port has increased (App 2 Fig.11 & 12 p.13). In spite of this increase, the average number of road traffic collisions in Ellesmere Port has remained static with a slight downward trend overall (App 2, Fig 14, p.14).
66. In addition to the risk from population, dwellings, business growth and traffic, Members were also concerned about deliberate fire setting (arson) in Ellesmere Port. Accordingly, work was undertaken to review the activity in this area. The outcomes are detailed in Appendix 2 (Fig 15, p15) and show a significant downward trend in deliberate fires (arson).
67. All of the data and analyses discussed above and included within Appendix 2, Section 1, shows that the risk profile of Ellesmere Port has changed since 2012. However, over the same period the overall downward trend in dwelling fires, fires in business premises and road traffic collisions (requiring the Service's involvement) has continued.
68. The next section in Appendix 2 (Sec 1.2, p16) provides an outline of emerging risks. These potential risks have emerged since Members' decision in 2013 and relate in particular to the Cheshire West and Chester Local Plan regarding housing and economic development. The plan indicates future growth in population, dwellings, business and road traffic volumes in Ellesmere Port and the surrounding area. Paragraph 89 provides some further commentary on the impact of these risks.

Analysis of Current and Anticipated Activity Levels

69. The analysis of current and anticipated activity levels are provided within Appendix 2, Section 2. This section focuses on the number and type of incidents attended and performance standards, including response times for the first, second and third fire engines to arrive at incidents in Ellesmere Port.
70. As referred to in section 2.1.1. (Fig 16, p.19) and section 2.1.2 (Fig 17 & 18 p.19), the overall number of incidents across Cheshire and within the Ellesmere Port station area has decreased. Specifically within Ellesmere Port, the average number of incidents attended per year has reduced by 28%; from 813 in the five years (2007-2011) preceding Members original decision to approve the Emergency Response Programme, to 588 in the five years following the original decision (2012-2016); this equates to an average of 1.6 incidents per day in Ellesmere Port.
71. The majority of incidents attended within the station area (77%) required one fire engine (App2, Fig 19, p.20). A further 20% of incidents required two fire engines and 3% required three or more fire engines.
72. Specifically referring to life-risk incidents (App 2, Fig 20 & 21, p21), the average number of dwelling fires attended during the last 5 years has reduced from 43 to 40 per year. Over the same period, the average number of road traffic collisions has reduced from 14 to 11 per year (App 2, Fig 22 & 23, p22).
73. In summary, the number of incidents attended within Ellesmere Port has continued to fall during the last decade and based on analyses of historic data and trends it is not expected that the number of incidents will increase in the future.
74. The following paragraphs consider response times and the performance standard. The current and predicted average response times for the first, second and third fire engines to incidents in Ellesmere Port are shown in App 2 (Table 3, p23) as well as a comparison with actual response times for the whole of Cheshire. It can be seen that currently the first, second and third fire engines response into Ellesmere Port are better than the Service averages (Row A vs E).
75. If the plan to move to an on-call duty system for the second fire engine is confirmed, then the response times for the first and third fire engines will not change. The response time for the second fire engine will see an increase of 45 secs (Row A vs D) but this will still be better than the Service average.
76. The main reason why a change to the second fire engine at Ellesmere Port has not affected response times is because of the new fire station at Powey Lane which provides coverage into the area. The value of Powey Lane is emphasised further within App 2, Table 3, Row C. This shows that if the on-call fire engine is removed completely from Ellesmere Port it would have a negligible impact on the first and second fire engine response times (Row B vs

- C). It would however have an impact on the third fire engine response time, which would increase by 1 min 43 sec but would still be 2 min 16 sec better than the Service average (Row B vs C). These findings accord with the views of officers in that the proposed on-call fire engine at Ellesmere Port would operate as a resilience fire engine (for reliefs and standby/area cover moves) rather than as primary response resource. Its inclusion in the overall plan for Cheshire would maintain the same number of fire engines (35) in line with the strategic direction provided by Members previously.
77. In light of the above findings and ongoing budget constraints, Members may even wish to consider the removal of the second fire engine or relocating it to an alternative location where it will be better utilised. The options relating to this change are not covered within this report because they fall outside of the scope of the review.
78. Moving on to the performance standard, it is predicted that the Cheshire Standard will be achieved on 98.4% of occasions in Ellesmere Port compared to 88% for the whole of Cheshire (App 2, Table 3, p23).
79. In conclusion, the above demonstrates that if the second fire engine at Ellesmere Port is changed from wholetime to on-call, the response times to incidents in Ellesmere Port will be better than the Service average and performance against the Cheshire Standard will also be better than the Service average.
80. Another matter for consideration relates to the operational workload of the second fire engine at Ellesmere Port if it operated the on-call duty system. It is predicted that Ellesmere Port's on-call fire engine would be mobilised on an average of 46 occasions per year (App 2, Fig 24, p26). This prediction is based on the Phoenix software modelling tool and assumes that the availability for the fire engine is the same as the average availability for the on-call fire engines at Runcorn and Penketh. The predicted mobilisation volume fits with the on-call duty system model and would place an on-call fire engine in Ellesmere Port as one of the least busy in the Service with only 46 mobilisations per year. As a comparison, the busiest on-call fire engine is Nantwich, which will respond to 246 mobilisations per year (App 2, Fig 24, p26).
81. It is appropriate to consider the potential impact on prevention activities in Ellesmere Port as a result of reduced capacity due to the second fire engine moving from a wholetime to an on-call duty system (App 2, Table 5 & 6, p27). Officers have assessed the prevention workload demand and compared it with existing wholetime stations with one fire engine to determine the extent to which the current performance outputs at Ellesmere Port will be maintained. It can be seen that the number of visits to high-risk homes will not change, neither will the number of school visits, road safety initiatives, safety campaigns and thematic inspections of business premises. However, the number of visits to lower risk homes would be expected to reduce by 1344 per year.

Analysis of Types of Incidents

82. An analysis of types of incident is contained within Appendix 2, Section 3. The data is split between the five years preceding the original decision by Members approving the Emergency Response Programme (2007-11) and the five years post the decision (2012-16).
83. The most frequent types of incidents attended are secondary fires and false alarms, which make up 68% of the incidents (34% + 34%) (App 2, Table 7, 8 & Fig 25, p29). As can be seen when comparing the five years 2007 – 11 with 2012 – 16, the number of secondary fires has reduced by 41% from an average of 339 to 199 per year.
84. Specifically in relation to life risk incidents - dwelling fires and road traffic collisions – in the five years since the original decision to approve the Emergency Response Programme there have been fewer incidents with an average of 40 dwelling fires and 11 road traffic collisions per year in the Ellesmere Port station area (App 2, Fig 21,23, p21, p22).
85. Of the dwelling fires 88% were confined to the room of origin and 32% were 'out on arrival' or required no firefighting intervention. In the five years since 2012, these incidents have involved 2 fatalities, 3 severe injuries and 12 slight injuries (App 2, Sec 3.2, p30).
86. Regarding road traffic collisions, 31% (3 per year) of the incidents attended involved the extrication of a casualty. In the five years since 2012, there have been 1 fatality, 6 severe injuries and 25 slight injuries resulting from road traffic collisions in the Ellesmere Port station area (App 2, Sec 3.3, p30).
87. Section 3.4 (p31) outlines the number of larger incidents within the Ellesmere Port station area between 2012 - 2016 and the predicted response time to provide ten fire engines in the event of a large-scale incident in Ellesmere Port. The table shows that the number of incidents requiring an immediate response of 5 fire engines or more is very low, amounting to 2 occasions per year (Table 9, p31).
88. The prediction shown in App 2, Table 10 & 11 (p.31) shows that if 10 fire engines were required at an incident in the centre of Ellesmere Port, they are expected to attend within 22 mins; this assumes that all of the on-call fire engines are available. If no on-call fire engines are available then the response time would increase to 29 minutes. To draw a comparison, eight fire engines responded to the explosion at Bosley Wood Flour Mill within 47 minutes of the request from the Incident Commander. Note: the above estimates were provided by North West Fire Control (mobilising system) and assume that all attending fire engines were available at the time of call.
89. While it is the case that population, dwellings, business premises and traffic volumes have all increased during the last five years without an associated

increased in demand on the Service, it is somewhat more challenging to make an accurate prediction about the future. The Local Plan (App 2, Sec 1.2, p16) for Ellesmere Port indicates further growth, but on balance, there is nothing within the data to suggest that this will result in a future increase in demand to such an extent that more operational resources would be required in Ellesmere Port.

On-Call Context - Ellesmere Port

90. Appendix 2, Section 4 provides an assessment of the current situation regarding on-call recruitment at Ellesmere Port.
91. The graphic in section 4.1. (p34) outlines the current position regarding on-call recruitment achieved prior to the on-call recruitment programme being put on hold following the approval for the review. A total of seven on-call firefighters have been recruited to date, including 1 Watch Manager, 1 Crew Manager and 5 firefighters. One of the firefighters has recently resigned (January 2018). Officers have travelled the routes to the station under non-blue light conditions to check that the five minute turnout standard is achievable for the existing on-call firefighters
92. It is predicted that the on-call fire engine will be mobilised on 46 occasions per year, one mobilisation in every 15 days on average. It is acknowledged that the time taken for on-call fire engines to turnout to incidents varies. For example, mobilisation is likely to be slower during the daytime (especially during rush hour) than at night time. However, overall the fire engine should achieve an average turnout time of 5 minutes (the current average turnout time for on-call fire engines is 4 mins 53 secs).
93. Further recruitment will target specific households that meet the typical profile for an on-call firefighter. Overall the Service employs 266 on-call firefighters out of a potential 209k people that live within 5 minutes of the current on-call stations. In order to better evaluate the Service's prospects of recruiting on-call staff some additional profiling has been carried out. Existing on-call staff were assessed against the Mosaic groups (a tool used for socio-demographic analysis). This allowed the Service to establish the types of households that are most likely (based on past recruitment campaigns) to include individuals that would be likely to be recruited into on-call roles. The analysis (Table 13, p36) indicates that 3,550 of the 15,133 households within five minutes travel time of Ellesmere Port fire station fall within the top six priority groups for on-call recruitment. This provides a large pool of potential applicants, which is 4 times the number of priority households within the on-call catchment area of Tarporley Fire Station. This has given officers confidence that recruitment should be achievable with the right targeted activity.
94. Whilst the above is positive, Members should be mindful of the timeline for implementing an on-call duty system for the second fire engine (App 2, Table 12, p.35). A successful recruitment campaign is likely to take up to 8 months,

followed by an 18-month training programme before the on-call firefighters achieve operational competence. This means that should Members decide to continue with the plan to introduce an on-call duty system for the second fire engine, this would not come into effect until April 2020 at the earliest. An additional (shadow) fire engine would be provided throughout the training period to expose the on-call firefighters to incidents and provide an opportunity to validate fire engine availability and turnout and response times before finalising the move to the on-call duty system for the second fire engine.

95. Members of the Performance and Overview Committee receive quarterly reports on on-call availability and are aware of the challenges associated with the availability of on-call fire engines, particularly during the day. Officers believe that an on-call fire engine at Ellesmere Port would achieve comparable availability as the on-call fire engines at Penketh and Runcorn. This availability is adequate because the wholtime fire station at Powey Lane is well placed to provide a second fire engine response to incidents in Ellesmere Port on those occasions when the on-call fire engine is not available.

Conclusion

96. During the last 5 years the population, housing, business premises and traffic volumes in Ellesmere Port have all increased, yet during the same period the number of incidents has reduced by 28%. All of these community profile factors are expected to continue to grow in the future but there is no evidence within the data to suggest incidents in Ellesmere Port will increase as a consequence of this continued growth.
97. In relation to on-call recruitment, there are 15,133 target households within five minutes of the fire station which provides adequate opportunities to increase the current establishment of 6 firefighters up to 15 within 8 months. Achieving this timescale would result in an expected 'go live' date for the on-call fire engine of April 2020 at the earliest.
98. This level of fire engine availability, combined with the response model for the Ellesmere Port area, will mean that response times for the second fire engine will increase by 45 seconds. However, actual response times for the first, second and third fire engines to incidents in Ellesmere Port should be better than the Service average, and the Cheshire Standard will be achieved in Ellesmere Port more often than the Service average.
99. As indicated earlier, if the second fire engine at Ellesmere Port moved to an on-call duty system its anticipated that activity levels would make it one of the least busy fire engines in the Service. The low incident volume may not support on-call firefighter recruitment and retention in the future and as such the on-call model may not be sustainable in the longer term.
100. In conclusion, the extensive review, commissioned by Members and externally validated by the independent consultant, has confirmed that the plan to move

from a wholetime to an on-call duty system for the second fire engine at Ellesmere Port is still appropriate for the risks and demands.

101. However, given the predicted low operational workload for the on-call fire engine, combined with its limited impact on response times and the question posed about its sustainability and the value for money challenge, Members may wish to consider its removal or relocation.

Alternative Options

102. Whilst not included in the scope of the review, Members asked officers to provide details of alternative duty system options for consideration. Table 3 (p22) and Table 4 (p23) outlines the alternative options. Each option is shown with a predicted impact against current response times for the second fire engine along with the associated annual costs, predicted mobilisations per year etc.
103. Table 3 shows that the cost of maintaining the wholetime duty system for the second fire engine is £865k per year compared to the £162k for the planned on-call duty system; a difference of £703k (the saving). Maintaining the wholetime duty system for the second fire engine would also create a potential redundancy risk for the on-call firefighters that have already been employed by the Authority.
104. The Nucleus option sits between the wholetime and on-call duty systems and would be relatively easy to implement as it is already an agreed duty system that operates at three of the Authority's fire stations (Wilmslow, Birchwood and Macclesfield). The on-call firefighters are only required during the evenings (7pm-7am) when it is easier to achieve on-call cover and the favourable road conditions make it easier for on-call staff to get to the fire station within the 5 minutes. The Nucleus model would maintain the current response time for the second fire engine in Ellesmere Port during the 12-hour wholetime duty day shift, along with the current number of safe and well visits and capacity to support cover area moves to accommodate training. However, the Nucleus system costs £515k more than the planned on-call duty system for the second fire engine (£677k-£162k).
105. The Day Crewing System does not require on-call firefighters but it would require the Authority to purchase or build 10 houses adjacent to the fire station, which would take a number of years to achieve.
106. Table 4 (p23) shows two potential new duty systems (day duty and 8hr shifts) that do not currently operate within the Service but are achievable. They would however require a period of consultation and a negotiated agreement with the representative bodies.
107. When considering the alternative options Members will need to understand the impact that any change to the original plan (on-call duty system for the second

fire engine) will have on the Authority's medium term financial plan (MTFP). The Authority may also need to consult on any proposed changes.

Table 3 – Alternative Options: Costs and Performance of Second Fire Engine at Ellesmere Port (existing duty systems)

Duty System Type	On-Call	Day Crewing	Nucleus	Wholetime (Current System)
Overview	Station is crewed by on-call firefighters who live or work within 5 minutes of the station.	Station is crewed by wholetime firefighters who work 24hr shifts, which include time on station and time on call from home.	Station is crewed by wholetime firefighters for 12hr day shift with 12hr on-call cover during the night.	Station is crewed by wholetime firefighters 24/7; work pattern is two 12hr days, two 12hr nights, 4 days off.
Annual Cost	£162k	£459k	£677k	£865k
Cheshire Standard	98.4%	(A*)	(A*)	98.7%
Average response times	7m 30sec (Predicted)	(B*)	(B*)	6m 45sec (Actual)
Predicted mobilisations (per year)	46	168	163	222
Implementation Timescale	2 years	4 years	2 years	Immediate

(A) Cheshire Standard will range between the on-call and the wholetime performance i.e. between 98.4% and 98.7%*

(B) 2nd fire engine response time will range between the wholetime and the on-call performance i.e. between 6min 45sec and 7min 30sec.*

Table 4 – Alternative Options: Costs and Performance of Second Fire Engine at Ellesmere Port (new duty systems)

Duty System Type	Day Duty	Wholetime (8 Hour Shifts)
Overview	<p>This duty system does not currently exist and would therefore be subject to consultation and negotiated agreement with rep bodies.</p> <p>Station would be crewed by wholetime firefighters working 8.5hr shifts, Monday to Friday.</p> <p>The second fire engine would not be available during the evening/night and weekends.</p>	<p>This duty system does not currently exist and would therefore be subject to consultation and negotiated agreement with rep bodies.</p> <p>7 teams of 5 wholetime firefighters working 8 hour shifts crewing two fire engines. One fire engine would be crewed 24/7, the other would be crewed for 16 hours per day 8am to midnight.</p> <p>The second fire engine would not be available during the period from midnight to 8am.</p>
Annual Cost	£202k	£574k (16 hours per day)
Cheshire Standard	(A*)	(A*)
Average response times	<p>6m 45sec – for the 8hr day duty period</p> <p>7m 30sec – for the evening/night and weekend periods (Predicted)</p>	<p>6m 45sec – for the 16hr duty period</p> <p>7m 30sec – for the midnight to 8am period (Predicted)</p>
Predicted mobilisations (per year)	128	175
Implementation Timescale	2 years	2 years

(A*) Cheshire Standard will range between the on-call and the wholetime performance i.e. between 98.4% and 98.7%.

Third Party Submissions

108. A number of submissions have been made by third parties during the course of the review. These submissions are contained in Appendix 4 to this report.
109. In addition to the above, some of the feedback received during the Authority's consultation on its draft Integrated Risk Management Plan for 2018-19 included specific references to the review of the duty system for the second fire engine at Ellesmere Port. Where possible, these have been extracted and included in Appendix 4.

External validation

110. As outlined earlier in the report, officers contracted the services of independent risk management analysts Greenstreet Berman to undertake external validation of the data used within the review. Appendix 3 details the outcomes of the external validation .

SECTION C

External Validation – Other Issues

111. In addition to the validation work undertaken as part of this review, Greenstreet Berman also conducted validation of data in respect of a number of other issues. Whilst not within the scope of the review, further detail on these issues is provided in Appendix 3 for information and reference purposes.

Financial Implications

112. The Authority's current Medium Term Financial Plan (MTFP) already takes into account savings of approximately £900k from the anticipated introduction of the on-call duty system for the second fire engines at Crewe and Ellesmere Port. This move to the on-call duty system for the second fire engines was expected to have been delivered in the 2016/17 financial year, as per the original timetable from the Authority's Emergency Response Programme. The delay in the delivery of this aspect of the Programme has, thus far, been funded from reserves. Should a decision be made to continue with the change to the on-call duty system for the second fire engines at Crewe and Ellesmere Port the savings would not be achieved until April 2020 at the earliest. Accordingly, the budget and MTFP for 2018/19 assumes that the sum of £900k will again be funded from reserves. Any decision to implement an alternative to the on-call duty system will alter the financial position of the Authority and need to be factored into the MTFP and considered as the budget is developed for 2019/20. There will also be an impact on the Authority's future savings proposals.

Legal Implications

113. None

Equality and Diversity Implications

114. Should Members decide to continue with the plan to introduce the on-call duty system for the second fire engines at Crewe and Ellesmere Port the associated on-call recruitment campaigns will be undertaken with the aim of attracting applicants from diverse backgrounds representative of all parts of the community within Cheshire.

Environmental Implications

115. None

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BACKGROUND PAPERS:

Appendix 1: Crewe - Review of second fire engine

Appendix 2: Ellesmere Port - Review of second fire engine

Appendix 3: Independent Assessment of ERP1 Review: Crewe and Ellesmere Port,
Michael S. Wright (Greenstreet Berman)

Appendix 4: Crewe and Ellesmere Port Review: Third Party Submissions

CREWE

Review of second fire engine

ALEX WALLER / ANDY ROYLE / DAVID ROBINSON

6th February 2018



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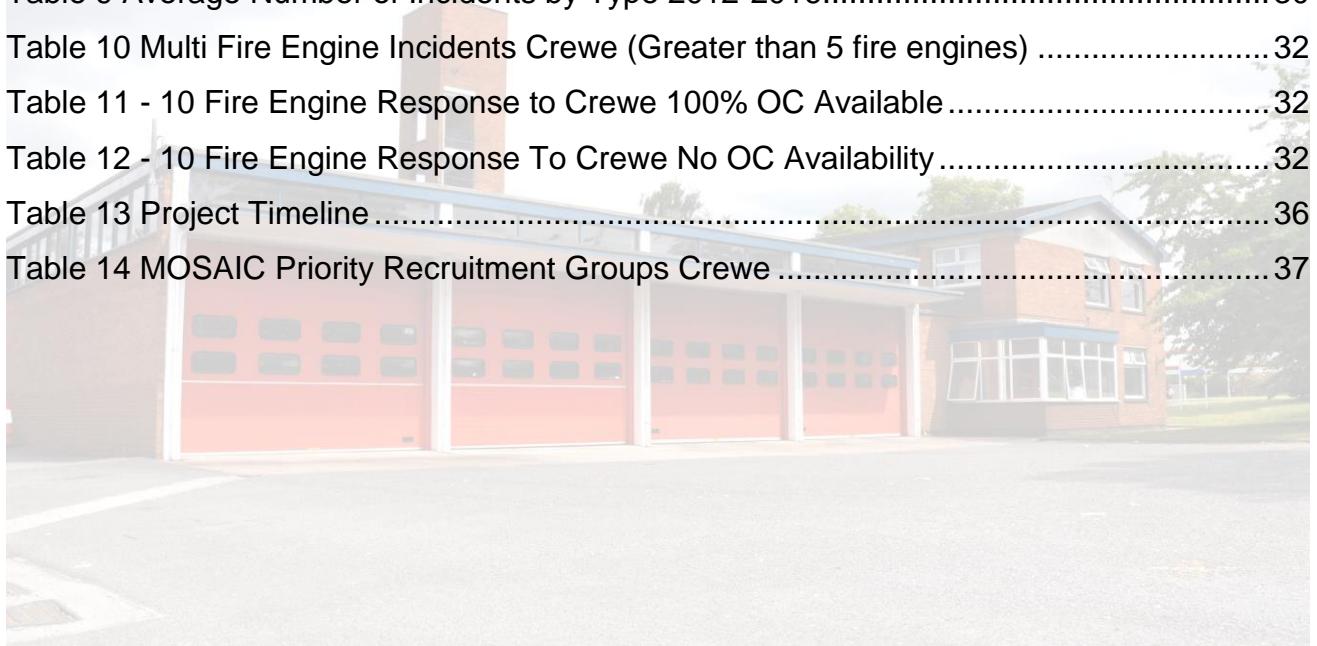
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Introduction

After a comprehensive public consultation, Members agreed at the meeting of Cheshire Fire Authority on 13 February 2013 to embark upon a programme of change (Emergency Response Programme) to improve the efficiency of Cheshire Fire and Rescue Service and to deliver required savings to reflect reductions in central government grant.

Proposals to change the duty system for the second fire engines at Crewe and Ellesmere Port from the wholetime duty system to an on-call duty system were two specific elements of the Emergency Response Programme.

Other elements of change within the Emergency Response Programme – with most elements delivered by April 2017 - included the construction of four new fire stations to improve emergency cover and response times across Cheshire; reviewing working patterns across the organisation; furthering collaboration with local partner agencies and the introduction of a response standard to life-risk incidents of ten minutes on 80% of occasions.

At the February 2013 meeting, when agreeing proposed elements of the Emergency Response Programme (2013/14 to 2016/17), Members agreed the following provisions relating to the second fire engines at Crewe and Ellesmere Port:

2015/16 – Start recruiting for on-call staff at Crewe and Ellesmere Port, and
 2016/17 – Introduce new crewing arrangements for the second fire engine at Ellesmere Port and,
 2016/17 – Introduce new crewing arrangements for the second fire engine at Crewe

Following consultation on the draft Integrated Risk Management Plan (IRMP) for 2017-18, at the meeting of Cheshire Fire Authority on 14 February 2017 Members agreed to review the plans to change the duty system from wholetime to on-call for the second fire engines at Crewe and Ellesmere Port to determine whether they were still appropriate to reflect the local risk and demand. Members then resolved to add the following amendment to the approved IRMP for 2017/18:

“No change to the current arrangements in Crewe and Ellesmere Port in 2017-18 pending a review, the outcome of which is to be considered by Members”

The scope of the review was agreed by Members at the Fire Authority meeting on 26 April 2017, where it was resolved that the review would focus on the following areas:

1. An assessment of the current and emerging risks;
2. An analysis of current and anticipated activity levels (broken down into day and night) and set against current performance against the ten-minute response standard for life-risk incidents; and
3. An analysis of the types of incident dealt with.

The report also noted that when the review was to be considered, Members would need to understand the up-to-date position in relation to on-call firefighter recruitment and training, with an assessment of the likely ongoing situation.

The information within this appendix has been prepared in line with the above scope and should be read in conjunction with the covering report to the Cheshire Fire Authority titled, “Review of the

Authority’s plans to change the duty system from wholetime to on-call for the second fire engines at Crewe and Ellesmere Port fire stations”.



1. Assessment of the Current and Emerging Risks in Crewe

Methodology

Aim and Scope of Assessment

The aim of the assessment is to identify if current risk, identified emerging risks or risk trends, will place an additional future demand on the operational activity of Cheshire Fire and Rescue Service in Crewe. Officers will make an assessment of the data compiled and will note within the report their professional judgement.

The scope of the assessment is to identify risk and respond to Fire Authority Member queries related to current and emerging risk.

Key issues are:

- Has there been an increase in population in Crewe?
- Has there been an increase in the number of Dwellings in Crewe?
- Has there been an increase in the number of Business Units in Crewe?
- Has there been an increase in traffic volumes in Crewe?
- Has an increase impacted on the number of incidents that Cheshire Fire and Rescue Service have attended in Crewe?

Assessment of the Current and Emerging Risks in Crewe

The areas of current risk that have been considered are:

- Service Wide Population vs Crewe Population
- Service Wide Dwellings vs Crewe Dwellings
- Service Wide Dwelling Fire vs Crewe Dwelling Fires
- Service Wide Non Domestic Premises vs Crewe Non Domestic Premises (Business Units)
- Service Wide Non Domestic Fires vs Crewe Non Domestic Premises Fire
- Service Wide Road Traffic Volume vs Crewe Road Traffic Volumes
- Service Wide Road Traffic Collisions vs Crewe Road Traffic Collisions (RTC's attended by Cheshire Fire and Rescue Service)
- Houses in Multiple Occupation (HiMO) within the Crewe station area.

The areas of emerging risk that have been considered are:

- Population Growth
- Housing Growth
- Business Growth
- Traffic Volume Growth
- Local Plans/HS2

Approach to the assessment

Officers have worked with the Business Intelligence Unit, Cheshire East Council and Michael Wright of Greenstreet Berman to gather and interrogate intelligence. Cheshire Fire and Rescue Service have produced a report, with this appendix as an integral part, along with the report from Greenstreet Berman, which validates officers' work.

Data Sources and Information requested

- Mid year population estimates from the office of national statistics (ONS).
- Cheshire Fire and Rescue Incident Recording System Data
- Department for Transport Volume of Traffic within Cheshire between 2002/03 – 2016/17

- Department for Transport Volumes of Traffic within Crewe Station Area between 2007/08 – 2016/17
- Cheshire Fire and Rescue Service – Incident Recording System Data.

Assessment criteria

- Acquire data from internal and external sources, relevant to the areas of scope for the whole of Cheshire between 2002/03 and 2016/17 to give an indication of long-term trends over a 15-year period.
- Acquire data from internal and external sources, relevant to the areas of scope for the Crewe station area for the 5 year period prior to the initial decision making process (2007/08 – 2011/12) and the for the 5 year period post the initial decision making process (2012/13 - 2016/17).
- The assessment of all data will be undertaken between the time period 2007/08 to 2016/17, excluding Crewe Dwellings and Business Units as the Service have only been able to secure limited data from the census (this is identified in the relevant sections of the appendix).
- Officers will draw comparisons between the whole of Cheshire and Crewe specific data
- Officers will assess Crewe data to provide information related to the key issues identified in the scope and methodology.



1.1. Current Risk in Crewe

1.1.1. Population

Service Wide Population

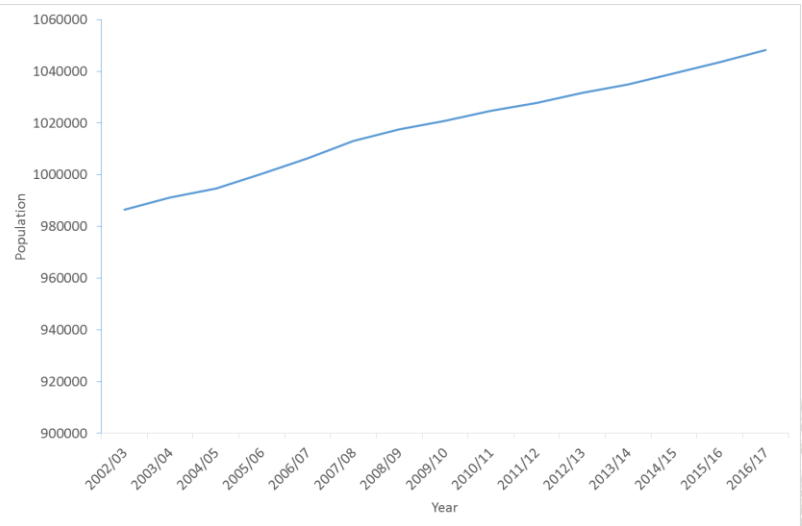
Service wide population shows an increased trend since 2002 (Figure 1)

The population across Cheshire since 2012 has increased by 1.59%, rising from 1,031,690 to 1,048,087 (Figure 1).

Population growth in Crewe over the same period increased 0.89% from 78,776 to 79,480 (Figure 2).

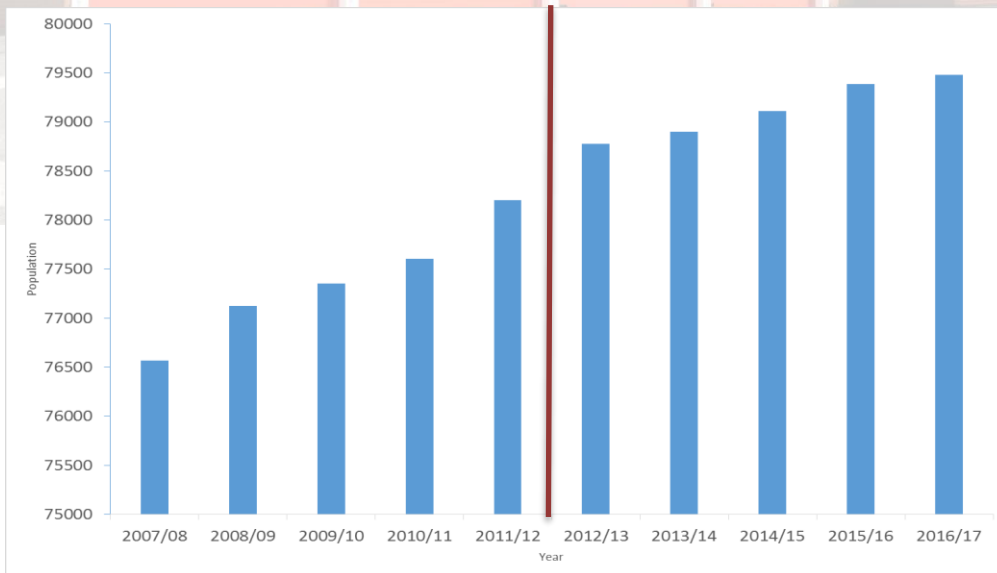
Data source: Mid year population estimates from the office of national statistics (ONS). Note: the mid year estimate for 2016 was used to calculate the population estimate for 2016-17

Figure 1 Population Estimates for Cheshire 2002/03 -2016/17¹



Crewe Population

Figure 2 Estimated Population within Crewe Station Area Between 2007/08 – 2016/17



Data source: Mid year population estimates from the office of national statistics (ONS) Note: Data has been compiled at ward level, the ward boundaries are not coterminous with the station boundaries, therefore a degree of estimation has been utilised for wards on station boundaries (3 wards have estimations)

1.1.2. Housing – Dwellings

Service Wide Dwellings

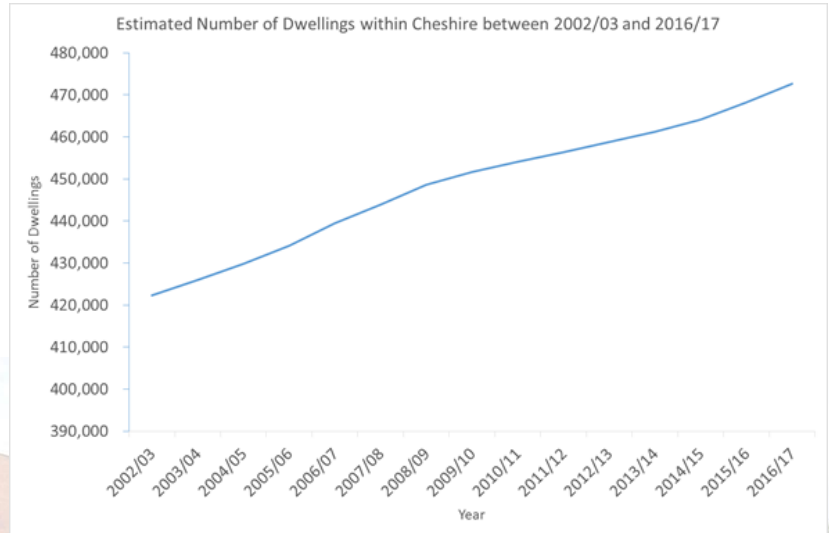
Service wide dwellings show an increased trend since 2002 (Figure 3)

Note: The Service have been unable to secure data related to the number of Dwellings in Crewe between 2007/08 and 2010/11. Therefore to draw a consistent comparison for this particular data set Officers have compared the growth in Cheshire and Crewe between 2012/13 and 2016/17

Dwellings across Cheshire have increased by 3.02% since 2012, rising from 458,800 to 472,650

Dwelling growth in Crewe over the same period was 0.65%, rising from 36,294 to 36,529 (Figure 4).

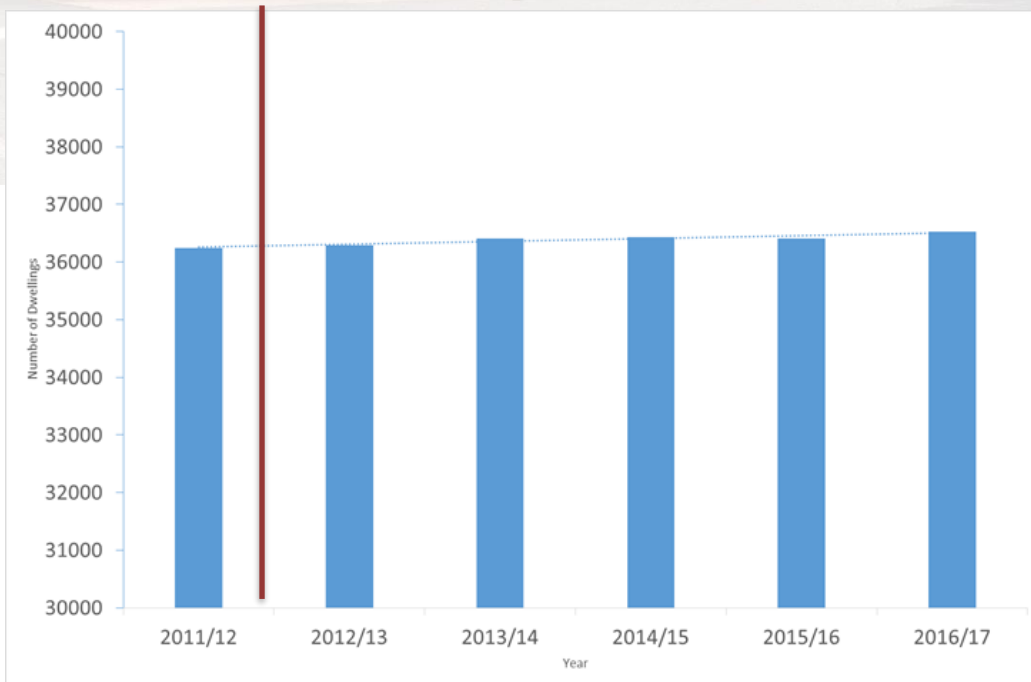
Figure 3 Dwelling Estimates Within Cheshire Between 2002/03 – 2016/17



Data source: The Office Of National Statistics (ONS)

Crewe Dwellings

Figure 4 Dwelling Estimates Within Crewe Between 2002/03 – 2016/17



Data source: MOSAIC Household data

Note: Data has been compiled in MapInfo and account has been taken of each household within the station boundary.

Dwelling Fires

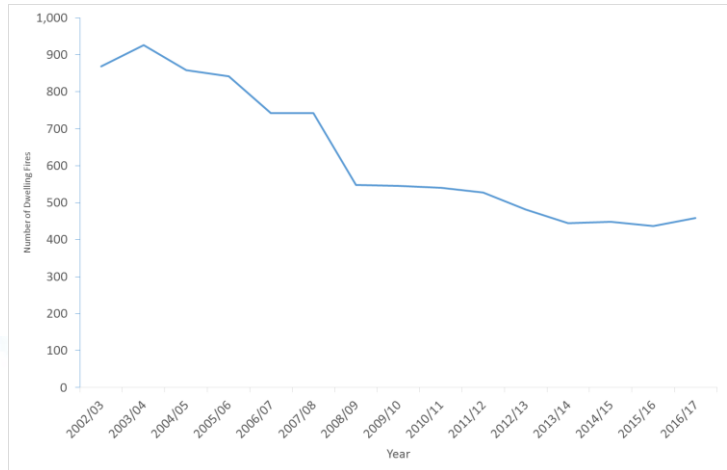
Service Wide Dwelling Fires

Service wide dwellings show a decreased trend since 2002 (Figure 5)

When comparing Service Wide the average number of dwelling fire incidents per year, over the five-year periods 2007-2011 and 2012-2016, there has been a 22% reduction on average.

When comparing over the same periods, there were 12% less dwelling fires in the Crewe area, from an average of 49 to 43 incidents per year (Figure 6).

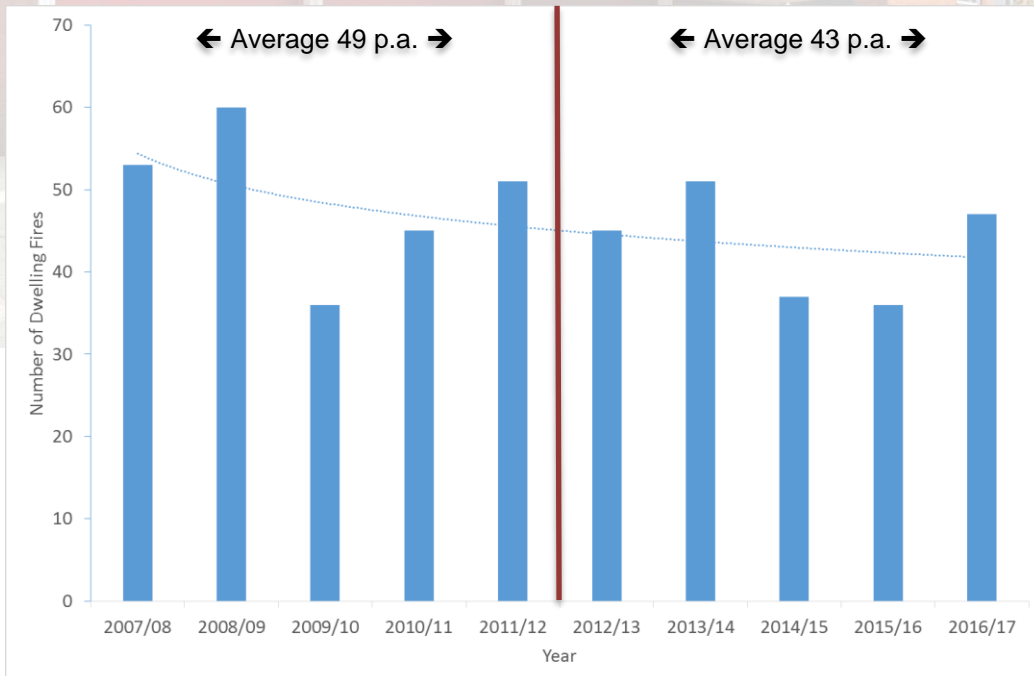
Figure 5 Number of Dwelling Fires Within Cheshire 2002/03 - 2016/17



Data source: Cheshire Fire and Rescue Service Incident Recording System

Crewe Dwelling Fires

Figure 6 Number of Dwelling Fires Within Crewe Station Area Between 2007/08 – 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

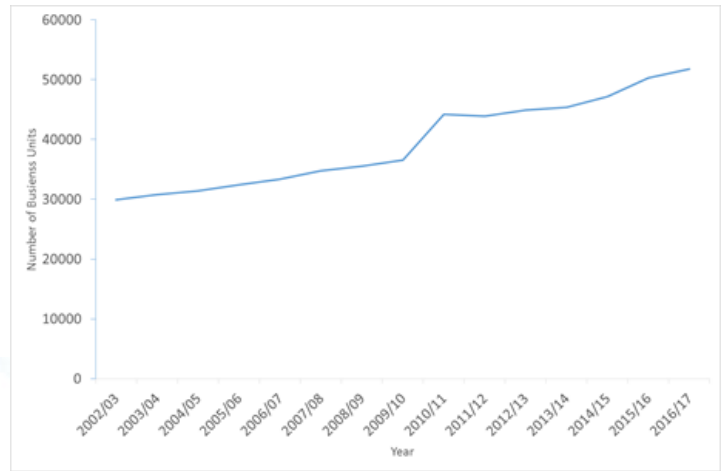
1.1.3. Non Domestic Premises - Businesses

Service Wide Non Domestic Premises - Businesses

Service wide non-domestic properties show an increased trend since 2002 (Figure 7).

Note: The Service have been unable to secure data related to the number of Business Units in Crewe between 2007/08 and 2010/11. Therefore to draw a consistent comparison for this particular data set, Officers have compared the growth in Cheshire and Crewe between 2012/13 and 2016/17

Figure 7 Non Domestic Property Estimates Within Cheshire Between 2002/03 – 2016/17



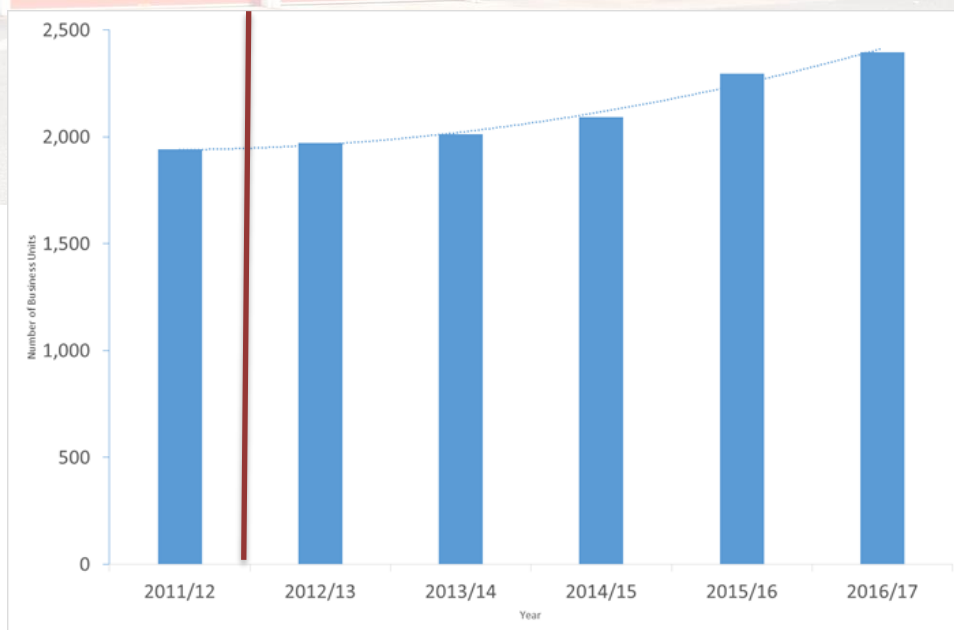
Data source: The Office Of National Statistics (ONS)

The number of Business Units across Cheshire have increased by 15.19% since 2012, rising from 44,940 to 51,765 (Figure 7)

Business Units growth in Crewe over the same period was 21.57%, rising from 1,970 to 2,395 (Figure 8).

Crewe Non Domestic Premises - Businesses

Figure 8 Non Domestic Property Estimates Within Crewe Between 2011/12 – 2016/17



Data source: Number of Business Units from the office of national statistics (ONS), broken down by ward.

Note: Data has been compiled at ward level, the ward boundaries are not coterminous with the station boundaries, therefore a degree of estimation has been utilised for wards on station boundaries (3 wards have estimations)

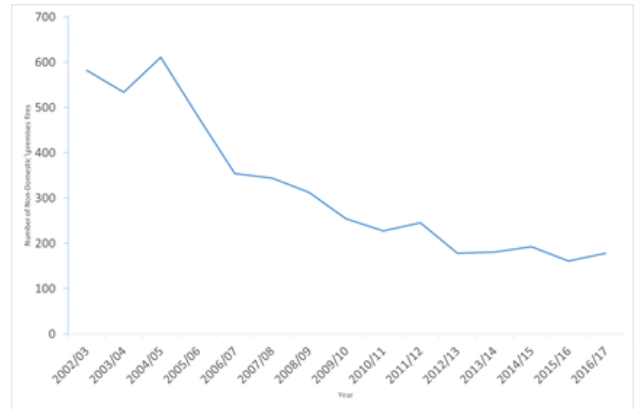
Non Domestic Premises Fires – Businesses

Service Wide Non Domestic Premises Fires

Service wide non domestic premises fires show a decreased trend since 2002 (Figure 9)

Figure 9 Non Domestic Premises Fires Within Cheshire Between 2002/03 - 2016/17

When comparing Service Wide the average number of non-domestic premises fire incidents per year, over the five-year periods 2007/08 - 2011/12 and 2012/13-2016/17, there have been on average a 36% reduction in incidents.

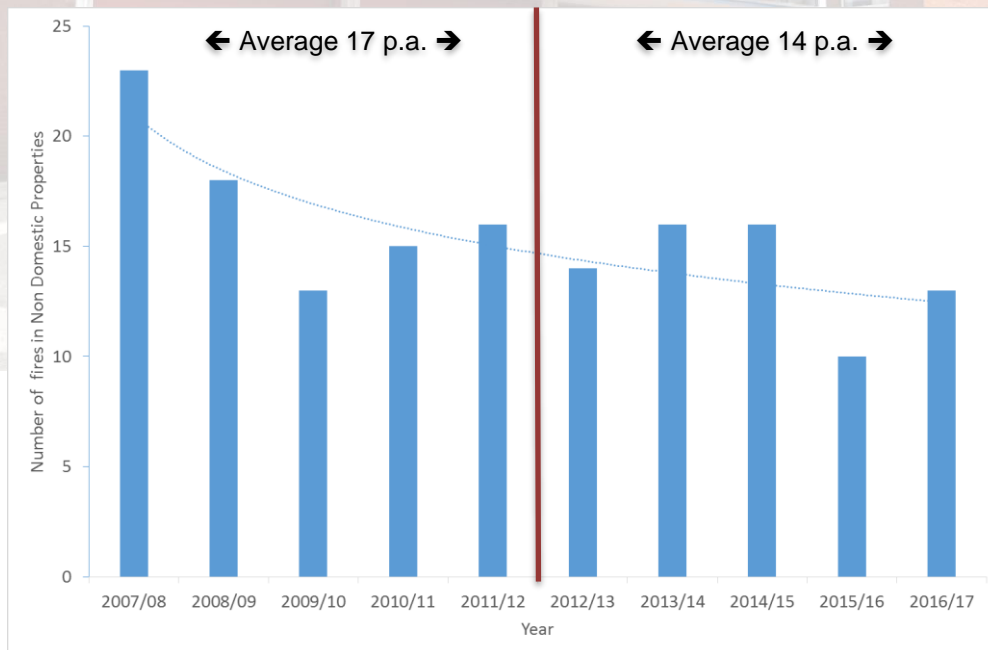


When comparing over the same periods, the average number of non-domestic premises fire incidents per year in the Crewe station area, there have been on average 19% less, from an average of 17 to 14 per year (Figure 10).

Data source: Cheshire Fire and Rescue Service (CFRS) – Incident Recording System Data from 2008/09 prior to this the data has been sourced from CFRS national indicator Home Office returns.

Crewe Non Domestic Premises Fires

Figure 10 Number of Fires in Non-Domestic Premises Within Crewe Station Area Between 2007/08-2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

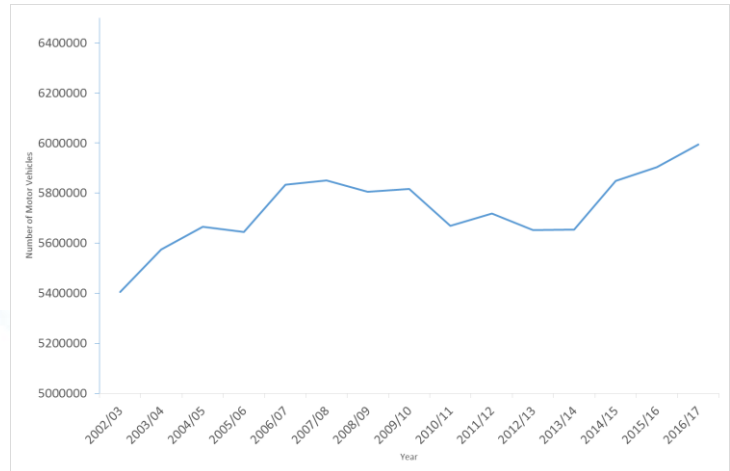
1.1.4. Road Traffic Volume

Service Wide Road Traffic Volumes

Service wide traffic volumes shows an increased trend since 2002 (Figure 11)

Figure 11 Estimated Volume of Traffic Within Cheshire Between 2002/03 – 2016/17

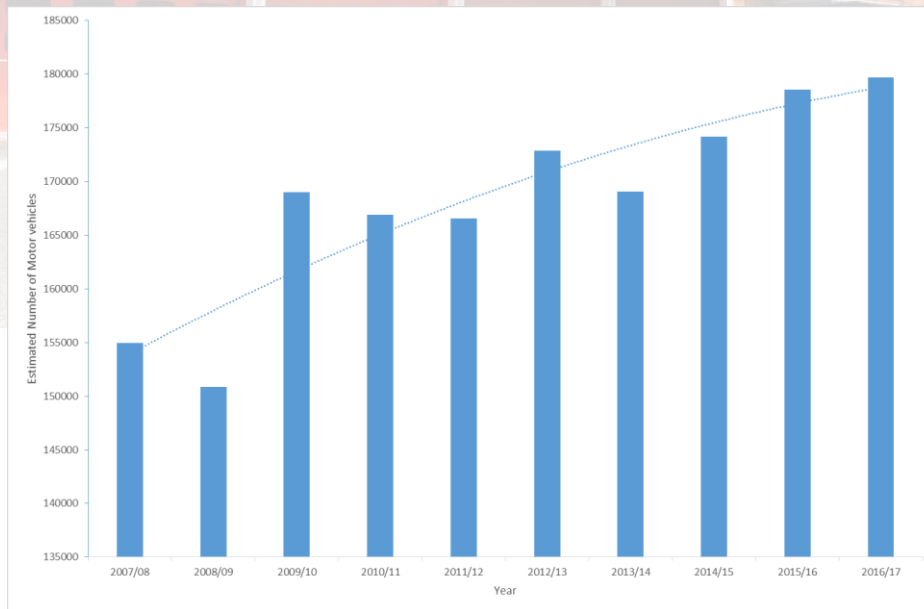
When comparing traffic volumes, over the five-year periods 2007-2011 and 2012-2016, there has been on average a 0.66% growth in volume (Figure 11).



Data source: Department for Transport

Crewe Road Traffic Volumes

Figure 12 Volumes of Traffic Within Crewe Station Area Between 2007/08 – 2016/17



Data source: Department for Transport

Road Traffic Collisions (RTC) attended by Cheshire Fire and Rescue Service

Service Wide Road Traffic Collisions (RTC) attended by Cheshire Fire and Rescue Service

Service wide road traffic accidents show a decreased trend since 2002 (Figure 13)

When comparing Service Wide the average number of Road Traffic Collisions (RTC) per year, over the five-year periods 2007-2011 and 2012-2016, there has been on average a 6% reduction in RTC's (Figure 13).

When comparing the average number of RTC's per year in the Crewe station area, over the same periods, there has been on average 6% less RTC's, from an average of 23 to 21 per year (Figure 14).

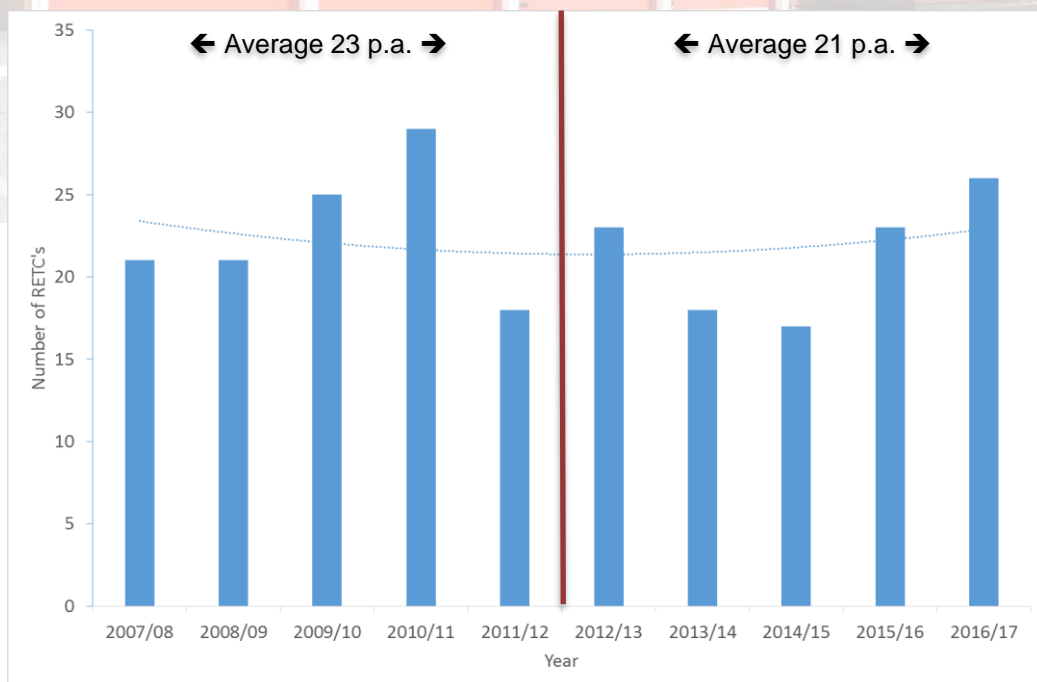
Figure 13 Number of RTC's Within Cheshire Between 2002/03 - 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.
 Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

Crewe Road Traffic Collisions (RTC) - RTC's attended by Cheshire Fire and Rescue Service

Figure 14 Number of RTC's Within Crewe Between 2007/08 – 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.
 Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

1.1.5. Houses in Multiple Occupation (HiMO)

In addition to the risk from population, dwellings, business growth and traffic, Members were also concerned about houses in multiple occupation (HiMO), therefore work was undertaken to identify the HiMO's in Crewe and determine if there had been any trend of incidents within them. The project team obtained 440 addresses for HiMO's from Cheshire East Council, 415 of these were unlicensed.

Incident analyses confirmed that during the last 8 years the Service has attended 25 incidents at these addresses, which amounts to 3 incidents per year. At this point Officers are unable to confirm if the property was a HiMO at the time of the fire i.e. it may not have been a HiMO 8 years ago - but they can confirm that 25% of the incidents required no action and none of them resulted in injury or death.

The number of HiMO related incidents can be seen in Table 1.



Table 1 Numbers of Potential HiMO Related Fires in Crewe

HiMO - Crewe	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	Total	Average
Fire	1	4	3	6	3	3	2	3	25	3.13
Grand Total										



1.2. Emerging Risk in Crewe

This section provides an outline of emerging risks. These potential risks have emerged since Members' decision in 2013 and relate in particular to the Cheshire East Local Plan regarding housing and economic development, the planned redevelopment of Crewe town centre and the designation of Crewe as a hub station for HS2. The plans are ambitious and the assumptions within them forecast significant growth in population, dwellings, business and traffic in Crewe.

<p>Housing Growth</p> 	<p>Cheshire East Council's Local Plan Strategy outlines planned housing and economic development for the borough up to 2030. Within this, it specifies Crewe as a strategic area of growth, forecasting the development of 8,189 homes up to 2030, the population of Crewe will expand to 100,000 by 2030.</p> <p>Between 2010 and 2016, housing growth has resulted in 907 completions and committed development of 1,979 properties (Cheshire East Local Plan Strategy, p.400, Appendix A: proposed Housing Growth Distribution).</p> <p>Going forward, key growth areas for housing will be situated around the South of Crewe (Basford East & West) and the North of Crewe (Leighton & Leighton West).</p>
<p>Business Growth</p> 	<p>The housing growth will sit alongside the release of 65 hectares of employment land for commercial/industrial development (Cheshire East Local Plan Strategy, 2017, p.77).</p> <p>This is reinforced by a further strategy titled 'All Change for Crewe - A High Growth City', which forecasts that as a result of continued focus on economic development locally.</p> <p>This economic development is predicted to encompass continued investment from major employers such as Bentley Motors, as well as the redevelopment of Royal Arcade section of the town centre (expected completion late 2020).</p> <p>See below HS2 development section.</p>
<p>Traffic Volume Growth</p>	<p>The Cheshire East local transport plan indicates that there will be a requirement to deliver a road network that will support a 40% increase in demand on the M6 and M62 strategic road corridors and that there may be a rise of between 30-35% in demand through local road corridors. Although the transport plan references Cheshire East as a whole and is not specific to Crewe, it is given the ambitions in the Cheshire East Plan for housing and business growth that there would be some expected traffic volume growth.</p>

<p>HS2</p>	<p>The Government has announced that Crewe will be a destination for a high-speed rail hub station under the HS2 project. The hub is expected to become operational in 2027 and in realising the economic benefits of the station through the development of a commercial hub, Cheshire East are estimating that this will deliver 37,000 additional jobs in or around central Crewe, 350,000sq metres of new commercial floor space and deliver an additional 7,000 homes, above existing plans, by 2043.</p> <p>As the HS2 implementation develops, the Service will be involved in planning and preparation. This approach was adopted in recent years during construction of the Mersey gateway.</p> <p>The £600m Mersey Gateway took three years and six months to complete and significantly changed the infrastructure, road network and activity within Halton over the entire period. Officers participated in multi-agency planning meeting and events to identify and manage risks and issues. Despite fears of increased activity and demand, this did not materialise and appropriate fire cover was maintained throughout.</p>
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2. An analysis of current and anticipated activity levels (broken down into day and night) and set against current performance against the ten-minute response standard for life-risk incidents.

Methodology

Aim and Scope of Analysis

The aim of the analysis is to identify the current and anticipated operational activity levels in the Crewe station area, set against the Cheshire Standard of '80% of Life Risk incidents being attended by the 1st fire engine in 10 minutes'. Officers will also provide an analysis of the current and anticipated 'Protection and Prevention' activities undertaken by operational staff in the Crewe station area. Officers will make an assessment of the analysis compiled and will note their professional judgement within the report.

The scope of this analysis is related to 'Life Risk' incidents.

Key issues are:

- Has there been an increase in all operational activity levels in Crewe?
- How does the operational activity level impact on fire engines used per incident?
- Has there been an increase in the number of 'Life Risk' incidents in Crewe?
- What are the actual and predicted attendance time of fire engines to life risk incidents?
- What are the average attendance times of neighbouring fire engines into Crewe?
- What would be the utilisation rate of an on-call second fire engine at Crewe?
- What are the current and predicted Community Prevention activities undertaken by the operational staff at Crewe?

Analysis of the Current and Anticipated Activity levels in Crewe

Service wide activity levels vs Crewe activity levels pre & post ERP1

Fire engine utilisation per incident in Crewe

Average number and time of day of Life Risk Incidents - Dwelling Fires

Average number and time of day of Life Risk Incidents – Road Traffic Collisions (RTC's)

Fire engine attendance times in Crewe station area set against the Cheshire Standard

Attendance times for neighbouring fire engines to the Crewe station area

Predicted fire engine incident mobilisations

Community Safety / Prevention-Protection activity levels

Approach to the assessment

Officers have worked with the Business Intelligence Unit, to gather and interrogate intelligence. Cheshire Fire and Rescue Service have produced a report, with this appendix as an integral part, along with the report from Greenstreet Berman, which validates officers' work.

Data Sources and Information requested

- Cheshire Fire and Rescue Service – Incident Recording System Data.
- Modelling by Active Informatics – 'Phoenix'

Assessment criteria

- Acquire data from Cheshire Fire and Rescue Incident Recording System relevant to the areas of scope for the whole of Cheshire between 2002/03 and 2016/17 to give an indication of trends over a 15-year period.

- Acquire data from Cheshire Fire and Rescue Incident Recording System, relevant to the areas of scope for the Crewe station area for the 5 year period prior to the IRMP 12 decision making process (2007/08 – 2011/12) and the for the 5 year period post the IRMP decision making process (2012/13 - 2016/17).
- The assessment of all data will be undertaken between the time period 2007/08 to 2016/17 unless stated within titles or the narrative.
- Provide predictive modelling of operational response configurations including attendance times and performance set against the Cheshire Standard



2.1. Analysis of Current and Anticipated Activity Levels

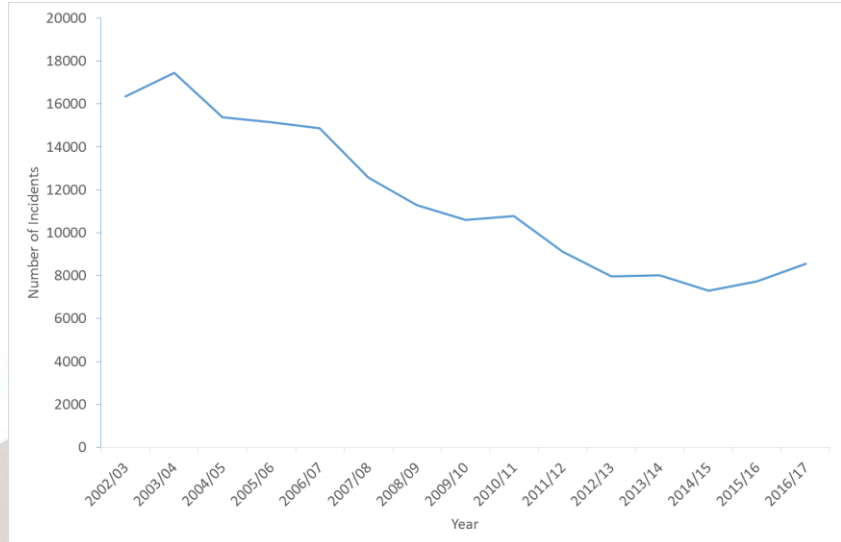
2.1.1. Service Wide Activity Levels

Service wide operational activity levels show a decreased trend since 2002 (Figure 15)

When comparing Service wide the total number of incidents per year, over the five-year periods 2007-2011 and 2012-2016, there has been on average a 27% reduction in incidents (Figure 15).

When comparing the average number of incidents per year in the Crewe station area, over the same periods, there has been on average 29% less incidents, from an average of 850 to 603 per year (Figure 16, Figure 17).

Figure 15 Total number of incidents in Cheshire Between 2002/03 – 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

2.1.2. Crewe Activity Levels Pre – Post ERP1 Decision

Figure 16 Total number of incidents within Crewe between 2007/08 – 2011/12

Average Incidents per year = 850

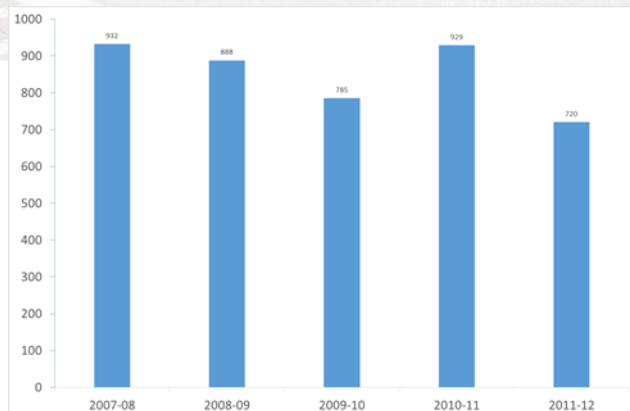
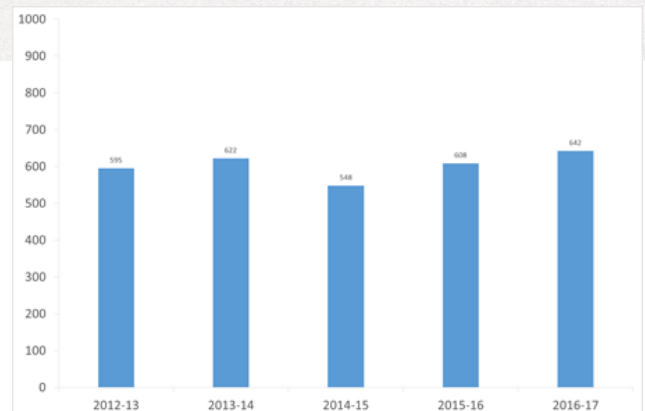


Figure 17 Total number of incidents within Crewe between 2012/13 – 2016/17

Average Incidents per year = 603

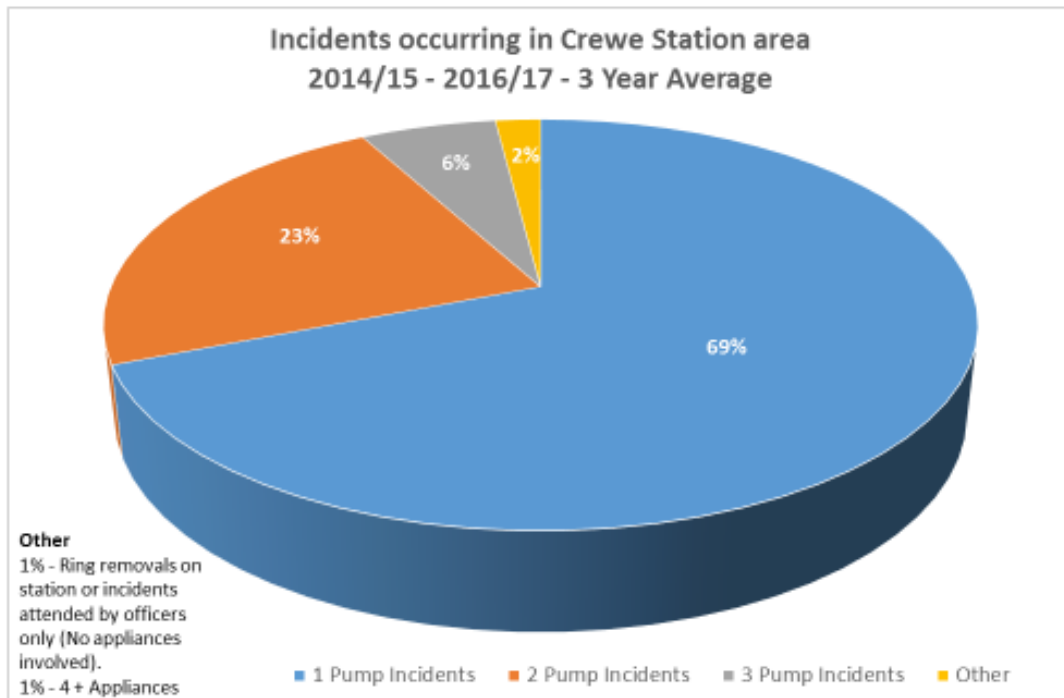


Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

2.1.3. Incidents in Crewe – Number of Fire Engines Required per Incident

Figure 18 Percentage of incidents occurring in Crewe station area by number of fire engines utilised (3 years data 2014/15 – 2016/17)



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as now and not as at time of incident, this is due to station boundary changes since ERP1 plan implemented.

To determine the utilisation of fire engines in the Crewe area, data was sourced from Cheshire Fire and Rescue Service Incident Recording System.

It has been identified that the majority of incidents attended within the Crewe station area (69%) required the use of one fire engine, a further 23% of incidents required the use of two fire engines and 8% of incidents required three or more fire engines (Figure 18).

North West Fire Control determines the number of fire engines initially attending an incident by implementing a fire engine pre-determined attendance (PDA) and action plan criteria, which is supplied by CFRS. There are lots of PDA's, some examples are listed below:

- Small Fires – one fire engine
- Building Fires – two fire engines
- Person Reported Fire – three fire engines
- Road Traffic Collision (small) – two fire engines

2.1.4. Life Risk Incidents - Dwelling Fires

Cheshire Fire and Rescue Service categorise Dwelling Fires² as life risk incidents.

Figure 19 Average Number of Dwelling Fires Crewe 2007/08 – 2011/12

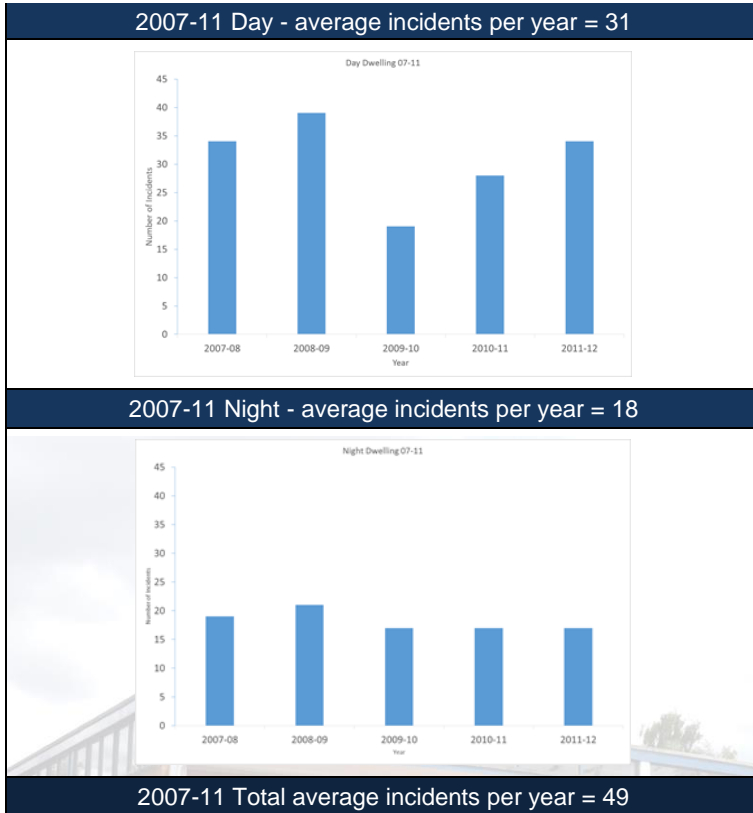


Figure 20 Average Number of Dwelling Fires Crewe 2012/13 – 2016/17

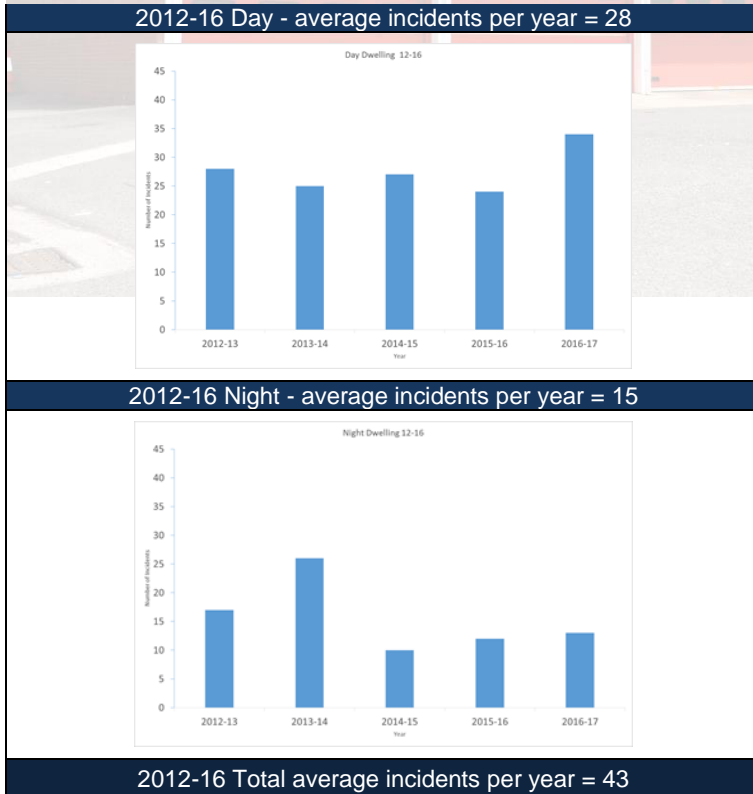


Table 2 Crewe Dwelling Fires by % Time of Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total	
0	0.2%	0.7%	0.7%	0.4%	0.4%	0.9%	0.7%	3.9%	NIGHT SHIFT
01	0.4%	0.0%	0.7%	0.7%	0.9%	0.7%	0.9%	4.1%	
02	0.9%	0.7%	0.0%	0.7%	0.2%	0.0%	0.2%	2.6%	
03	0.4%	0.0%	0.0%	0.0%	0.7%	0.2%	0.9%	2.2%	
04	0.0%	0.2%	0.4%	0.0%	0.4%	0.0%	0.4%	1.5%	
05	0.4%	0.4%	0.2%	0.0%	0.0%	0.2%	0.2%	1.5%	
06	0.0%	0.7%	0.0%	0.0%	0.4%	0.2%	0.0%	1.3%	
07	0.2%	0.4%	0.2%	0.2%	0.2%	0.2%	0.2%	1.7%	DAY SHIFT
08	0.2%	0.7%	0.0%	0.4%	0.2%	0.2%	0.7%	2.4%	
09	0.4%	0.2%	0.7%	0.9%	0.2%	0.0%	0.7%	3.0%	
10	0.4%	0.4%	1.1%	0.0%	0.4%	0.4%	0.2%	3.0%	
11	0.7%	0.4%	1.1%	0.7%	0.4%	0.9%	1.3%	5.4%	
12	0.7%	0.2%	1.5%	0.7%	0.7%	0.7%	0.9%	5.2%	
13	0.9%	0.4%	0.9%	0.0%	0.7%	0.4%	0.4%	3.7%	
14	1.5%	0.4%	1.1%	0.9%	1.3%	1.5%	0.2%	6.9%	DAY SHIFT
15	1.1%	1.3%	0.2%	0.4%	1.1%	0.4%	1.5%	6.1%	
16	1.3%	1.1%	0.0%	0.4%	0.9%	0.4%	0.9%	5.0%	
17	0.2%	0.7%	0.2%	1.7%	0.4%	0.9%	1.3%	5.4%	
18	0.9%	0.7%	1.3%	0.9%	1.3%	0.7%	1.7%	7.4%	
19	1.7%	1.1%	0.9%	1.7%	1.5%	2.0%	0.9%	9.8%	
20	0.7%	1.3%	0.4%	1.1%	1.1%	0.7%	1.3%	6.5%	
21	0.7%	0.7%	0.9%	0.9%	1.5%	0.2%	0.7%	5.4%	NIGHT SHIFT
22	0.7%	0.0%	0.7%	0.4%	0.4%	0.7%	0.7%	3.5%	
23	0.0%	0.4%	0.7%	0.4%	0.4%	0.2%	0.2%	2.4%	
Total	14.5%	13.0%	13.7%	13.4%	15.8%	12.6%	16.9%	100.0%	

Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

When comparing the five year time period 2007/08 to 2011/12 and 2012/13 to 2016/17 dwelling fires in Crewe station area have reduced from an average of 49 to 43 incident per year (Figure 19, Figure 20).

The time of day identified as having the greatest percentage of incidents by volume, is between 19:00 to 20:00 hours (Table 2).

² Dwelling Fires Are fires in properties that are a place of residence i.e. place occupied by households such as houses and flats, excluding hotels/hostels and residential institutions. Dwellings also includes non-permanent structures used solely as a dwelling, such as houseboats and caravans.

2.1.5. Life Risk Incidents – Road Traffic Collisions (RTC's)

Cheshire Fire and Rescue Service categorise Road Traffic Collisions³ (RTC's) as life risk incidents

Figure 21 Average Number of RTC's Crewe 2007/08 – 2011/12

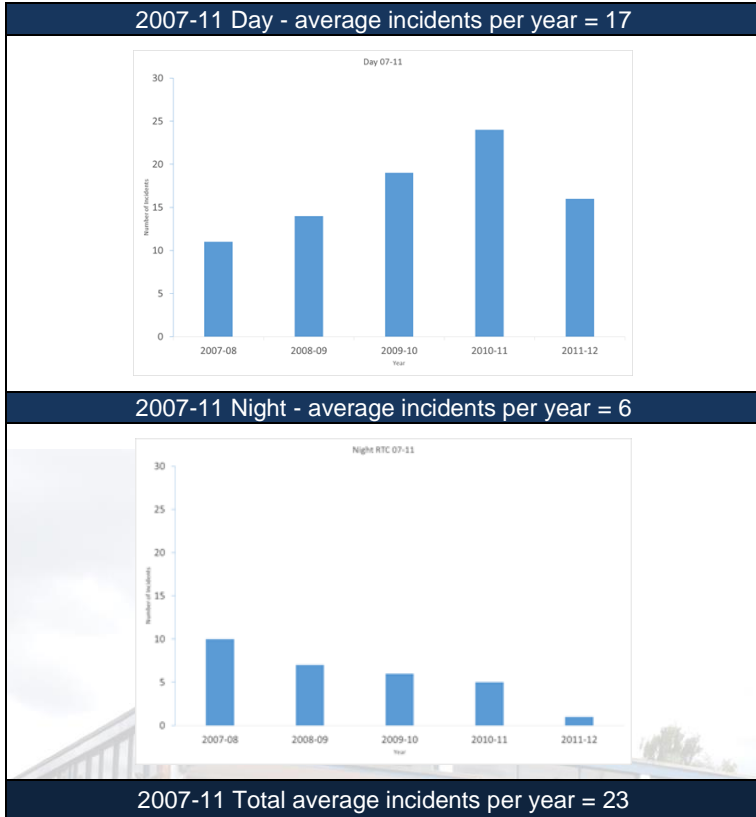
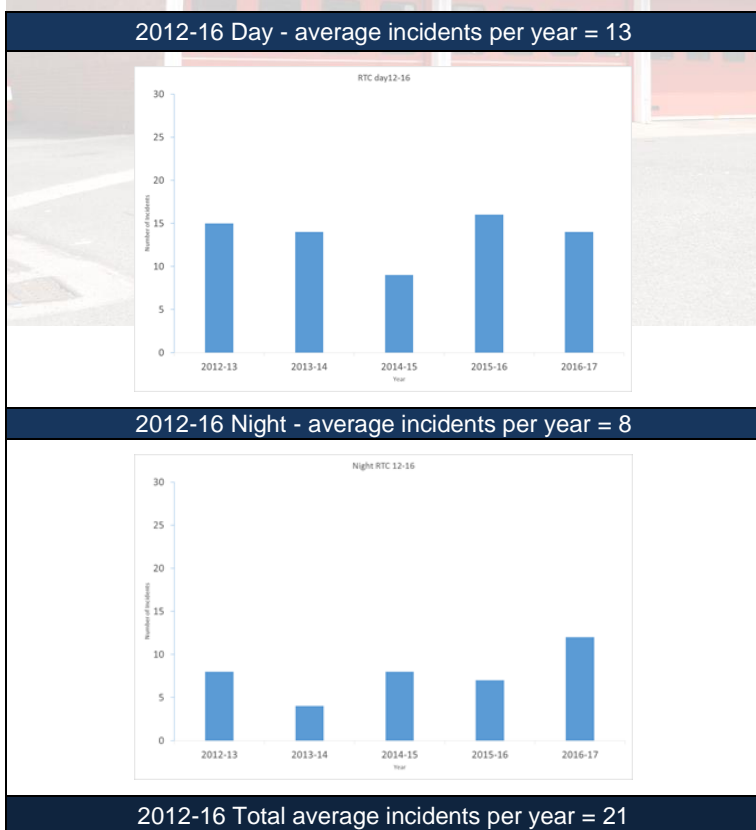


Table 3 Crewe RTC's by % Time of Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total	Shift
0	0.5%	0.9%	0.0%	0.0%	0.0%	0.9%	0.9%	3.2%	NIGHT SHIFT
01	0.0%	0.5%	0.0%	0.0%	0.0%	0.9%	0.0%	1.4%	
02	0.0%	0.5%	0.5%	0.0%	0.0%	1.4%	0.5%	2.7%	
03	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.9%	0.9%	
04	0.0%	0.0%	0.5%	0.5%	0.5%	0.0%	0.5%	1.8%	
05	0.5%	0.5%	0.5%	0.5%	0.0%	0.9%	0.0%	2.7%	
06	0.0%	0.9%	0.5%	0.0%	0.9%	0.0%	0.0%	2.3%	
07	0.5%	0.9%	1.4%	0.9%	0.9%	0.0%	0.0%	4.5%	
08	1.8%	1.4%	0.0%	2.3%	2.7%	0.0%	0.0%	8.2%	DAY SHIFT
09	0.9%	0.9%	0.0%	1.4%	0.0%	0.0%	0.0%	3.2%	
10	0.0%	0.5%	0.5%	0.5%	0.5%	0.9%	0.0%	2.7%	
11	0.5%	0.5%	0.5%	0.9%	0.0%	0.9%	0.5%	3.6%	
12	0.0%	0.0%	0.9%	0.5%	2.3%	1.4%	0.9%	5.9%	
13	1.4%	0.9%	1.8%	0.0%	0.5%	0.9%	0.5%	5.9%	
14	0.5%	0.9%	0.9%	0.5%	0.9%	1.4%	0.0%	5.0%	
15	0.9%	0.9%	0.9%	0.9%	0.9%	0.5%	0.9%	5.9%	
16	0.5%	2.7%	0.9%	1.8%	0.5%	0.5%	0.9%	7.7%	NIGHT SHIFT
17	0.5%	1.8%	1.4%	0.9%	1.8%	0.5%	0.0%	6.8%	
18	0.9%	1.8%	0.9%	0.0%	2.3%	1.4%	1.4%	8.6%	
19	0.0%	0.5%	0.5%	1.4%	2.7%	1.4%	0.0%	5.5%	
20	0.5%	0.5%	1.4%	0.5%	0.9%	0.5%	0.5%	4.5%	
21	0.9%	0.5%	0.0%	0.5%	0.0%	0.0%	0.5%	2.3%	
22	0.9%	0.0%	0.0%	0.0%	1.4%	0.0%	0.5%	2.7%	
23	0.0%	0.5%	0.5%	0.0%	0.5%	0.5%	0.0%	1.8%	
Total	11.4%	18.2%	14.1%	13.6%	20.0%	13.6%	9.1%	100.0%	

Figure 22 Average Number of RTC's Crewe 2012/13 – 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.
 Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

When comparing the five year time period 2007/08 to 2011/12 and 2012/13 to 2016/17 road traffic collisions (RTC) in Crewe station area have reduced from an average of 23 to 21 incidents per year (Figure 21 & Figure 22)

The times of day identified as having the greatest % of incidents by volume, are between 08:00 to 09:00 and between 18:00 to 19:00 hours (Table 3).

³ An RTC is any collision, classified as a special service, attended by an appliance or officer within Cheshire.

2.1.6. Fire Engine Attendance Times in Crewe Station Area – Cheshire Standard

Current and Predicted Attendance Times - Wholetime Duty System

Table 4 Crewe - Average Attendance Times for First, Second and Third Fire Engine to Incidents

		Duty System Configuration		Average attendance time for 1 st fire engine to arrive	Average attendance time for 2 nd fire engine to arrive	Average attendance time for 3 rd fire engine to arrive	Performance - Cheshire Standard
		Fire engine 1	Fire engine 2				
A	Crewe Current Actual Performance	Wholetime	Wholetime	5min 52sec	7min 38sec ^a +1min 46sec	13min 26sec	98.7%
B	Crewe (Phoenix Predicted Performance) ¹	Wholetime	On-call	^b 5min 42sec	10min 09sec ^c +2min 31sec	12min 46sec	98.4%
C	Crewe (Officers Professional Judgment)	Wholetime	On-call	5min 52sec	10min 09sec	13min 26sec	98.4%
D	Cheshire Current Actual Performance	Various		7min 55sec	10min 16sec	14min 37sec	88%

^aData compiled with fire engine delay of 90secs Wholetime and 5minutes for on-call.

Table 4 reports the attendance times to life risk incidents and the performance against the Cheshire Standard, whilst comparing the average performance for Crewe station area verses the whole of Cheshire.

The data in Table 4 has been compiled from Cheshire Fire and Rescue Service Incident Recording System and Phoenix. Phoenix was designed in conjunction with UK fire services and is a powerful workload modelling and deployment application for Public Safety organisations. Phoenix analyses mobilisations and resources to model current performance and then compares that to any changes that are made to the configuration of the Service.

Table 4, Row A: This row shows the current average attendance time for the first, second and third fire engine to incidents in Crewe. It can be seen that the second fire engine arrives 1 min 46 sec after the first fire engine^a. Given both fire engines in Crewe are currently wholetime one would expect that they would arrive at the same time. However, this falsely assumes that both fire engines are on station and that for all incidents requiring two fire engines both are the first two fire engines to arrive. Crewe's fire engines constantly move around, especially during the day. For example, one of Crewe's fire engines spends over 100 day shifts out of the Crewe station area which means a neighbouring fire engine attends if two pumps are required. Furthermore, depending on the location of the incident, Crewe's first fire engine may be mobilised with a neighbouring fire engine rather than Crewe's second fire engine. All of these complications emphasise the importance of modelling software, such as Phoenix, to support judgements on the effects on fire engine attendance times as a result of changing the crewing arrangements and the operational configuration of CFRS.

Table 4, Row B: This row shows the Phoenix modelling software prediction for average attendance time of the first, second and third fire engine to life risk incidents in Crewe with one wholetime and one on-call fire engine at Crewe. The prediction for the first fire engine attendance time appears accurate in that it shows a minor variation (-10 sec^b) against the current actual (Row A). The second fire engine attendance time has increased by ^c2mins 31secs when compared with the actual (Row B vs Row A). Again, this prediction appears realistic after considering the explanation above. It is however less than the original assumption that second fire engine

attendance time would increase by 3min 30secs. The original assumption was a crude estimate, based on the difference between on-call and wholetime turnout times (5min vs 1.5min).

Reference the third fire engine response, the Phoenix software predicts that its' response time will improve on the current performance by 1m 11sec. This improvement is because Phoenix assumes¹ that Crewe's second on-call fire engine will be on station whereas the current actual performance is influenced because Crewe's second fire engine moves around its station area and also spends around 100 days out of the station area. To validate the prediction further, Officers have assessed the actual attendance times for neighbouring pumps into Crewe. The results are included within Table 5, p26 and average at 13:38, which concurs with the third fire engine actual attendance time. After considering above, Officers believe it would be prudent to assume that third fire engine response time will remain as now.

Table 4, Row C: This row brings together the above analyses and Officers professional judgement to determine the most likely response times in Crewe if the second fire engine changes to on-call. It can be seen that the first and third fire engine response times are not expected to change and will remain faster than the service average. (Row C vs Row D). The second fire engine response time will increase by 2min 31sec but will still be in line the Service average. (Row C vs Row D). In relation to the Cheshire Standard performance, it is anticipated that this will remain as now at 98%, which is above the Service average of 88%.

Table 4, Row D: This row shows the actual service average for first, second and third fire engine attendance.

Notes:

¹ Phoenix modelling software provides an indication of performance based on the operational configuration/crewing models for the Service. Following feedback and suggestions from the independent consultant Officers have refined some of the assumptions within Phoenix as follows:

1. 100% availability for wholetime fire engines and located on their home station.
2. Actual availability for on-call fire engines and located on their home station.
3. 85% availability for Crewe's on-call fire engine and located on its home station.
4. 40.4% Day and 63.7% Night availability for the on-call fire engine at Ellesmere Port and located on its home station.
5. A delay of 90 seconds for wholetime and a delay of 5 minutes for on-call.

The above changes have improved accuracy but there is still some variance with actual performance and therefore the outcome should be used as an indication to support Officers professional judgement.

2.1.7. Actual Attendance Times for Neighbouring Fire Engines (5 years data includes mobilisation and travel time)

Table 5 Average Attendance Times of Neighbouring Fire Engines into Crewe

Neighbouring Stations	5 Year Average (2012/13 – 2016/17)	No. Attended	Average per year
E12 Nantwich	00:12:17	244	49
E27 Winsford	00:12:25	28	6
E26 Middlewich	00:14:28	31	6
E16 Sandbach	00:14:38	70	14
E17 Holmes Chapel	00:15:18	14	3
E14 Alsager (Shadowing)	00:18:08	-	-

Average Attendance for Neighbouring Stations	00:13:38
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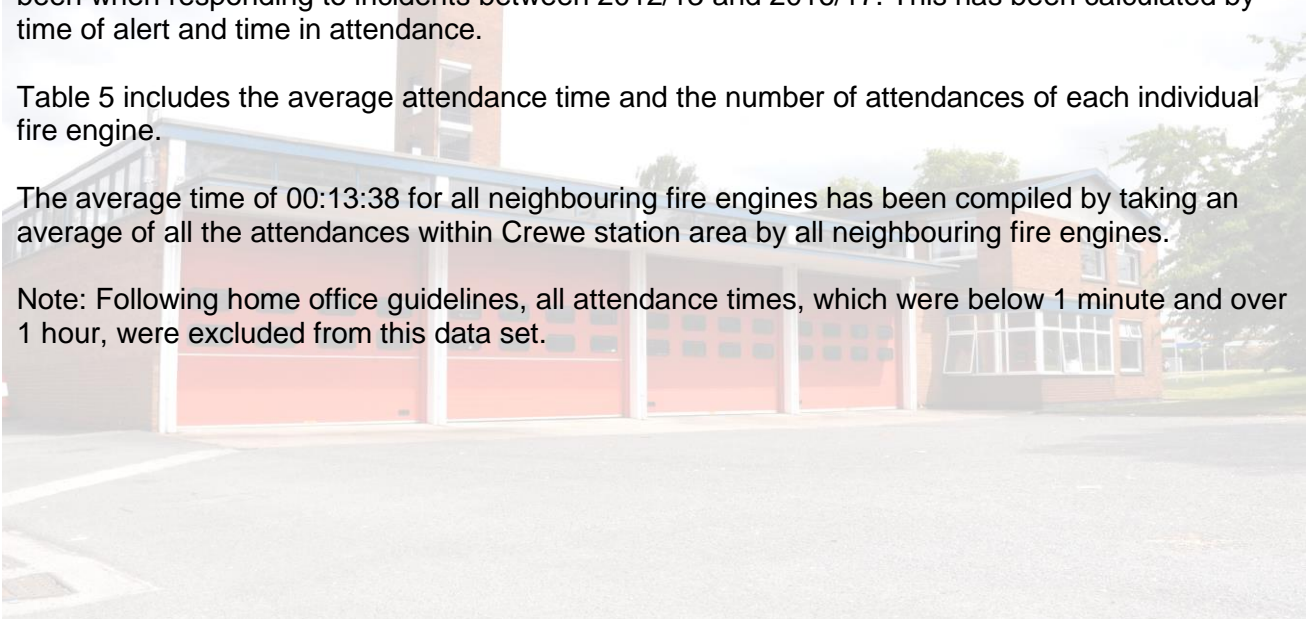
Data Source Cheshire Fire and Rescue Incident Recording System

To provide further rigour and evidence of the attendance times of neighbouring fire engines to Crewe, Officers have interrogated the Cheshire Fire and Rescue Service Incident Recording System to identify what the average attendance time of neighbouring fire engines to Crewe has been when responding to incidents between 2012/13 and 2016/17. This has been calculated by time of alert and time in attendance.

Table 5 includes the average attendance time and the number of attendances of each individual fire engine.

The average time of 00:13:38 for all neighbouring fire engines has been compiled by taking an average of all the attendances within Crewe station area by all neighbouring fire engines.

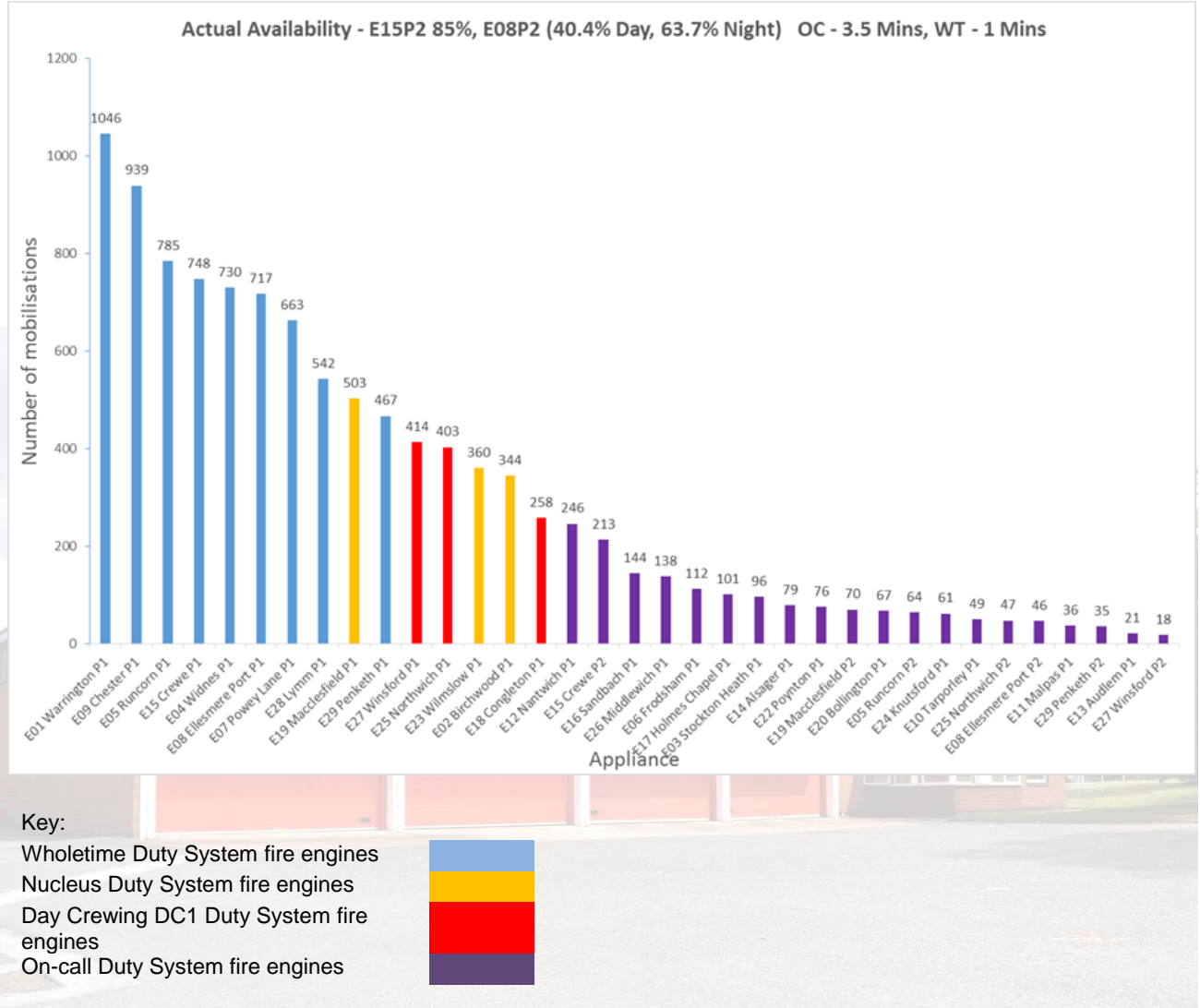
Note: Following home office guidelines, all attendance times, which were below 1 minute and over 1 hour, were excluded from this data set.



2.1.8. Predicted Fire Engine Incident Mobilisations – Emergency Response Plan 1

Figure 23 Predicted ERP1 Incident Mobilisations per Fire Engine (5 year average)

Delay Times: Wholetime 1min, On-call 3.5mins. Actual on-call availability: Crewe On-call modelled at 85% and Ellesmere Port modelled at the average of the on-call fire engines at Penketh and Runcorn.



Data Source Cheshire Fire and Rescue Incident Recording System – Modelled with Phoenix Active Software

As stated in section 2.1.6 the assumptions within 'Phoenix' when providing predictive modelling were refined after recommendations made by Michael Wright of Greenstreet Berman.

Figure 23 utilised the new assumptions to predict mobilisations per fire engine and by applying this criteria the Service have obtained a more accurate prediction of fire engine mobilisations.

In relation to mobilisations it is now predicted that the on-call fire engine at Crewe would be mobilised on 213 occasions per annum. This operational workload fits with the on-call model and would mean Crewe's on-call fire engine was the second busiest on-call fire engine in the service after Nantwich which has a predicted 246 mobilisations per year.

2.1.9. Community Safety / Prevention-Protection Activity Levels

Table 6 Community Safety and Prevention/Protection Work – Safe and Well Visits

Crewe	Current 2 WT	Anticipated 1 WT 1 OC	Average 1 WT Fire Engine
Safe and Well (High Risk, Platinum/Gold)	735	735	Various
Safe and Well (Other)	1953	609	Various
Total	2688	1344	1344

This section explores the potential impact on prevention activities in Crewe as a result of reduced capacity due to one of the fire engines changing from wholetime to on-call.

Officers have assessed the prevention workload demand and compared it with existing wholetime stations with one fire engine to determine the extent to which the current performance outputs at Crewe will not be maintained. It can be seen that the number of visits to high-risk homes will not change, neither will the number of school visits, road safety initiatives, safety campaigns and thematic inspections of business premises. However, the number of visits to lower risk homes would be expected to reduce by 1344 per year.

Table 7 Community Safety and Prevention Work - Road Safety, Business Safety and Key Stage 2

Crewe	Current 2 WT	Anticipated 1 WT 1 OC	Average 1 WT Fire Engine
Road Safety Initiatives	9	9	9
Businesses (Thematic)	176	176	176
School - KS2	43	43	20
Community Initiatives/Campaigns	6	6	6

3. An analysis of the types of incidents dealt with.

Methodology

Aim and Scope of Analysis

The aim of the analysis is to identify the type of operational activity in the Crewe station area and the impact this has on the community.

Officers will make an assessment of the analysis compiled and will note within the report their professional judgement.

Key issues are:

What are the average numbers of incidents per year in Crewe by type?

What are the most frequent incident types attended in the Crewe area?

What has been the impact of dwelling fires in Crewe compared with Cheshire?

What has been the impact of road traffic collisions in Crewe compared with Cheshire?

Have there been incidents in Crewe that have required a response from wider areas of Cheshire?

Analysis of the Types of incident in Crewe

The incident type and average number of incidents in Crewe station area.

Life Risk – dwelling fires & impact on the community

Life Risk – road traffic collisions & impact on the community

Incidents that have required an attendance of appliance from across Cheshire, 5 or more fire engines.

Approach to the assessment

Officers have worked with the Business Intelligence Unit and Michael Wright of Greenstreet Berman to gather and interrogate intelligence. Cheshire Fire and Rescue Service have produced a report, with this appendix as an integral part, along with the report from Greenstreet Berman, which validates Officers' work.

Data Sources and Information requested

Cheshire Fire and Rescue Service – Incident Recording System Data

Assessment criteria

Acquire data from Cheshire Fire and Rescue Incident Recording System, relevant to the areas of scope for the Crewe station area for the 5 year period prior to the initial decision making process (2007/08 – 2011/12) and the for the 5 year period post the initial decision making process (2012/13 - 2016/17).

The assessment of all data will be undertaken between the time period 2007/08 to 2016/17 unless stated within titles or the narrative.

3.1. Incident Type and Average Number of Incidents in Crewe Station Area – 2007-2001 and 2012 – 2016

Table 8 Average Number of Incidents by Type 2007-2011

	Incident Type	Total
Fire	Dwelling Fires	49
	Non Domestic Property Fires	17
	Primary Vehicle Fires	63
	Other Primary Fires	19
	Secondary Fires	213
	Chimney Fires	6
SSC	RTCs	23
	Other Special Service Calls	100
False Alarm	Fire alarm due to Apparatus	243
	Good Intent False Alarm	94
	Malicious False Alarm	23
Total		850

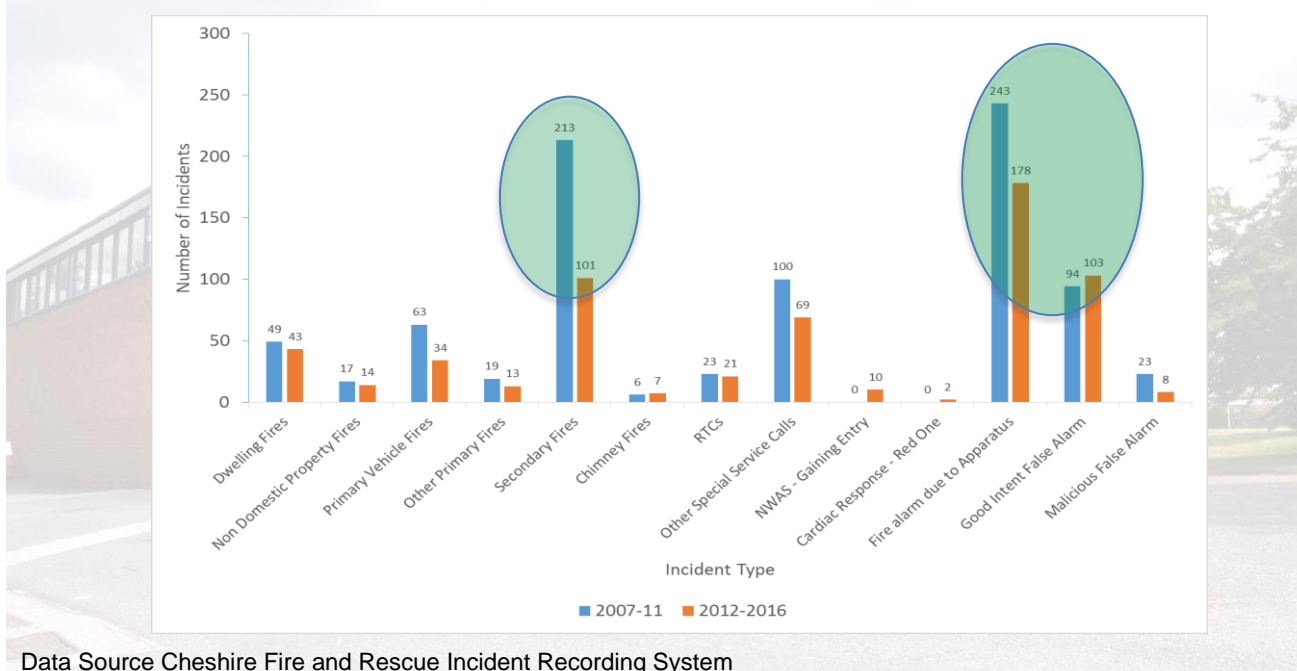
Table 9 Average Number of Incidents by Type 2012-2016

	Incident Type	Total
Fire	Dwelling Fires	43
	Non Domestic Property Fires	14
	Primary Vehicle Fires	34
	Other Primary Fires	13
	Secondary Fires	101
	Chimney Fires	7
SSC	RTCs	21
	Other Special Service Calls	69
	NWAS - Gaining Entry	10
	Cardiac Response - Red One	2
False Alarm	Fire alarm due to Apparatus	178
	Good Intent False Alarm	103
	Malicious False Alarm	8
Total		603

Crewe Average Number of Incident p.a.2007-2011

Crewe Average Number of Incident p.a.2012-2016

Figure 24 Annual Average Incidents Within Crewe Station Area – Comparing 2007-11 against 2012-16



Data Source Cheshire Fire and Rescue Incident Recording System

Table 8 & 9 show the average number of incidents in Crewe split by type; two new categories have been added to Table 9:









- NWAS - Gaining Entry (Forced Entry) - now business as usual
- Cardiac Response – Red One (suspended at present due to national pay negotiations).

When comparing the five-year time period 2007/08 to 2011/12 and 2012/13 to 2016/17 for each incident type it can be seen that all categories except ‘chimney fire’ have reduced.

The most frequent types of incident attended are false alarms, which make up 46% of incidents attended, followed by secondary fires.

While the number of false alarms has reduced slightly, the number of secondary fires has decreased by over 50% when comparing the averages.





3.2. Life Risk – Dwelling Fires Community Impact

Cheshire	Crewe
 <p>40% Dwelling Fires were out on arrival/no firefighting intervention</p>	 <p>39% Dwelling Fires were out on arrival/no firefighting intervention</p>
 <p>88% Dwelling Fires were confined to the room of origin</p>	 <p>84% Dwelling Fires were confined to the room of origin</p>
 <p>86% of Dwelling Fires attended had a smoke alarm fitted</p>	 <p>87% of Dwelling Fires attended had a smoke alarm fitted</p>
 <p>26 Fatal (over 5 years) 16 Severe Injuries (over 5 years) 205 Slight Injuries (over 5 years)</p>	 <p>1 Fatal (over 5 years) 1 Severe Injuries (over 5 years) 32 Slight Injuries (over 5 years)</p>

Specifically in relation to life risk incidents and the impact of dwelling fires on the community in the five years since the original IRMP decision-making process, there have been an average of 43 dwelling fires attended per year in the Crewe station area.

Of the dwelling fires, 84% were confined to the room of origin and 39% were out on arrival or required no firefighting intervention. Over five years, these incidents have resulted in one fatality, one severe injury and 32 slight injuries⁴.

3.3. Life Risk – Road traffic Collisions Community Impact

Cheshire	Crewe
 <p>33% of RTCs attended involved an extrication</p>	 <p>30% of RTCs attended involved an extrication</p>
 <p>65 Fatal (over 5 years) 370 Severe injuries (over 5 years) 974 Slight injuries (over 5 years)</p>	 <p>3 Fatal (over 5 years) 16 Severe injuries (over 5 years) 46 Slight injuries (over 5 years)</p>

Data Source Cheshire Fire and Rescue Incident Recording System

Specifically in relation to life risk incidents and the impact of road traffic collisions on the community in the five years since the original IRMP decision-making process, there have been an average of 21 road traffic collisions attended per year in the Crewe station area.

30% of these incidents attended required the Service to extricate a casualty and in the five years to 2016/17, there have been 3 fatalities, 16 severe injuries and 46 slight injuries resulting from road traffic collisions in the Crewe station area.

⁴ 'Serious injury' – can be defined as: At least an overnight stay in hospital as an in-patient; 'Slight injury' - can be defined as: 1. Attending hospital as an outpatient (not precautionary check), 2. First Aid given at scene (by anyone), 3. A precautionary check was recommended.

3.4. Large / Major Incidents

Table of multi fire engine incidents - starting at 5 fire engines

Table 10 Multi Fire Engine Incidents Crewe (Greater than 5 fire engines)

Multi fire engine incidents - Crewe						
Number of fire engines	Year					Grand Total
	2012-13	2013-14	2014-15	2015-16	2016-17	
5			2	1	2	5
6			1			1
7		2				2
8						0
9						0
10+						0
Grand Total	0	2	3	1	2	8

Data source: Cheshire Fire and Rescue Incident Recording System

This section outlines the number of larger incidents within the Crewe station area between 2012 – 2016 (Table 10) and the predicted response time to provide ten fire engines in the event of a large-scale incident in Crewe. (Table 11,12)

It can be seen that the number of incidents requiring an immediate response of 5 fire engines or more is very low, amounting to 1-2 occasions per year (Table 10)

The attendance of 5+ fire engines to an incident is usually at the request of the incident commander after undertaking a situational assessment and a dynamic risk assessment of the incident they are attending.

Response to multi fire engine incidents

Table 11 - 10 Fire Engine Response to Crewe 100% OC Available

10 fire engines - Crewe	00:21:00
-------------------------	----------

Table 12 - 10 Fire Engine Response To Crewe No OC Availability

10 fire engines - Crewe	00:35:06
-------------------------	----------

The prediction shown in Table 11 & 12 shows that if 10 fire engines were required at an incident in the centre of Crewe, they are expected to attend within 21 mins; this assumes that all of the on-call fire engines are available. If no on-call fire engines were available then the response time would increase to 35 minutes. To draw a comparison, eight fire engines responded to the explosion at Bosley Wood Flour Mill within 47 minutes of the request from the Incident Commander. Note: the above estimates were provided by North West Fire Control (mobilising system) and assume that all attending fire engines are available at the time of call.

The NWFC created a simulation within the mobilising system to identify the fire engines and attendance times to incident at a central point in Crewe. The system assumes that all fire engines on all duty systems are available and on home station.

The assumptions used for Table 12 were the same assumptions, except that all Cheshire on-call fire engines were not available.



4. On-call Context

When the review is considered, Fire Authority Members will need to understand the up-to-date position in relation to on-call recruitment and training and be provided with an assessment of the likely ongoing situation.

Methodology

Aim and Scope

The aim of the information provided in this section is to identify the current status of the on-call recruitment at Crewe.

Within scope are the following key issues related to the 2nd fire engine at Crewe operating the on-call duty system:

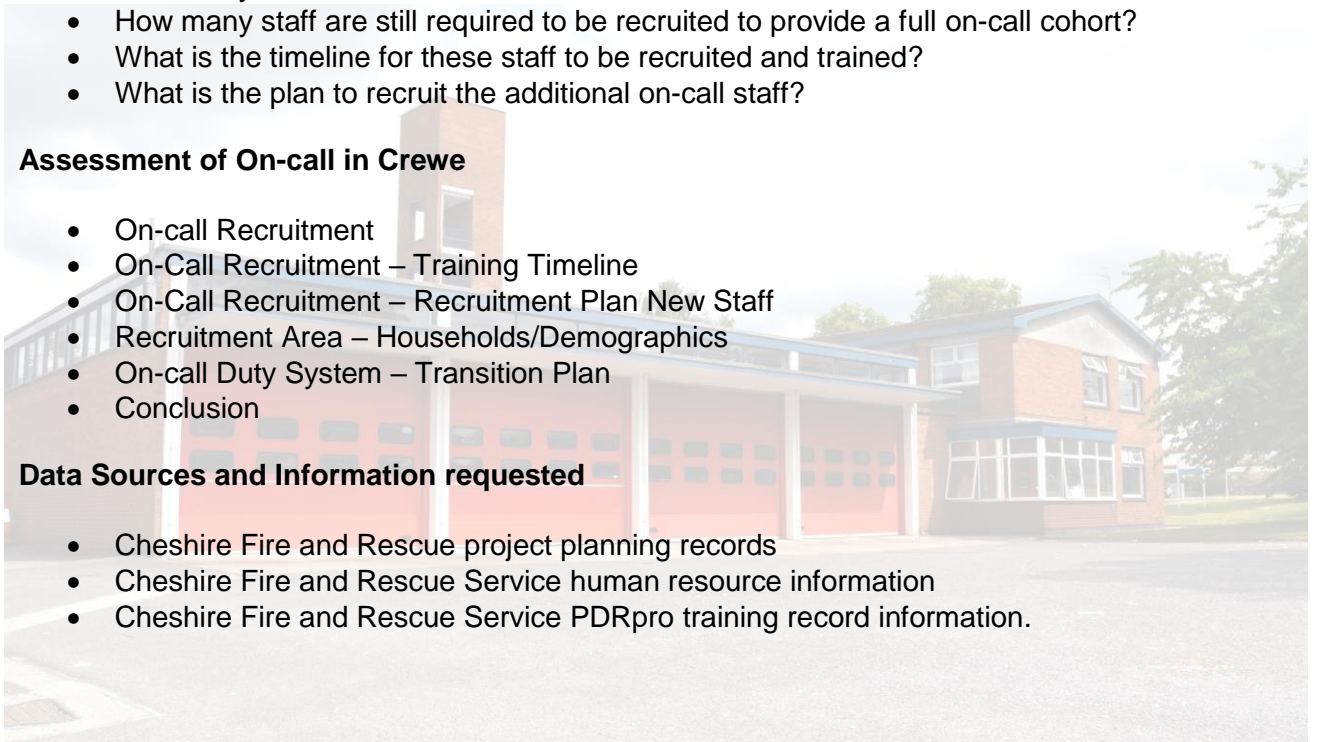
- How many on-call staff have been recruited at this time?
- How many staff are still required to be recruited to provide a full on-call cohort?
- What is the timeline for these staff to be recruited and trained?
- What is the plan to recruit the additional on-call staff?

Assessment of On-call in Crewe

- On-call Recruitment
- On-Call Recruitment – Training Timeline
- On-Call Recruitment – Recruitment Plan New Staff
- Recruitment Area – Households/Demographics
- On-call Duty System – Transition Plan
- Conclusion

Data Sources and Information requested

- Cheshire Fire and Rescue project planning records
- Cheshire Fire and Rescue Service human resource information
- Cheshire Fire and Rescue Service PDRpro training record information.



4.1. On-call Recruitment

On-Call Recruitment - Current Progress

Crewe On Call Firefighters

- 7 Firefighters (Development)
- 2 transfers from other stations (on hold pending outcome of review)

Total = 9

TIMELINE

- 6 months recruitment
- 18 months Units 3, 4 & 5
- Minimum 2 years from CFA approval before 'go live' – April 2020



On-call Recruitment activity at Crewe commenced in January 2015 as part of an overall on-call fire fighter recruitment campaign, this was part of simultaneous on-call recruitment across the Service at other new on-call station locations and the established on-call stations. During this period the Service successfully recruited full On-call cohorts at Penketh, Alsager, Knutsford and Stockton Heath.

The recruitment campaign for Crewe became more focused from July 2016, as follows:

- 21 media posts between and July 2016 and February 2017
- Face to Face with local businesses
- Numerous taster days at the station and various events
- Further leaflet drop by crews
- Writing to wholetime who lived within the 5 minute radius regarding wholetime/on-call contracts

On-call recruitment at Crewe was suspended as a result of Members requesting a review into the duty system for the second fire engine. At the time of suspending the recruitment there were no individuals pending in the recruitment system.

The 7 personnel recruited as on-call fire fighters at Crewe had either commenced employment or offered employment to commence on an initial course in January 2017. There are a further two wholetime staff who have expressed an interest in commencing on-call duties at Crewe; these are on hold until the outcome of the review.

4.2. On-call Recruitment – Recruitment Plan New Staff

Listed below is the key activities within the project plan to launch a new on-call fire engine at Crewe in April 2020.

- Re-establish the Crewe (cross departmental) on-call Recruitment Team – lead by Cheshire East Service Delivery Manager, supported by a local Station Manager and identified departmental leads.
- Re-establish the Service on-call media activities.
- Supply Recruitment Team with Crewe MOSAIC Data (see 4.3 p.37)
- Establish communication plan to engage the MOSAIC priority households identified within 5 minutes of Crewe Fire Station.
- Undertake bespoke on-call recruitment activities in Crewe.
- Validate proposed cover patterns of prospective recruits.
- Validate travel times to the fire station to ensure that the 5-minute standard can be achieved.
- New recruits to commence initial training.
- Shadow pump to launch at Crewe to expose recruits to operational incidents and provide opportunity to validate cover patterns and attendance times. (May 2018)
- Recruit full cohort - 1 WM, 2CM, 12 Firefighters (Sept 2018)
- Recruits to complete Units 3, 4 & 5. (March 2020)
- On-call fire engine to 'go live' with 85% availability. (April 2020)

Table 13 Project Timeline

	2018												2019												2020		
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
Continued Training of Current On Call Staff at Crewe																											
Recruitment of New On Call Staff																											
Training of New On Call Staff																											
On Call Duty System Go Live																											

4.3. On-call Recruitment Area – Households/Demographics

Figure 25 Map Travel Time 5 & 7 minutes from Crewe Fire Station – normal road speed (no blue lights)

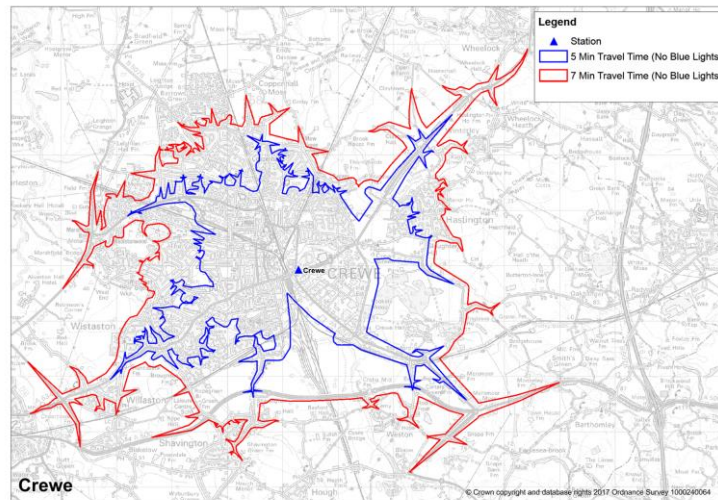


Table 14 MOSAIC Priority Recruitment Groups Crewe

Rank (based on current on-call cohort)	Mosaic Group	Crewe Household Count	%	Nantwich Household Count	%
1	D Domestic Success	356	2.2%	1129	13.2%
2	H Aspiring Homemakers	1450	9.0%	991	11.6%
3	E Suburban Stability	1416	8.8%	805	9.4%
4	G Rural Reality	19	0.1%	29	0.3%
5	A Country Living	22	0.1%	51	0.6%
6	J Rental Hubs	549	3.4%	468	5.5%
Total Households in Top Mosaic Groups		3,812	23.6%	3,473	40.5%
Total Households within 5 Mins		16,129	100%	8,566	100%

Data Source: MOSAIC Public Sector

Further recruitment will target specific households that meet the typical profile for an on-call firefighter using Mosaic Public Sector.

‘Mosaic Public Sector’ is a system for classifying UK households which uses household and individual data collated from a number of governmental and commercial sources.

Over 850 million pieces of information across 450 different data points are condensed using the latest analytical techniques to identify 15 summary groups and 66 detailed types that are easy to interpret and understand – every household in Cheshire will be categorised into one of these Groups & Types which will help with our targeting approach

Overall there are roughly 266 people across Cheshire employed as an on-call firefighter out of a potential 209,371 people within a 5min travel time catchment of stations that offer on-call posts – these postcodes can be run through a profiler tool to provide us with the Mosaic demographic ‘makeup’ of both these populations and compare them.

Table 14 shows the top 6 priority Mosaic groups that represent the current on-call employee profile. In total, 167 of the 266 on-call employees fall within the top 6 groups.

The analysis indicates that 3,812 of the 16,129 households within five minutes travel time of Crewe fire station that fall within the top six priority groups for on-call recruitment. This provides a large pool of potential applicants, which is similar to the number of priority households within the on-call catchment area for Nantwich Fire Station. This has given officers confidence that recruitment should be achievable with the right targeted activity.

4.4. On-call Duty System – Turnout Time and Availability

It is predicted that the on-call fire engine will be mobilised on 213 occasions per year, one mobilisation in every 41 hours on average. It is acknowledged that the time taken for on-call fire engines to turnout to incidents varies. For example, mobilisation is likely to be slower during the daytime (especially during rush hour) than at night time. However, overall the fire engine should achieve an average turnout time of 5 minutes (the current average turnout time for on-call fire engines is 4 mins 53 secs). On the occasions when the turnout is slower, it is likely that the on-call fire engine will still arrive at the incident before a neighbouring fire engine due to the travel distances involved.

To alleviate concerns about on-call availability, principally during the day time, officers have committed to ensuring that the on-call fire engine will achieve 85% availability at 'go live', even if it means using supplementary arrangements.

This level of fire engine availability, combined with the response model for the Crewe area, will mean that response times of the second fire engine will increase. However, actual response times for first, second and third fire engines to incidents in Crewe should be better than the Service average, and the Cheshire Standard will be achieved in Crewe more often than the service average.

4.5. On-call Conclusion

In relation to on-call recruitment, there are 16,129 target households within 5 minutes of the station which provides many opportunities to increase the current establishment of 9 firefighters up to 15 within 8 months. Achieving this timescale would result in an expected 'go live' date for the on-call fire engine of April 2020.

In preparation, a shadow fire engine will be launched at Crewe to provide opportunity to develop new recruits experience whilst validating cover patterns and turnout times.

It is expected that the on-call fire engine will be the second busiest on-call fire engine after Nantwich. It is anticipated that the high incident volume would support on-call recruitment and retention meaning the on-call duty system is likely to be achievable and sustainable in the longer term.

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ELLESMERE PORT

Review of the second fire engine

ALEX WALLER/ANDY ROYLE/DAVID ROBINSON

6th February 2018



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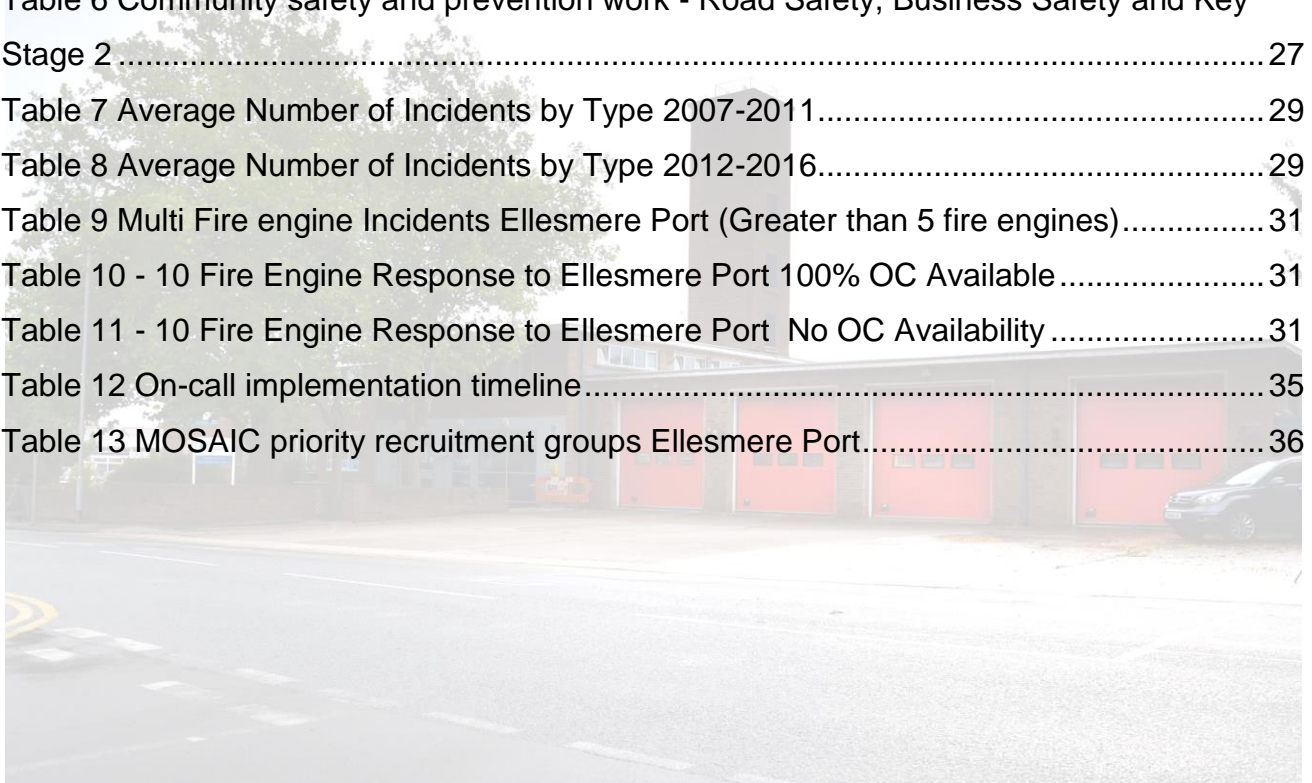
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Introduction

After a comprehensive public consultation, Members agreed at the meeting of Cheshire Fire Authority on 13 February 2013 to embark upon a programme of change (Emergency Response Programme) to improve the efficiency of Cheshire Fire and Rescue Service and to deliver required savings to reflect reductions in central government grant.

Proposals to change the duty system for the second fire engines at Crewe and Ellesmere Port from the wholetime duty system to an on-call duty system were two specific elements of the Emergency Response Programme.

Other elements of change within the Emergency Response Programme – with most elements delivered by April 2017 - included the construction of four new fire stations to improve emergency cover and response times across Cheshire; reviewing working patterns across the organisation; furthering collaboration with local partner agencies and the introduction of a response standard to life-risk incidents of ten minutes on 80% of occasions.

At the February 2013 meeting, when agreeing proposed elements of the Emergency Response Programme (2013/14 to 2016/17), Members agreed the following provisions relating to the second fire engines at Crewe and Ellesmere Port:

2015/16 – Start recruiting for on-call staff at Crewe and Ellesmere Port, and
 2016/17 – Introduce new crewing arrangements for the second fire engine at Ellesmere Port and,
 2016/17 – Introduce new crewing arrangements for the second fire engine at Crewe

Following consultation on the draft Integrated Risk Management Plan (IRMP) for 2017-18, at the meeting of Cheshire Fire Authority on 14 February 2017 Members agreed to review the plans to change the duty system from wholetime to on-call for the second fire engines at Crewe and Ellesmere Port to determine whether they were still appropriate to reflect the local risk and demand. Members then resolved to add the following amendment to the approved IRMP for 2017/18:

“No change to the current arrangements in Crewe and Ellesmere Port in 2017-18 pending a review, the outcome of which is to be considered by Members”

The scope of the review was agreed by Members at the Fire Authority meeting on 26 April 2017, where it was resolved that the review would focus on the following areas:

1. An assessment of the current and emerging risks;
2. An analysis of current and anticipated activity levels (broken down into day and night) and set against current performance against the ten-minute response standard for life-risk incidents; and
3. An analysis of the types of incident dealt with.

The report also noted that when the review was to be considered, Members would need to understand the up-to-date position in relation to on-call firefighter recruitment and training, with an assessment of the likely ongoing situation.

The information within this appendix has been prepared in line with the above scope and should be read in conjunction with the covering report to the Cheshire Fire Authority titled, “Review of the Authority’s plans to change the duty system from wholetime to on-call for the second fire engines at Crewe and Ellesmere Port fire stations”



1. Assessment of the Current and Emerging Risks in Ellesmere Port

Methodology

Aim and Scope of Assessment

The aim of the assessment is to identify if current risk, identified emerging risks or risk trends, will place an additional future demand on the operational activity of Cheshire Fire and Rescue Service in Ellesmere Port. Officers will make an assessment of the data compiled and will note within the report their professional judgement.

The scope of the assessment is to identify risk and respond to Fire Authority Member queries related to current and emerging risk.

Key issues are:

- Has there been an increase in population in Ellesmere Port?
- Has there been an increase in the number of Dwellings in Ellesmere Port?
- Has there been an increase in the number of Business Units in Ellesmere Port?
- Has there been an increase in traffic volumes in Ellesmere Port?
- Has an increase impacted on the number of incidents that Cheshire Fire and Rescue Service have attended in Ellesmere Port?

Assessment of the Current and Emerging Risks in Ellesmere Port

- The areas of current risk that have been considered are:
- Service Wide Population vs Ellesmere Port Population
- Service Wide Dwellings vs Ellesmere Port Dwellings
- Service Wide Dwelling Fire vs Ellesmere Port Dwelling Fires
- Service Wide Non Domestic Premises vs Ellesmere Port Non Domestic Premises (Business Units)
- Service Wide Non Domestic Fires vs Ellesmere Port Non Domestic Premises Fire
- Service Wide Road Traffic Volume vs Ellesmere Port Road Traffic Volumes
- Service Wide Road Traffic Collisions vs Ellesmere Port Road Traffic Collisions (RTC's attended by Cheshire Fire and Rescue Service)
- Deliberate fire trends within the Ellesmere Port station area.

The areas of emerging risk that have been considered are:

- Population Growth
- Housing Growth
- Business Growth
- Traffic Volume Growth

Approach to the assessment

- Officers have worked with the Business Intelligence Unit and Michael Wright of Greenstreet Berman to gather and interrogate intelligence. Cheshire Fire and Rescue Service have produced a report, with this appendix as an integral part, along with the report from Greenstreet Berman, which validates Officers' work.

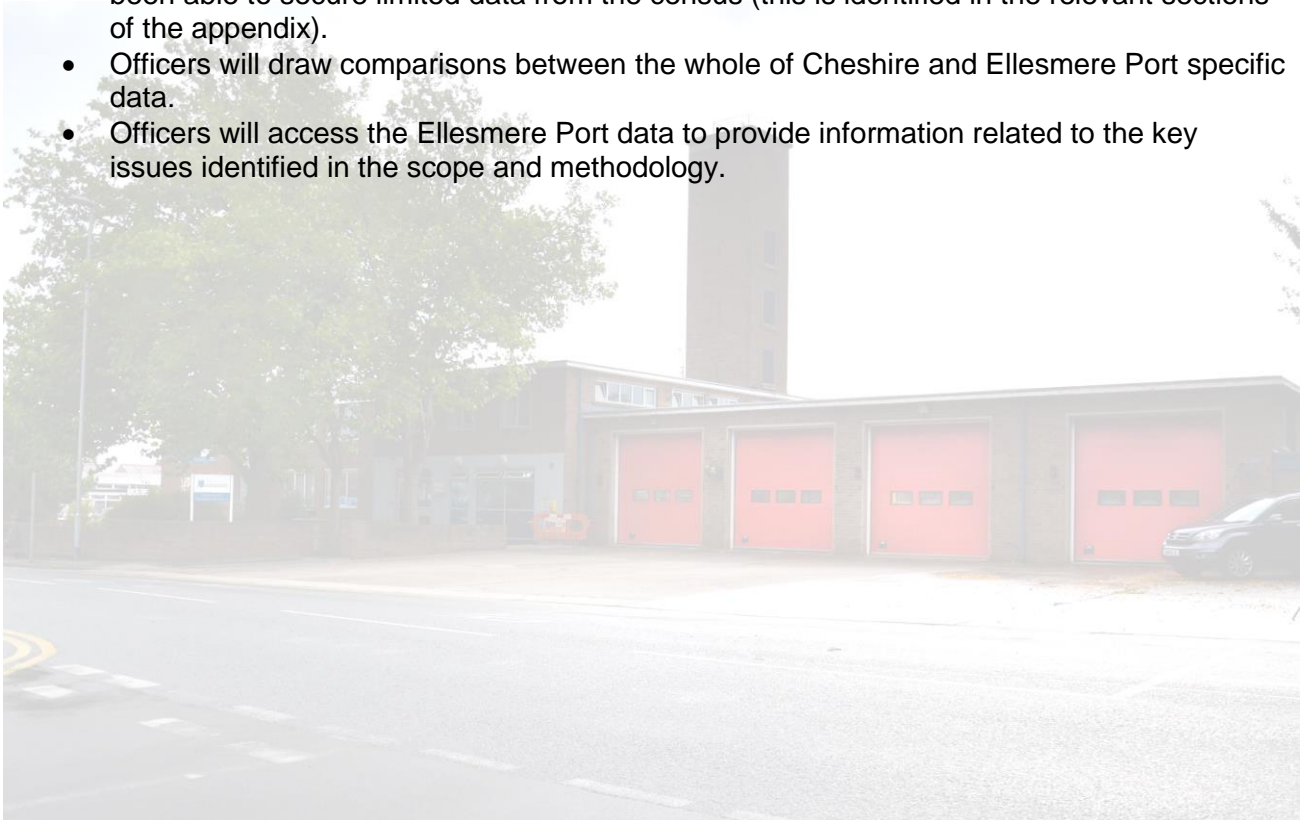
Data Sources and Information requested

- Mid year population estimates from the office of national statistics (ONS).
- Cheshire Fire and Rescue Incident Recording System Data

- Department for Transport Volume of Traffic within Cheshire between 2002/03 – 2016/17
- Department for Transport Volumes of Traffic within Ellesmere Port Station Area between 2007/08 – 2016/17
- Cheshire Fire and Rescue Service – Incident Recording System Data.

Assessment criteria

- Acquire data from internal and external sources, relevant to the areas of scope for the whole of Cheshire between 2002/03 and 2016/17 to give an indication of long-term trends over a 15-year period.
- Acquire data from internal and external sources, relevant to the areas of scope for the Ellesmere Port station area for the 5 year period prior to the initial decision making process (2007/08 – 2011/12) and the for the 5 year period post the initial decision making process (2012/13 - 2016/17).
- The assessment of all data will be undertaken between the time period 2007/08 to 2016/17, excluding Ellesmere Port Dwellings and Business Units as the Service have only been able to secure limited data from the census (this is identified in the relevant sections of the appendix).
- Officers will draw comparisons between the whole of Cheshire and Ellesmere Port specific data.
- Officers will access the Ellesmere Port data to provide information related to the key issues identified in the scope and methodology.



1.1. Current Risk in Ellesmere Port

1.1.1. Population

Service Wide Population

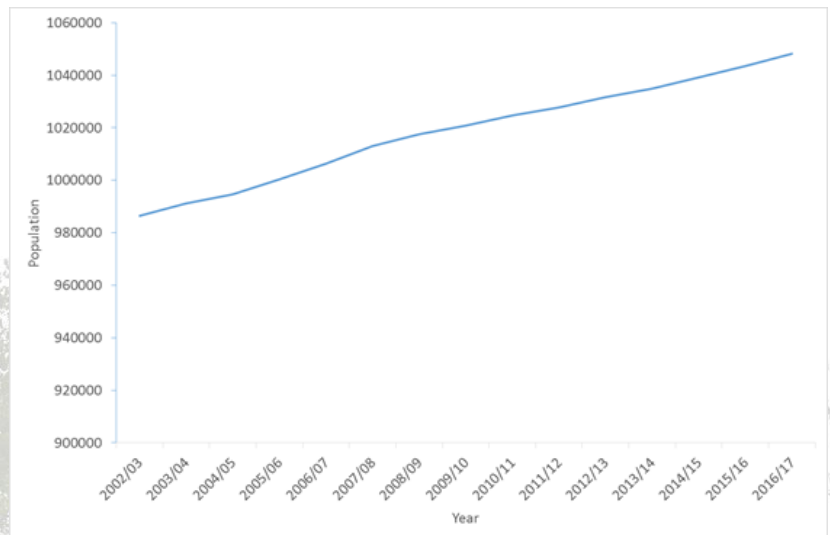
Service wide population shows an increased trend since 2002 (Figure 1)

The population across Cheshire since 2012 has increased by 1.59%, rising from 1,031,690 to 1,048,087 (Figure 1).

Population growth in Ellesmere Port over the same period of time has increased by only 0.37% from 60267 to 60488 (Figure 2)

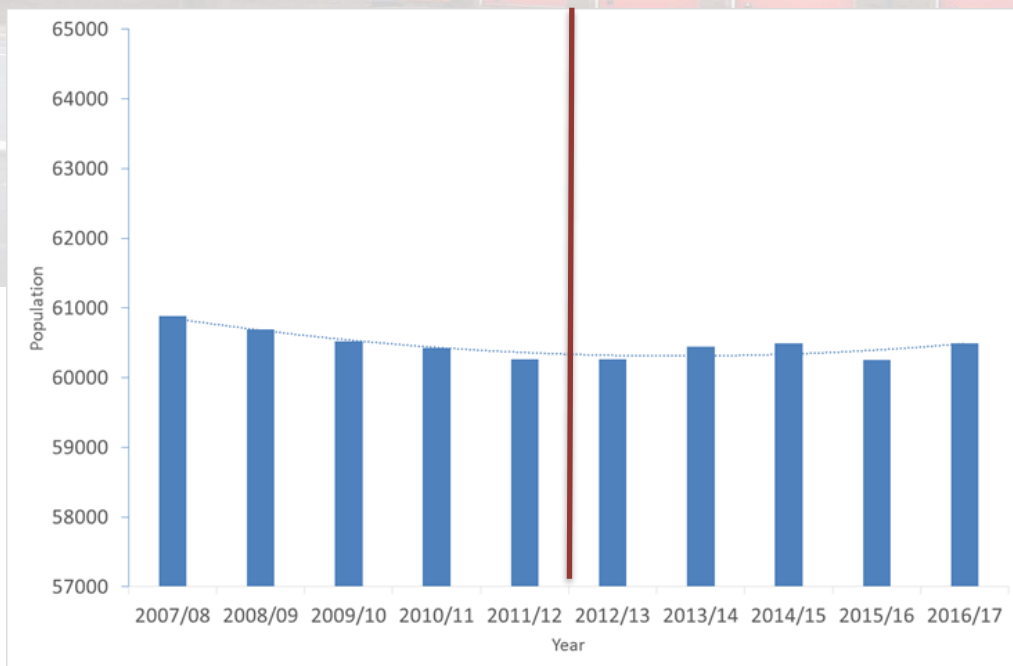
Data source: Mid year population estimates from the office of national statistics (ONS).
 Note: the mid year estimate for 2016 was used to calculate the population estimate for 2016-17

Figure 1 Population Estimates for Cheshire 2002/03 -2016/17



Ellesmere Port Population

Figure 2 Estimated Population within Ellesmere Port Station Area Between 2007/08 – 2016/17



Data source: Mid year population estimates from the office of national statistics (ONS)
 Note: Data has been compiled at ward level, the ward boundaries are not coterminous with the station boundaries, therefore a degree of estimation has been utilised for wards on station boundaries (3 wards have estimations)

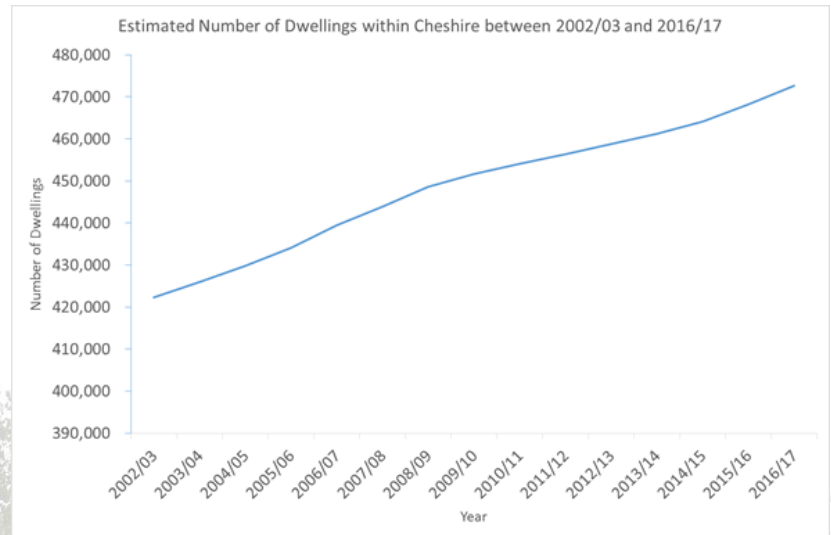
1.1.2. Housing – Dwellings

Service Wide Dwellings

Service wide dwellings show an increased trend since 2002 (Figure 3)

Note: The Service have been unable to secure data related to the number of Dwellings in Ellesmere Port between 2007/08 and 2010/11. Therefore to draw a consistent comparison for this particular data set Officers have compared the growth in Cheshire and Ellesmere Port between 2012/13 and 2016/17

Figure 3 Dwelling Estimates Within Cheshire Between 2002/03 – 2016/17



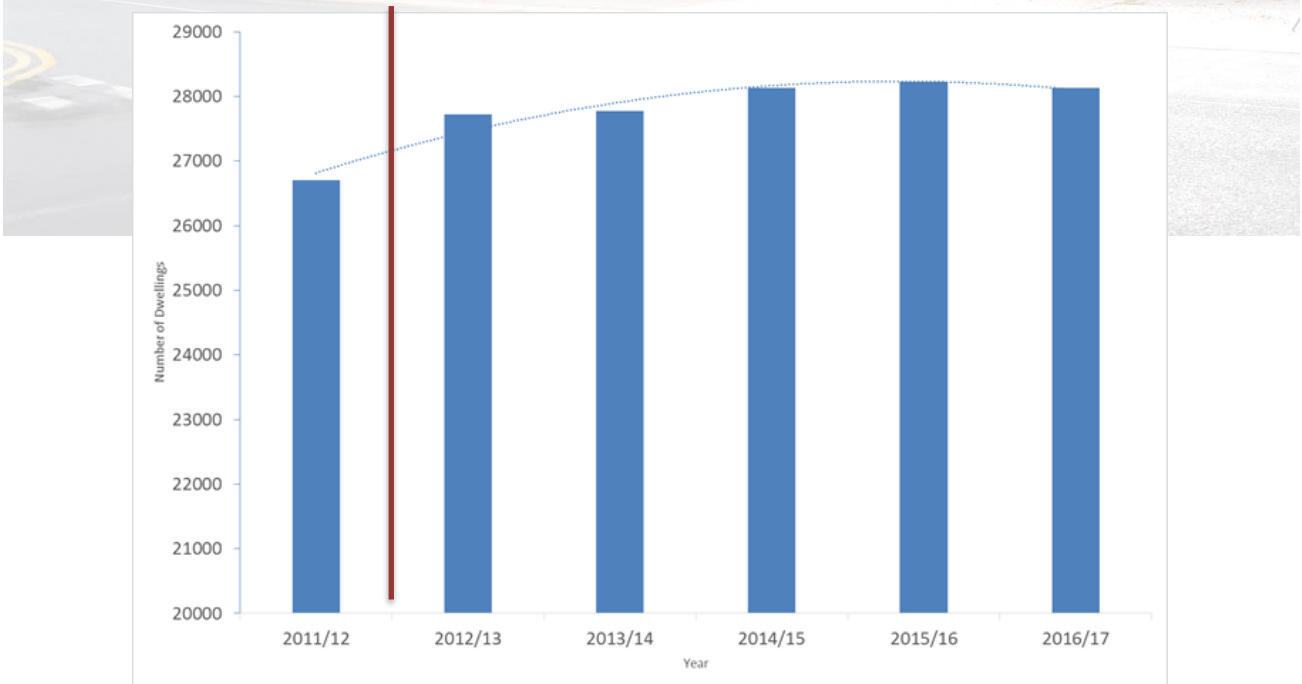
Dwellings across Cheshire have increased by 3.02% since 2012, rising from 458,800 to 472,650

Data source: The Office Of National Statistics (ONS)

Dwelling growth in Ellesmere Port over the same period was 1.49%, rising from 27718 to 28130 (Figure 4).

Ellesmere Port Dwelling

Figure 4 Dwelling Estimates Within Ellesmere Port Between 2002/03 – 2016/17



Data source: MOSAIC Household data

Note: Data has been compiled in MapInfo and account has been taken of each household within the station boundary.

Dwelling Fires

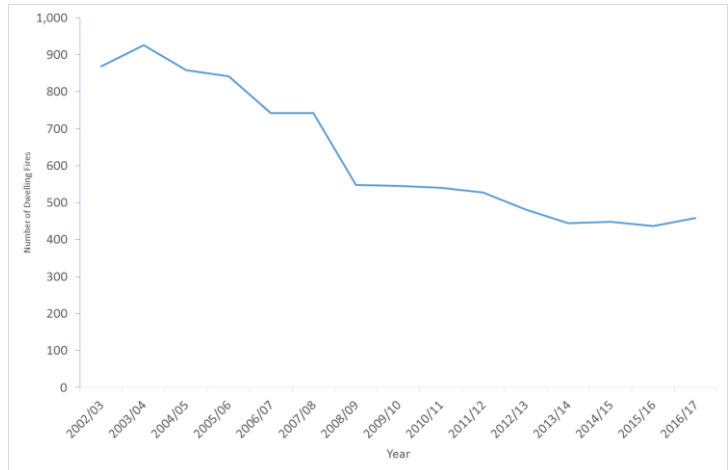
Service Wide Dwelling Fires

Service wide dwellings fires show a decreased trend since 2002 (Figure 5)

When comparing Service Wide the average number of dwelling fire incidents per year, over the five-year periods 2007-2011 and 2012-2016, there has been a 22% reduction on average.

When comparing over the same periods, there were 6% less dwelling fires in Ellesmere Port, from an average of 43 to 40 incidents per year (Figure 6).

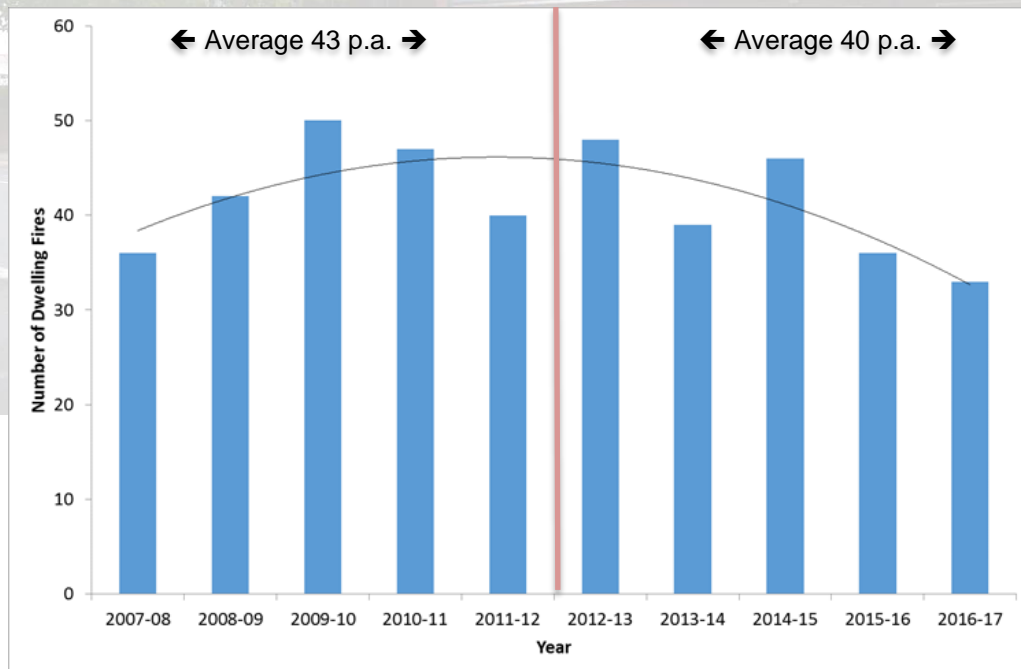
Figure 5 Number of Dwelling Fires Within Cheshire 2002/03 - 2016/17



Data source: Cheshire Fire and Rescue Service Incident Recording System

Ellesmere Port Dwelling Fires

Figure 6 Number of Dwelling Fires Within Ellesmere Port Station Area Between 2007/08 – 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

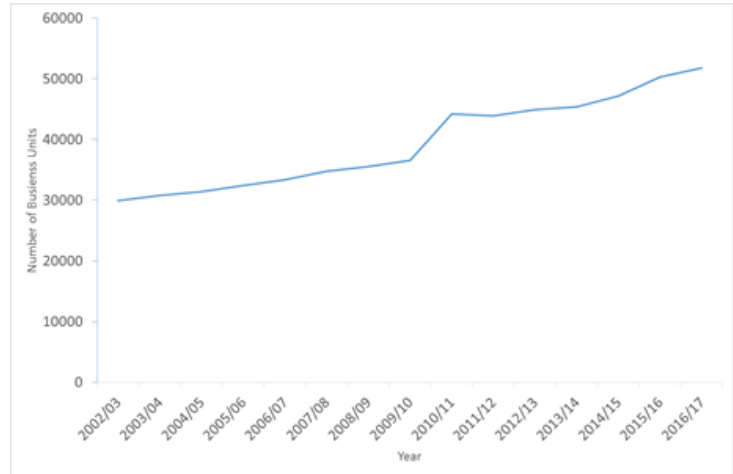
1.1.3. Non Domestic Premises - Businesses

Service Wide Non Domestic Premises - Businesses

Service wide non domestic properties show an increased trend since 2002 (Figure 7)

Figure 7 Non Domestic Property Estimates Within Cheshire Between 2002/03 – 2016/17

Note: The Service have been unable to secure data related to the number of Business Units in Ellesmere Port between 2007/08 and 2010/11. Therefore to draw a consistent comparison for this particular data set, Officers have compared the growth in Cheshire and Ellesmere Port between 2012/13 and 2016/17



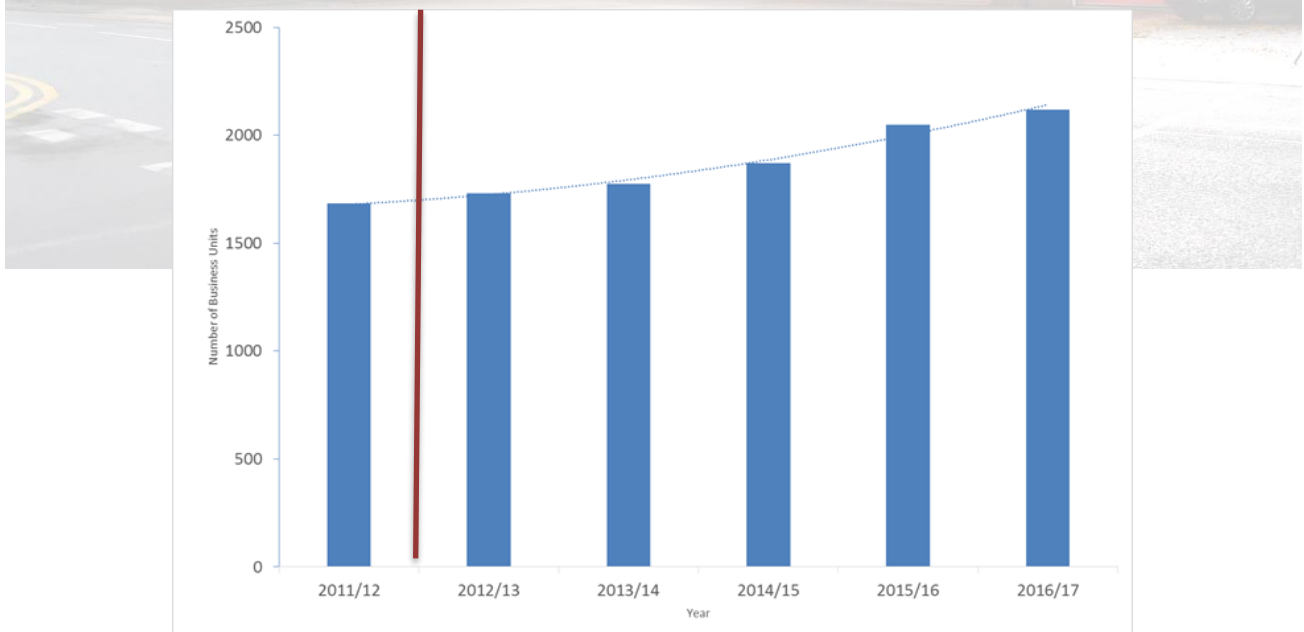
Business Units across Cheshire have increased by 15.19% since 2012, rising from 44,940 to 51,765 (Figure 7)

Data source: The Office Of National Statistics (ONS)

Business Units growth in Ellesmere Port over the same period was 22.54%, rising from 1730 to 2120 (Figure 8).

Ellesmere Port Non Domestic Premises - Businesses

Figure 8 Non Domestic Property Estimates Within Ellesmere Port Between 2007/08 – 2016/17



Data source: Number of Business Units from the office of national statistics (ONS), broken down by ward.

Note: Data has been compiled at ward level, the ward boundaries are not coterminous with the station boundaries, therefore a degree of estimation has been utilised for wards on station boundaries (3 wards have estimations)

Non Domestic Premises Fires – Businesses

Service Wide Non Domestic Premises Fires

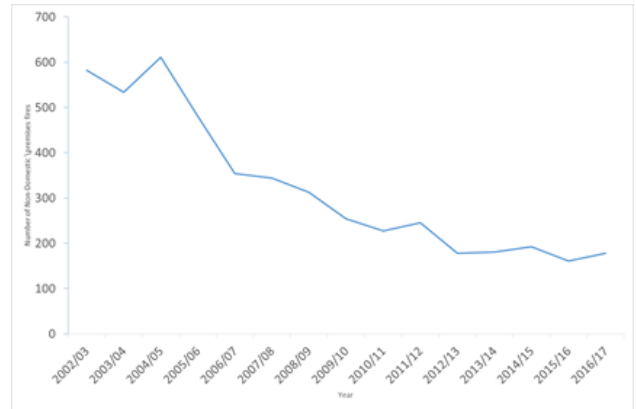
Service wide non domestic premises fires show a decreased trend since 2002 (Figure 9)

When comparing Service Wide the average number of non-domestic premises fire incidents per year, over the five-year periods 2007-2011 and 2012-2016, there have been on average a 36% reduction in incidents.

When comparing over the same periods, the average number of non-domestic premises fire incidents per year in the Ellesmere Port station area, there have been on average 36% less, from an average of 20 to 13 per year (Figure 10).

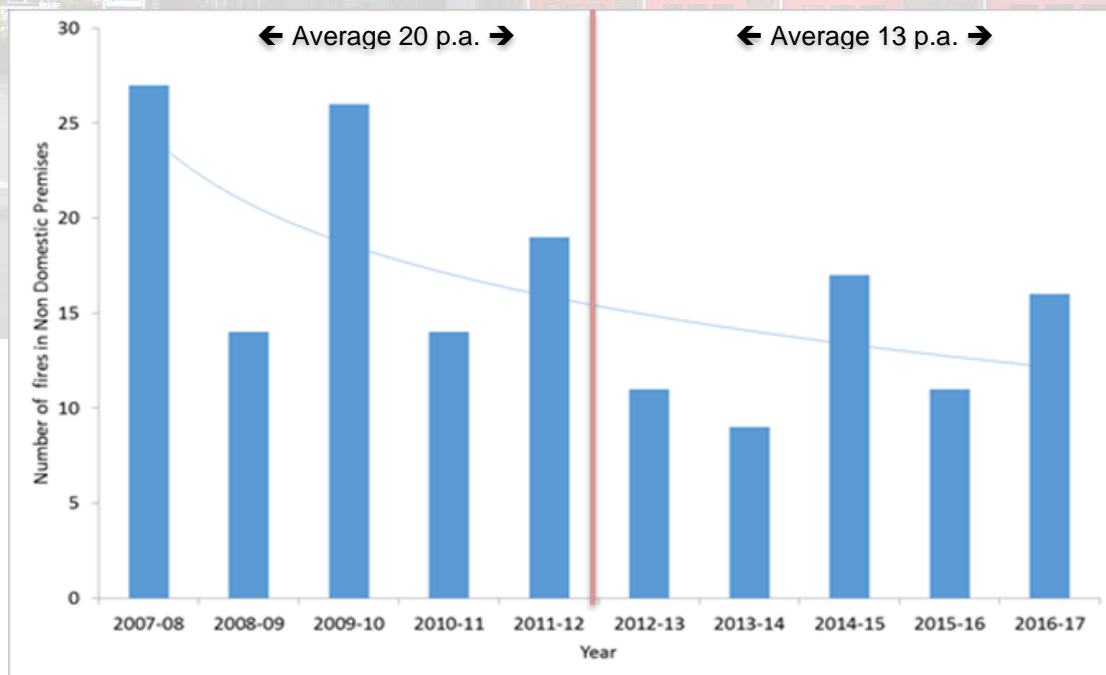
Data source: Cheshire Fire and Rescue Service (CFRS) – Incident Recording System Data from 2008/09 prior to this the data has been sourced from CFRS national indicator Home Office returns.

Figure 9 Non Domestic Premises Fires Within Cheshire Between 2002/03 - 2016/17



Ellesmere Port Non Domestic Premises Fires

Figure 10 Number of Fires in Non-Domestic Premises Within Ellesmere Port Station Area Between 2007/08-2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

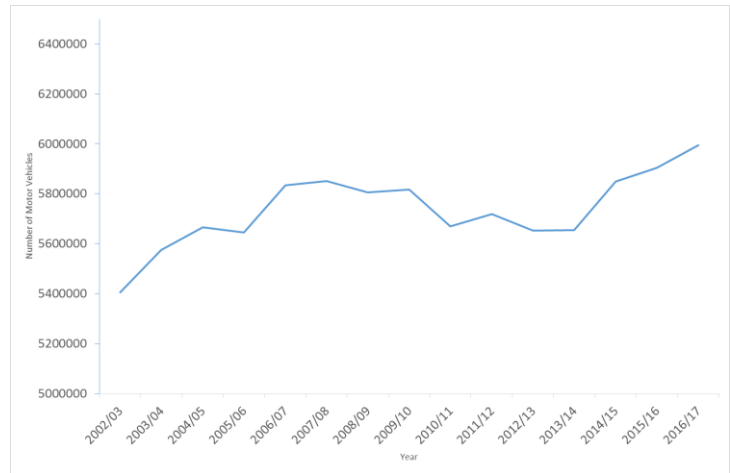
1.1.4. Road Traffic Volume

Service Wide Road Traffic Volumes

Service wide traffic volumes show an increased trend since 2002 (Figure 11)

Figure 11 Estimated Volume of Traffic Within Cheshire Between 2002/03 – 2016/17

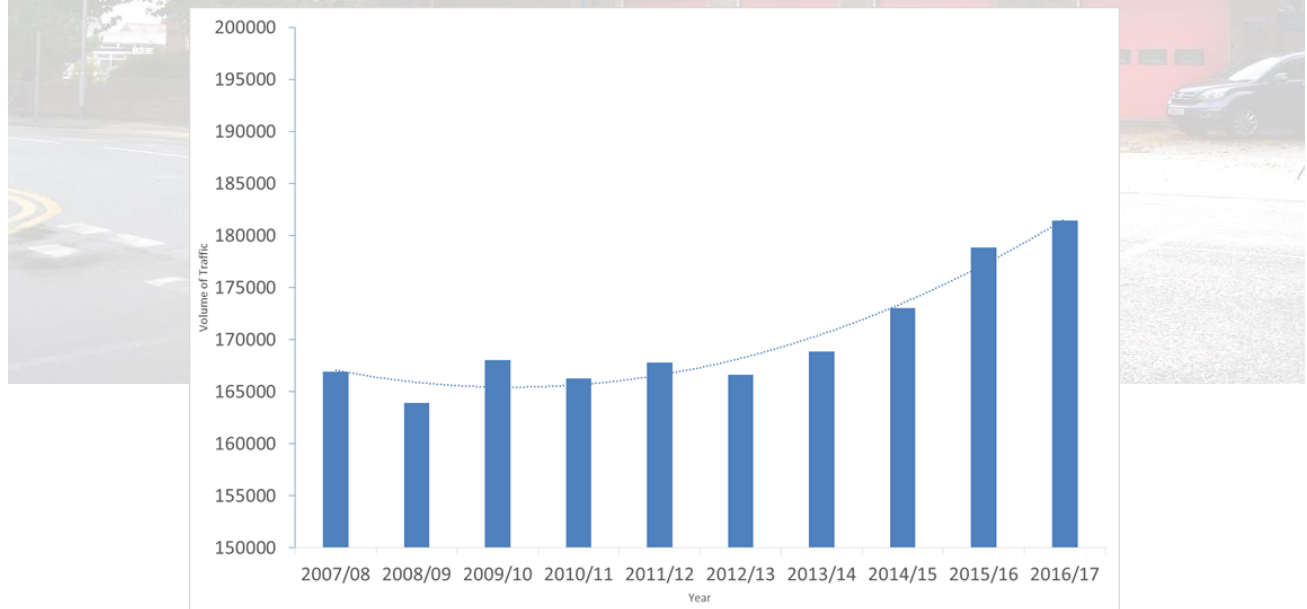
When comparing traffic volumes, over the five-year periods 2007-2011 and 2012-2016, there has been on average a 0.66% growth in volume.



Data source: Department for Transport

Ellesmere Port Road Traffic Volumes

Figure 12 Volumes of Traffic Within Ellesmere Port Station Area Between 2007/08 – 2016/17



Data source: Department for Transport

Road Traffic Collisions (RTC) RTC's attended by Cheshire Fire and Rescue Service

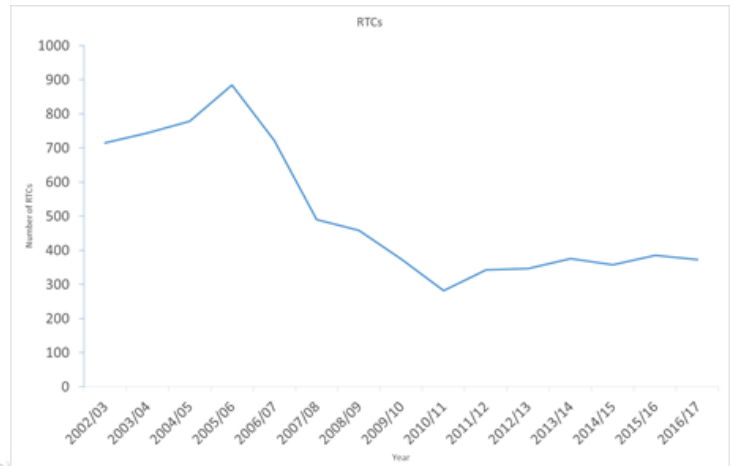
Service Wide Road Traffic Collisions (RTC) RTC's attended by Cheshire Fire and Rescue Service

Service wide road traffic accidents show a decreased trend since 2002 (Figure 13)

When comparing Service Wide the average number of Road Traffic Collisions (RTC) per year, over the five-year periods 2007-2011 and 2012-2016, there has been on average a 6% reduction in RTC's (Figure 13).

When comparing the average number of RTC's per year in the Ellesmere Port station area, over the same periods, there has been on average 26% less RTC's, from an average of 14 to 11 per year (Figure 14).

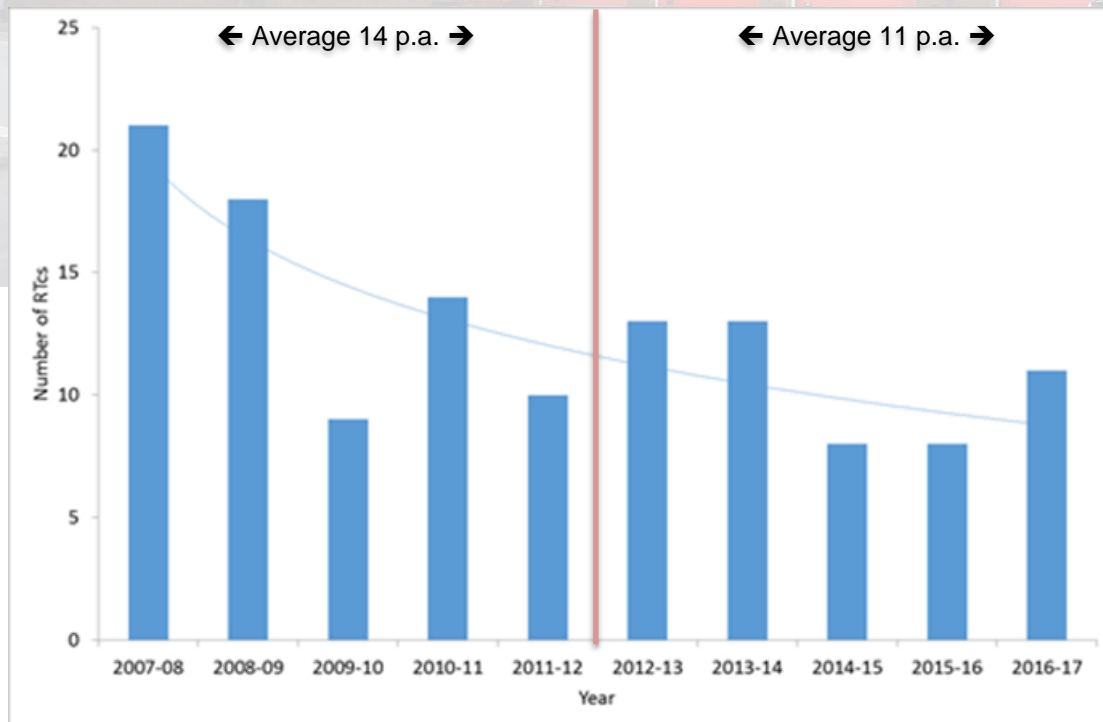
Figure 13 Number of RTC's Within Cheshire Between 2002/03 - 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.
 Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

Ellesmere Port Road Traffic Collisions (RTC) RTC's attended by Cheshire Fire and Rescue Service

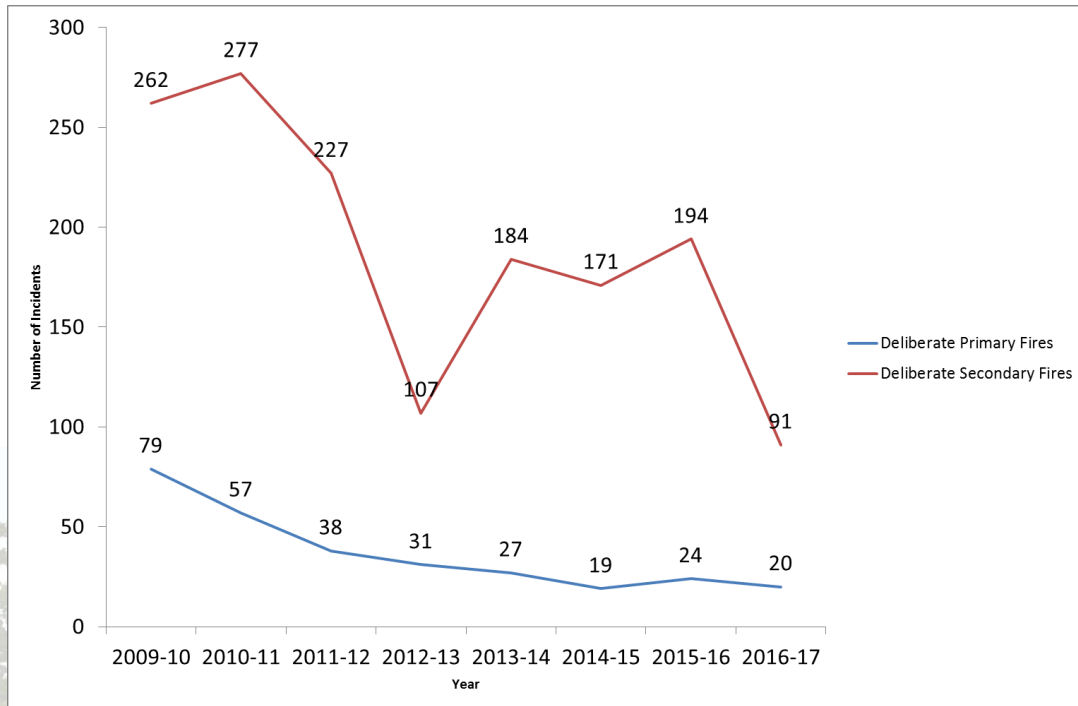
Figure 14 Number of RTC's Within Ellesmere Port Between 2007/08 – 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.
 Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

1.1.5. Deliberate Fire Trends

Figure 15 Deliberate Fire Trend Ellesmere Port 2009/10 to 2016/17



Data Source: Cheshire Fire and Rescue Service Incident Recording System

Ellesmere Port Members raised concerns in regard to a suspected upward trend of deliberate fire in the Ellesmere Port Station area.

Officers reviewed the situation and using deliberate fire data from Cheshire Fire and Rescue Service Incident Recording System, (which first commissioned use was April 2009) this identifies both primary deliberate fire and secondary deliberate fire trends in Ellesmere Port (Figure 15).

In the period 2009/10 there were 79 primary deliberate fires, compared to the period 2016/17 where there were 20 incidents. Between 2009/10 and 2012/13 there is a downward trend and between 2012/13 to 2016/17 the totals have reached a plateau.




The annual number of secondary deliberate fires fluctuates significantly year on year, as seen in Figure 15. There are many variables that can effect the number of secondary deliberate fires such as weather, climate and the emergence of prolific individual or group fire setters.

Local station management teams engage fully with partner agencies through tasking and coordination groups, neighbourhood action teams and community safety groups to proactively tackle and reduce deliberate fire setting.

In the period 2009/10 there were 262 Secondary Deliberate Fires subsequently reducing to 91 in 2016/17.

1.2. Emerging Risk in Ellesmere Port

This section provides an outline of emerging risks. These potential risks that have emerged since Members' decision in 2013 and relate in particular to the Cheshire West and Chester Local Plan regarding housing and economic development. The plan indicates future growth in population, dwellings, business and traffic volumes in Ellesmere Port and surrounding area.

 <p>Housing Growth</p>	<p>The Cheshire West and Chester Local Plan outlines housing and economic development growth across the borough up to 2030. Specifically for Ellesmere Port, the Plan forecasts housing growth of 4,800 dwellings over the Plan period. A significant proportion of this is planned for the Ledsham Road area (up to 2,000 dwellings) to the West of the town (Cheshire West and Chester Adopted Local Plan (Part One) Strategic Policies, p.30).</p>
 <p>Business Growth</p>	<p>The Cheshire West and Chester Local Plan (Part Two), currently under consultation provides further detail on land release of approximately 90 hectares for economic development in the area. This will primarily concentrate around Ince and Stanlow to the East of central Ellesmere Port and Hooton Park to the North West. Policy Econ.2 outlines that retail development within Ellesmere Port will be focused within the town centre area.</p>
 <p>Traffic Volume Growth</p>	<p>Car ownership and use in the CWAC is above the national average. CWAC's most recent survey suggests that 90% of households own at least one car and 50% own two or more vehicles. Local surveys and census data reveals that travel to work by car continues to increase. There is a very high dependence on using the car for commuter trips. 91% of inbound and 92% of outbound trips are made by car. The Council has made modest progress to limit traffic growth but congestion remains a significant problem in parts of the Borough. Traffic levels are forecast to increase over the course of the CWAC fifteen-year strategy by an average of 12%.</p> <p>Projected Growth 2010-2026 (TEMPRO 5.4) Average Day – percentage rise.</p> <p>GB 14.90% Chester 13.41% Ellesmere Port & Neston 12.52%</p>

2. An analysis of current and anticipated activity levels (broken down into day and night) and set against current performance against the ten-minute response standard for life-risk incidents.

Methodology

Aim and Scope of Analysis

The aim of the analysis is to identify the current and anticipated operational activity levels in the Ellesmere Port station area, set against the Cheshire Standard of '80% of Life Risk incidents being attended by the 1st fire engine in 10 minutes'. Officers will also provide an analysis of the current and anticipated 'Protection and Prevention' activities undertaken by operational staff in the Ellesmere Port station area. Officers will make an assessment of the analysis compiled and will note their professional judgement within the report.

The scope of this analysis is related to 'Life Risk' incidents.

Key issues are:

- Has there been an increase in all operational activity levels in Ellesmere Port?
- How does the operational activity level impact on fire engines used per incident?
- Has there been an increase in the number of 'Life Risk' incidents in Ellesmere Port?
- What are the actual and predicted attendance time of fire engines to life risk incidents?
- What are the average attendance times of neighbouring fire engines into Ellesmere Port?
- What would be the utilisation rate of an on-call second fire engine at Ellesmere Port?
- What are the current and predicted Community Prevention activities undertaken by the operational staff at Ellesmere Port?

Analysis of the Current and Anticipated Activity levels in Ellesmere Port

Service wide activity levels vs Ellesmere port activity levels pre & post ERP1

Fire engine utilisation per incident in Ellesmere Port

Average number and time of day of Life Risk Incidents - Dwelling Fires

Average number and time of day of Life Risk Incidents – Road Traffic Collisions (RTC's)

Fire engine attendance times in Ellesmere Port station area set against the Cheshire Standard

Attendance times for neighbouring fire engines to the Ellesmere Port station area

Predicted Fire engine Incident mobilisations

Community Safety / Prevention-Protection activity levels

Approach to the assessment

Officers have worked with the Business Intelligence Unit, to gather and interrogate intelligence. Cheshire Fire and Rescue Service have produced a report, with this appendix as an integral part, along with the report from Greenstreet Berman which validates Officers' work.

Data Sources and Information requested

- Cheshire Fire and Rescue Service – Incident Recording System Data.
- Modelling by Active Informatics – 'Phoenix'

Assessment criteria

- Acquire data from Cheshire Fire and Rescue Incident Recording System relevant to the areas of scope for the whole of Cheshire between 2002/03 and 2016/17 to give an indication of trends over a 15-year period.

- Acquire data from Cheshire Fire and Rescue Incident Recording System, relevant to the areas of scope for the Ellesmere Port station area for the 5 year period prior to the IRMP 12 decision making process (2007/08 – 2011/12) and the for the 5 year period post the IRMP decision making process (2012/13 - 2016/17).
- The assessment of all data will be undertaken between the time period 2007/08 to 2016/17 unless stated within titles or the narrative.
- Provide predictive modelling of operational response configurations including attendance times and performance set against the Cheshire Standard



2.1. Analysis of Current and Anticipated Activity Levels

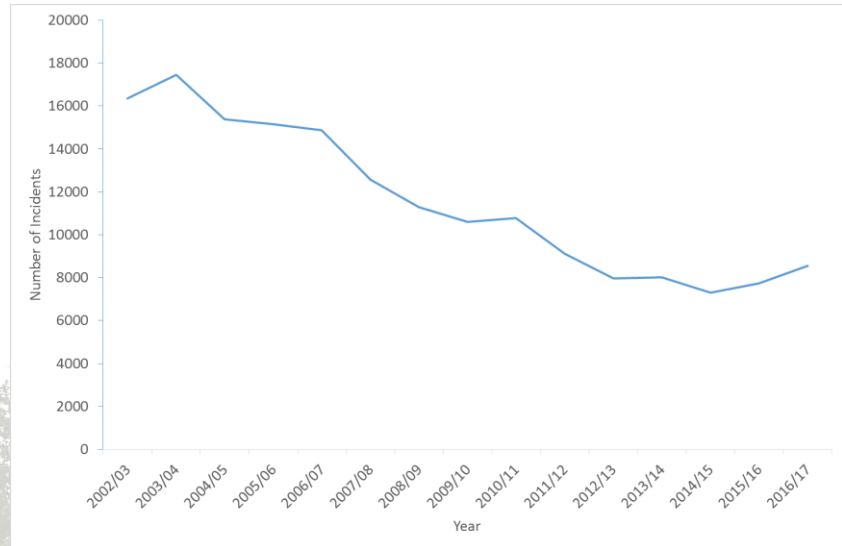
2.1.1. Service Wide Activity Levels

Service wide operational activity levels show a decreased trend since 2002 (Figure 16)

When comparing Service wide the total number of incidents per year, over the five-year periods 2007-2011 and 2012-2016, there has been on average a 27% reduction in incidents (Figure 16).

When comparing the average number of total incidents per year in the Ellesmere Port station area, over the same periods, there has been on average 28% less incidents, from an average of 813 to 588 per year (Figure 17 & Figure 18).

Figure 16 Total number of incidents in Cheshire Between 2002/03 – 2016/17



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

2.1.2. Ellesmere Port Activity Levels Pre – Post ERP1 Decision

Figure 17 Total number of incidents within Ellesmere Port between 2007/08 – 2011/12

Average Incidents per year = 813

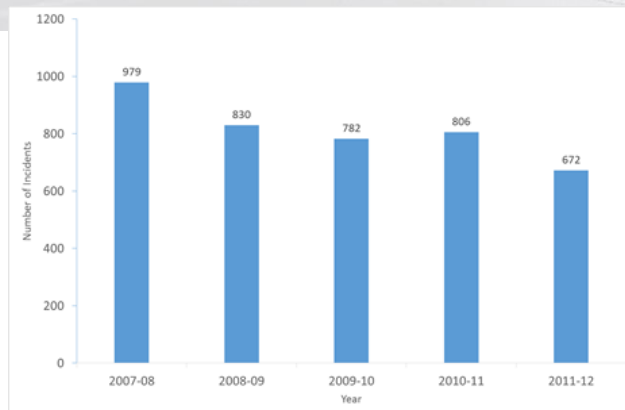
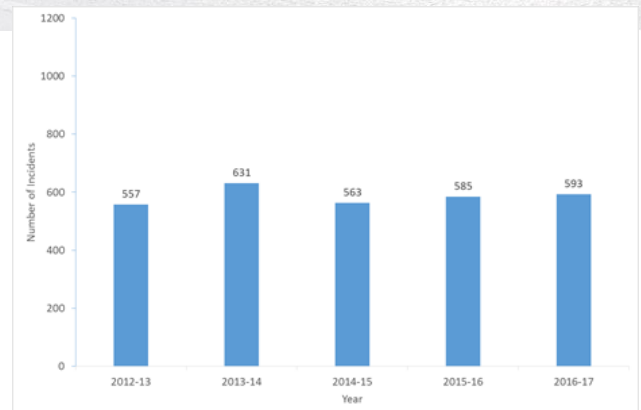


Figure 18 Total number of incidents within Ellesmere Port between 2012/13 – 2016/17

Average Incidents per year = 588

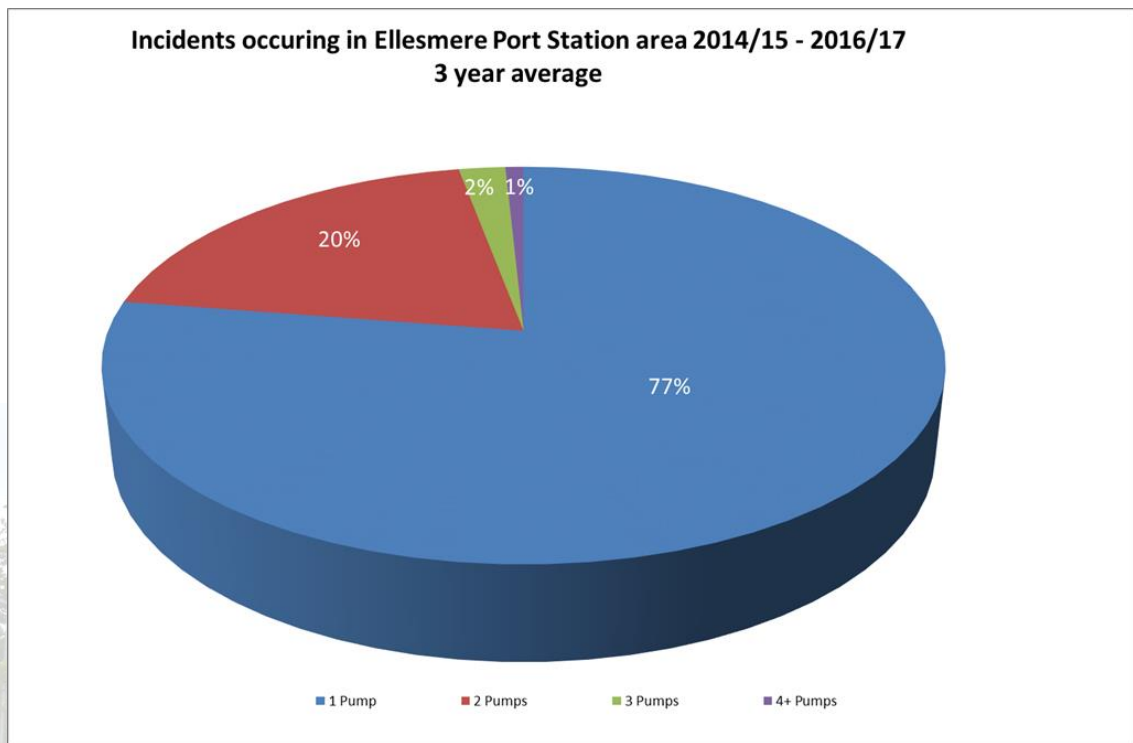


Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

2.1.3. Incidents in Ellesmere Port – Number of Fire Engines Required per Incident

Figure 19 Percentage of incidents occurring in Ellesmere Port station area by number of fire engines utilised (3 years data 2014/15 – 2016/17)



Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as now and not as at time of incident; this is due to station boundary changes since ERP1 plan implemented.

To determine the utilisation of fire engines in the Ellesmere Port area, data was sourced from the Cheshire Fire and Rescue Service Incident Recording System.

It has been identified that the majority of incidents attended within the Ellesmere Port station area 77% required the use of one fire engine, a further 20% of incidents required the use of two fire engines and 3% of incidents required three or more fire engines. (percentage rounded)

North West Fire Control determines the number of fire engines initially attending an incident by implementing a fire engine pre-determined attendance (PDA) and action plan criteria, which is supplied by CFRS. There are lots of PDA's, some examples are listed below:

- Small Fires – one fire engine
- Building Fires – two fire engines
- Person Reported Fire – three fire engines
- Road Traffic Collision (small) – two fire engines

2.1.4. Life Risk Incidents - Dwelling Fires

Cheshire Fire and Rescue Service categorise Dwelling Fires¹ as life risk incidents.

Figure 20 Average Number of Dwelling Fires Ellesmere Port 2007/08 – 2011/12

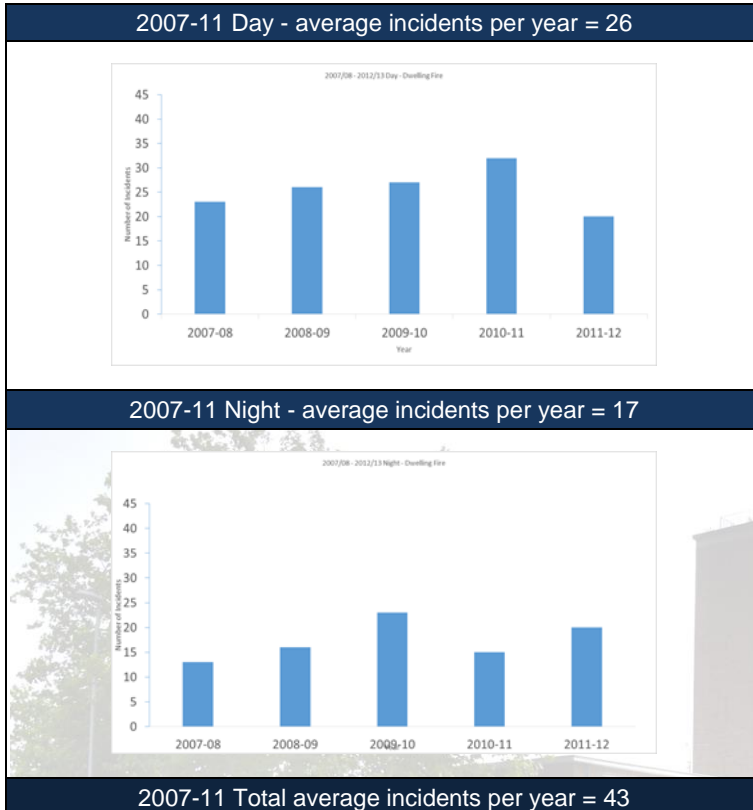


Figure 21 Average Number of Dwelling Fires Ellesmere Port 2012/13 – 2016/17



Table 1 Ellesmere Port Dwelling Fires by % Time of Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total	
0	0.7%	0.5%	0.5%	0.5%	0.7%	0.2%	0.5%	3.6%	NIGHT SHIFT
01	0.5%	0.0%	0.5%	0.2%	1.0%	0.7%	0.5%	3.4%	
02	0.2%	0.2%	0.2%	0.5%	0.2%	0.0%	0.5%	1.9%	
03	0.2%	0.0%	0.5%	0.2%	0.0%	0.5%	0.0%	1.4%	
04	0.2%	0.0%	0.7%	0.5%	0.0%	0.0%	0.5%	1.9%	
05	0.0%	0.0%	0.2%	0.2%	0.5%	0.2%	0.7%	1.9%	
06	0.0%	0.0%	0.5%	0.2%	0.0%	0.5%	0.0%	1.2%	
07	0.0%	0.2%	0.5%	0.2%	0.2%	0.7%	0.0%	1.9%	
08	0.0%	1.0%	0.7%	0.5%	1.0%	0.5%	0.5%	4.1%	DAY SHIFT
09	0.5%	0.5%	0.5%	0.2%	0.5%	1.0%	0.7%	3.8%	
10	0.7%	0.2%	0.5%	0.2%	0.5%	0.2%	0.5%	2.9%	
11	0.7%	0.5%	0.0%	0.5%	0.2%	0.7%	0.7%	3.4%	
12	1.2%	0.0%	1.0%	0.7%	0.2%	0.7%	1.2%	5.0%	
13	0.5%	0.5%	1.0%	0.5%	0.5%	1.0%	1.0%	4.8%	
14	1.2%	0.2%	1.4%	0.2%	0.5%	1.0%	0.7%	5.3%	
15	0.5%	0.0%	0.7%	1.2%	0.2%	1.0%	1.4%	4.8%	
16	1.2%	1.2%	1.0%	0.2%	1.7%	0.7%	1.2%	7.2%	
17	1.0%	1.0%	1.2%	1.0%	1.9%	1.9%	0.7%	8.6%	
18	1.0%	1.0%	1.2%	0.5%	1.0%	1.0%	0.2%	5.8%	
19	0.7%	2.4%	1.4%	1.7%	2.2%	1.2%	0.7%	10.3%	NIGHT SHIFT
20	1.0%	0.5%	1.0%	1.0%	1.0%	0.5%	0.5%	5.3%	
21	1.2%	0.2%	1.2%	0.5%	1.0%	0.2%	0.5%	4.8%	
22	1.0%	0.5%	0.0%	0.7%	0.5%	0.0%	0.0%	2.6%	
23	0.0%	1.4%	0.0%	0.7%	0.0%	0.7%	1.2%	4.1%	
Total	14.1%	12.0%	16.3%	12.9%	15.3%	14.9%	14.4%	100.0%	

Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.
 Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

When comparing the five year time period 2007/08 to 2011/12 and 2012/13 to 2016/17 dwelling fires in Ellesmere Port station area have reduced from an average of 43 to 40 incident per year (Figure 20, Figure 21).

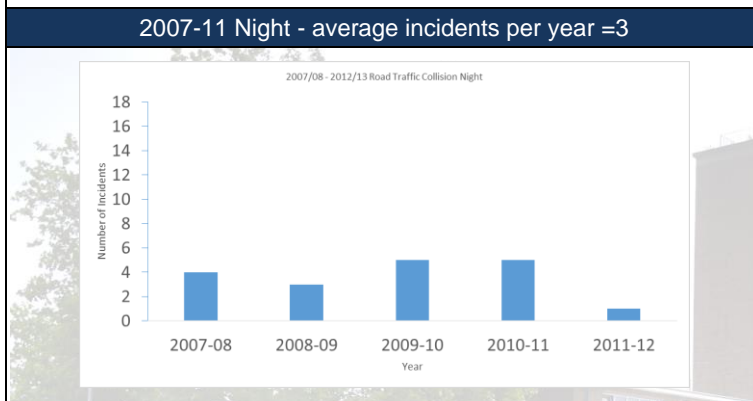
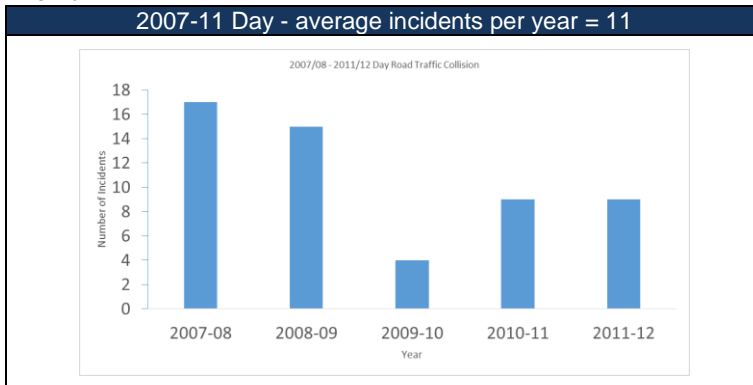
The time of day identified as having the greatest percentage of incidents by volume, is between 19:00 to 20:00 hours (Table 1)

¹ Dwelling Fires are fires in properties that are a place of residence i.e. place occupied by households such as houses and flats, excluding hotels/hostels and residential institutions. Dwellings also includes non-permanent structures used solely as a dwelling, such as houseboats and caravans.

2.1.5. Life Risk Incidents – Road Traffic Collisions (RTC's)

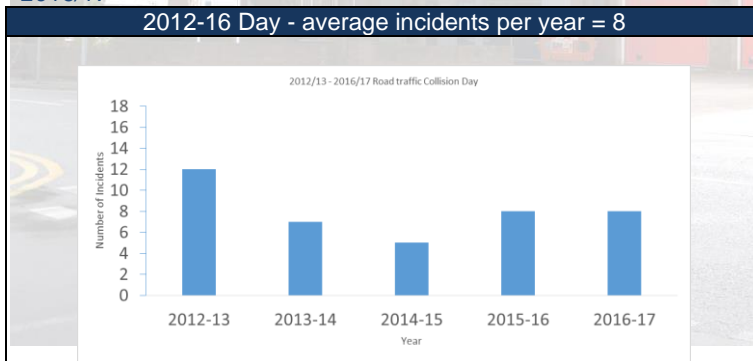
Cheshire Fire and Rescue Service categorise Road Traffic Collisions² (RTC's) as life risk incidents

Figure 22 Average Number of RTC's Ellesmere Port 2007/08 – 2011/12

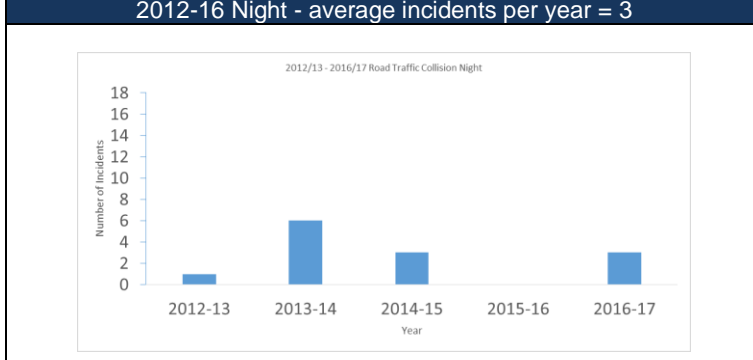


2007-11 Total average incidents per year = 14

Figure 23 Average Number of RTC's Ellesmere Port 2012/13 – 2016/17



2012-16 Night - average incidents per year = 3



2012-16 Total average incidents per year = 11

Table 2 Ellesmere Port RTC's by % Time of Day

Hour	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total	Shift
0	0.0%	0.0%	0.0%	0.0%	0.7%	0.0%	0.0%	0.7%	NIGHT SHIFT
01	1.5%	0.0%	0.7%	0.0%	0.7%	0.0%	0.0%	2.9%	
02	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%	0.7%	
03	0.0%	0.0%	0.7%	0.0%	0.0%	0.0%	0.0%	0.7%	
04	1.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.5%	
05	0.7%	0.7%	0.7%	0.0%	0.0%	0.7%	0.0%	2.9%	
06	0.7%	1.5%	0.7%	0.7%	0.0%	0.0%	0.7%	4.4%	
07	0.7%	0.0%	0.7%	0.7%	0.7%	2.2%	0.7%	5.8%	
08	0.0%	0.7%	0.0%	0.7%	0.0%	1.5%	0.7%	3.6%	DAY SHIFT
09	0.0%	0.0%	0.7%	1.5%	1.5%	2.9%	0.7%	7.3%	
10	0.7%	0.7%	0.7%	0.0%	0.7%	1.5%	0.0%	4.4%	
11	0.0%	0.0%	0.0%	2.2%	0.0%	0.7%	1.5%	4.4%	
12	0.0%	0.7%	1.5%	1.5%	0.0%	0.7%	0.0%	4.4%	
13	0.0%	1.5%	1.5%	1.5%	2.9%	0.7%	0.0%	8.0%	
14	1.5%	0.7%	0.7%	0.7%	0.7%	0.0%	1.5%	5.8%	
15	0.0%	1.5%	2.2%	0.7%	0.7%	2.2%	0.7%	8.0%	
16	1.5%	0.0%	0.7%	0.7%	2.9%	0.7%	0.7%	7.3%	
17	0.0%	0.0%	0.7%	1.5%	0.0%	0.7%	2.2%	5.1%	
18	0.7%	0.0%	0.0%	0.7%	0.0%	0.7%	0.0%	2.2%	
19	1.5%	0.7%	0.0%	1.5%	0.7%	0.0%	2.2%	6.6%	NIGHT SHIFT
20	0.0%	0.0%	0.0%	0.7%	0.0%	0.0%	0.7%	1.5%	
21	0.0%	0.0%	0.0%	0.0%	1.5%	1.5%	0.0%	2.9%	
22	0.7%	0.7%	0.7%	0.7%	0.0%	1.5%	0.7%	5.1%	
23	0.7%	0.7%	0.7%	0.0%	0.0%	1.5%	0.0%	3.6%	
Total	12.4%	10.2%	13.9%	16.1%	13.9%	19.7%	13.9%	100.0%	

Data source: Cheshire Fire and Rescue Service – Incident Recording System Data.

Note: this data is based on station boundary as it is now and not as it was at the time of incident. This is due to station boundary changes since ERP1 plan implemented.

When comparing the five year time period 2007/08 to 2011/12 and 2012/13 to 2016/17 road traffic collisions (RTC) in Ellesmere Port station area have reduced from an average of 14 to 11 incidents per year (Figure 22 & Figure 23)

The times of day identified as having the greatest % of incidents by volume, is between 08:00 to 09:00 and between 13:00 to 17:00 hours (Table 2)

² An RTC is any collision, classified as a special service, attended by an appliance or officer within Cheshire.

2.1.6. Fire engine Attendance Times in Ellesmere Port Station Area – Cheshire Standard

Current – Attendance Times - Wholetime Duty System

Table 3 Ellesmere Port – Average Attendance Times for First, Second and Third Fire Engines to incidents

Duty System Configuration		Fire engine 1	Fire engine 2	Average attendance time for 1 st fire engine to arrive	Average attendance time for 2 nd fire engine to arrive	Average attendance time for 3 rd fire engine to arrive	Performance -Cheshire Standard
A	Ellesmere Port Current Performance	Wholetime	Wholetime	5min 11sec	6min 45sec ^a +1min 34sec	11min 44sec	99.5%
B	Ellesmere Port - On-call fire engine**	Wholetime	On-call	^b 4min 40sec	7m 30sec ^c + 45sec	10min 38sec	98.4%
C	Ellesmere Port – Remove the On-call fire engine**	Wholetime	NA	4min 41sec	7min 38sec	12min 21sec	97.9%
D	Ellesmere Port (Officers Professional Judgment)	Wholetime	On-call	5min 11sec	7m 30sec	11min 44sec	98.4%
E	Cheshire Current Performance	Various		7min 55sec	10min 16sec	14min 37sec	88%

*Data compiled with fire engine delay of 90secs Wholetime and 5 minutes for on-call.

** Phoenix Predicted Performance

Table 3 reports the attendance times to life risk incidents and the performance against the Cheshire Standard, whilst comparing the average performance for Ellesmere Port station area verses the whole of Cheshire.

The data in table 3 has been compiled from Cheshire Fire and Rescue Service Incident Recording System and Phoenix. Phoenix was designed in conjunction with UK fire services and is a powerful workload modelling and deployment application for Public Safety organisations. Phoenix analyses mobilisations and resources to model current performance and then compares that to any changes that are made to the configuration of the Service.

Table 3, Row A: This row shows the current average attendance time for the first, second and third fire engine to incidents in Ellesmere Port. It can be seen that currently the second fire engine arrives 1 min 34 sec after the first fire engine^a. Given both fire engines in Ellesmere Port are currently wholetime one would expect that they would arrive at the same time. However, this falsely assumes that both fire engines are on station and that for all incidents requiring two fire engines both are the first two fire engines to arrive. Ellesmere Port's fire engines constantly move around, especially during the day. For example, one of Ellesmere Port's fire engines spends around 100 day shifts out of the Ellesmere Port station area which means a neighbouring fire engine attends if two pumps are required. Furthermore, depending on the location of the incident, Ellesmere Port's first fire engine may be mobilised with a neighbouring fire engine rather than Ellesmere Port's second fire engine. All of these complications emphasise the importance of modelling software, such as Phoenix, to support judgements on the effects on fire engine attendance times as a result of changing the crewing arrangements and the operational configuration of CFRS.

Table 3, Row B: This row shows the Phoenix modelling software prediction for average attendance time of the first, second and third fire engine to life risk incidents in Ellesmere Port with one wholetime and one on-call fire engine at Ellesmere Port. The prediction for the first fire engine attendance time appears accurate in that it shows a minor variation (-31 sec^b) against the current actual (Row A). The second fire engine attendance time has increased by 45secs when compared with the actual (Row B vs Row A).

Again, this prediction appears realistic after considering the explanation above. It is however less than the original assumption that second fire engine attendance time would increase by 3min 30secs. The original assumption was a crude estimate, based on the difference between on-call and wholetime turnout times (5min vs 1.5min).

Reference the third fire engine response, the Phoenix software predicts that its' response time will improve on the current performance by 1m 04sec. This improvement is because Phoenix assumes¹ that Ellesmere Port's second on-call fire engine will be on station whereas the current actual performance is influenced because Ellesmere Port's second fire engine moves around its station area and also spends around 100 days out of the station area. To validate the prediction further, Officers have assessed the actual attendance times for neighbouring pumps into Ellesmere Port. The results are included within Table 5, p25 and average at 12:13, which concurs with the third fire engine actual attendance time. After considering above, Officers believe it would be prudent to assume that third fire engine response time will remain as now.

Table 3, Row C: This row shows that if the on-call pump was removed completely from Ellesmere Port it would have negligible impact on first and second pump response times in the area (Row B vs C). It would however have an impact on the third fire engine response time, which would increase by 1 min 43 sec but would still be 2 min 16 sec better than the Service average (Row B vs C). These findings accord with the views of officers in that the proposed on-call fire engine at Ellesmere Port would operate as a resilience fire engine (for reliefs and standby/area cover moves) rather than as primary response resource. Its inclusion in the overall plan for Cheshire would maintain the same number of fire engines (35) in line with the strategic direction provided by Members previously.

Table 3, Row D: This row brings together the above analyses and Officers professional judgement to determine the most likely response times in Ellesmere Port if the second fire engine changes to on-call. It can be seen that the first and third fire engine response times are not expected to change and will remain faster than the Service average. (Row D vs Row E). The second fire engine response time will increase by 45sec but this remains faster than the Service average. (Row D vs Row E). In relation to the Cheshire Standard performance, it is anticipated that this will remain as now at 99%, which is above the Service average of 88%.

Table 3, Row E: This row shows the actual Service average for first, second and third fire engine attendance.

Notes:

¹ Phoenix modelling software provides an indication of performance based on the operational configuration/crewing models for the Service. Following feedback and suggestions from the independent consultant Officers have refined some of the assumptions within Phoenix as follows:

1. 100% availability for wholetime fire engines and located on their home station.
2. Actual availability for on-call fire engines and located on their home station.
3. 85% availability for Crewe on-call fire engine and located on its home station.
4. 40.4% Day and 63.7% Night availability for the on-call fire engine at Ellesmere Port and located on its home station.
5. A delay of 90 seconds for wholetime and a delay of 5 minutes for on-call.

The above changes have improved accuracy but there is still some variance with actual performance and therefore the outcome should be used as an indication to support Officers professional judgement.

2.1.7. Actual Attendance Times for Neighbouring Fire Engines (5 years data includes mobilisation and travel time).

Table 4 Average Attendance Times of Neighbouring Fire Engines into Ellesmere Port

Neighbouring Stations	5 Year Average (2012/13 – 2016/17)	No. Attended	Average per year
E07 Powey Lane	00:09:18	14	-
E06 Frodsham	00:10:46	21	4
E09 Chester (E09P1/E09P2)	00:11:39	220	44
E05 Runcorn (WT)	00:16:37	19	4
E05 Runcorn (OC)	-	-	-
E04 Widnes	00:17:54	19	4

Average Attendance Time for Neighbouring Stations	00:12:13
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Data Source Cheshire Fire and Rescue Incident Recording System

To provide further rigour and evidence of the attendance times of neighbouring fire engines to Ellesmere Port, Officers have interrogated the Cheshire Fire and Rescue Service Incident Recording System to identify what the average attendance time of neighbouring fire engines to Ellesmere Port has been when responding to incidents between 2012/13 and 2016/17. This has been calculated by time of alert and time in attendance.

Table 4 includes the average attendance time and the number of attendances of each individual fire engine.

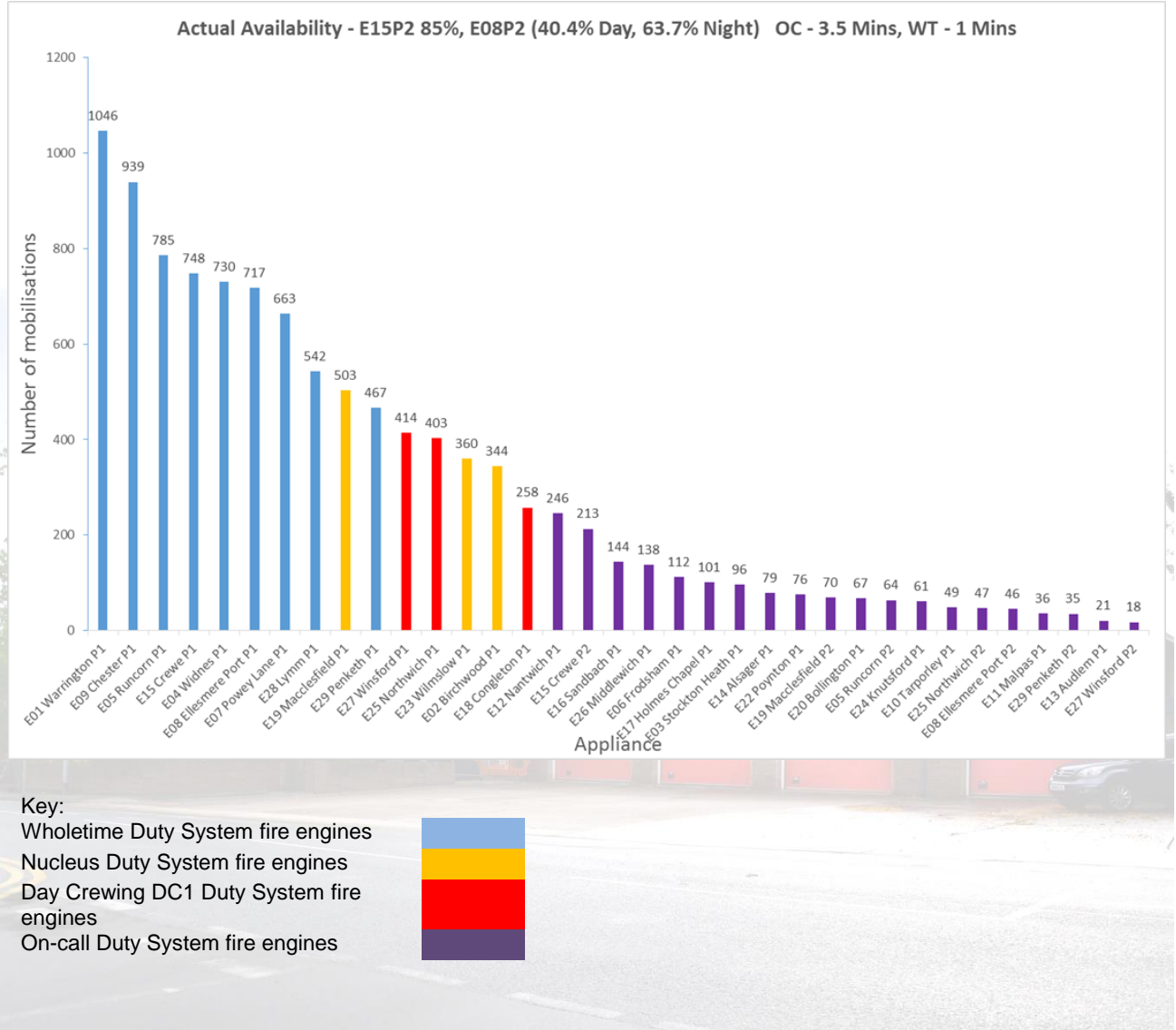
The average time of 00:12:13 for all neighbouring fire engines has been compiled by taking an average of all the attendances within Ellesmere Port station area by these fire engines.

Note: Following home office guidelines, all attendance times, which were below 1 minute and over 1 hour, were excluded from this data set.

2.1.8. Predicted Fire Engine Incident Mobilisations – Emergency Response Plan 1

Figure 24 Predicted ERP1 Incident Mobilisations per Fire Engine (5 year average)

Delay Times: Wholetime 1min, On-call 3.5mins. Actual on-call availability: Crewe On-call modelled at 85% and Ellesmere Port modelled at the average of the on-call fire engines at Penketh and Runcorn



Data Source Cheshire Fire and Rescue Incident Recording System – Modelled with Phoenix Active Software

As stated in section 2.1.6 the assumptions within 'Phoenix' when providing predictive modelling were refined after recommendations made by Michael Wright of Greenstreet Berman.

Figure 24 utilised the new assumptions to predict mobilisations per fire engine and by applying this criteria the Service have obtained a more accurate prediction of fire engine mobilisations.

In relation to mobilisations it is now predicted that the on-call fire engine at Ellesmere Port would be mobilised on only 46 occasions per annum.

Note:

The mobilisation time used for the Ellesmere Port on-call fire engine is 5 minutes.

The on-call availability figures used to predict the Ellesmere Port on-call fire engine mobilisations are an average of the on-call availability figures for the on-call fire engines at Runcorn and Penketh. These are stations where the Service has previously implemented a wholetime and on-call fire engine at the same station

2.1.9. Community Safety / Prevention-Protection Activity Levels

Table 5 Community Safety and Prevention/Protection Work – Safe and Well Visits

	Current	Anticipated	Average
Ellesmere Port	2 WT	1 WT 1 OC	1 WT Fire Engine
Safe and Well (High Risk)	708	708	Various
Safe and Well (Other)	1980	636	Various
Total	2688	1344	1344

This section explores the potential impact on prevention activities in Ellesmere Port as a result of reduced capacity due to one of the fire engines changing from wholetime to on-call.

Officers have assessed the prevention workload demand and compared it with existing wholetime stations with one fire engine to determine the extent to which the current performance outputs at Ellesmere Port will not be maintained. It can be seen that the number of visits to high-risk homes will not change, neither will the number of school visits, road safety initiatives, safety campaigns and thematic inspections of business premises. However, the number of visits to lower risk homes would be expected to reduce by 1344 per year.

Table 6 Community safety and prevention work - Road Safety, Business Safety and Key Stage 2

	Current	Anticipated	Average
Ellesmere Port	2 WT	1 WT 1 OC	1 WT Fire Engine
Road Safety Initiatives	9	9	9
Businesses (Thematic)	176	176	176
School – KS2	20	20	23
Community Initiatives/Campaigns	6	6	6

3. An analysis of the types of incidents dealt with.

Methodology

Aim and Scope of Analysis

The aim of the analysis is to identify the type of operational activity in the Ellesmere Port station area and the impact this has on the community.

Officers will make an assessment of the analysis compiled and will note within the report their professional judgement.

Key issues are:

- What are the average numbers of incidents per year in Ellesmere Port by type?
- What are the most frequent incident types attended in the Ellesmere Port area?
- What has been the impact of dwelling fires in Ellesmere Port compared with Cheshire?
- What has been the impact of road traffic collisions in Ellesmere Port compared with Cheshire?
- Has there been an increase in deliberate fire trends in Ellesmere Port?
- Have there been incidents in Ellesmere Port that have required a response from wider areas of Cheshire?

Analysis of the Types of incident in Ellesmere Port

- The incident type and average number of incidents in Ellesmere Port station area.
- Life Risk – dwelling fires & impact on the community
- Life Risk – road traffic collisions & impact on the community
- Incidents that have required an attendance of appliance from across Cheshire, 5 or more fire engines.

Approach to the assessment

Officers have worked with the Business Intelligence Unit and Michael Wright of Greenstreet Berman to gather and interrogate intelligence. Cheshire Fire and Rescue Service have produced a report, with this appendix as an integral part, along with the report from Greenstreet Berman, which validates Officers' work.

Data Sources and Information requested

Cheshire Fire and Rescue Service – Incident Recording System Data

Assessment criteria

Acquire data from Cheshire Fire and Rescue Incident Recording System, relevant to the areas of scope for the Ellesmere Port station area for the 5 year period prior to the initial decision making process (2007/08 – 2011/12) and the for the 5 year period post the initial decision making process (2012/13 - 2016/17).

The assessment of all data will be undertaken between the time period 2007/08 to 2016/17 unless stated within titles or the narrative.

3.1. Incident Type and Average Number of Incidents in Ellesmere Port Station Area – 2007-2011 and 2012 – 2016

Table 7 Average Number of Incidents by Type 2007-2011

Table 8 Average Number of Incidents by Type 2012-2016

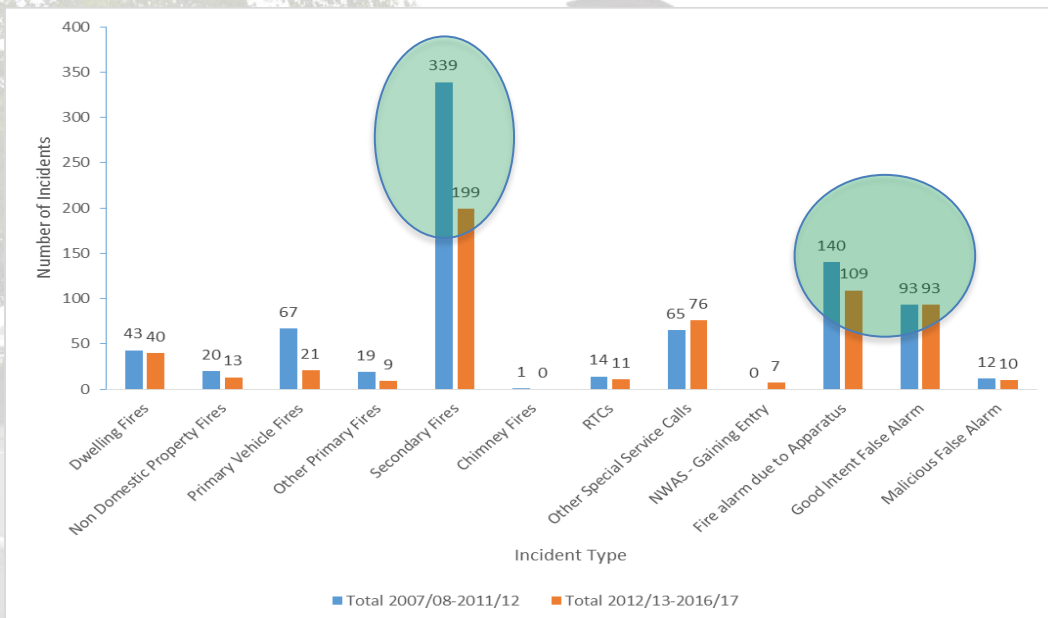
	Incident Type	Total
Fire	Dwelling Fires	43
	Non Domestic Property Fires	20
	Primary Vehicle Fires	67
	Other Primary Fires	19
	Secondary Fires	339
	Chimney Fires	1
SSC	RTCs	14
	Other Special Service Calls	65
False Alarm	Fire alarm due to Apparatus	140
	Good Intent False Alarm	93
	Malicious False Alarm	12
Total		813

	Incident Type	Total
Fire	Dwelling Fires	40
	Non Domestic Property Fires	13
	Primary Vehicle Fires	21
	Other Primary Fires	9
	Secondary Fires	199
	Chimney Fires	0
SSC	RTCs	11
	Other Special Service Calls	76
	NWAS - Gaining Entry	7
False Alarm	Fire alarm due to Apparatus	109
	Good Intent False Alarm	93
	Malicious False Alarm	10
Total		588

Ellesmere Port Average Number of Incidents p.a.2007-2011

Ellesmere Port Average Number of Incidents p.a.2012-2016

Figure 25 Annual Average Incidents Within Ellesmere Port Station Area – Comparing 2007-11 against 2012-16



Data Source Cheshire Fire and Rescue Incident Recording System

Table 7 & 8 show the average number of incidents in Ellesmere Port split by type; one new category has been added to Table 8:








- NWAS – Gaining Entry (Forced Entry) - now business as usual.

When comparing the five-year time period 2007/08 to 2011/12 and 2012/13 to 2016/17 for each incident type it can be seen that all categories except ‘other special service calls’ have reduced.

The most frequent types of incident attended are false alarms, which make up 34% of incidents attended and secondary fires, which also make up 34%.

While the number of false alarms has reduced slightly, the number of secondary fires has decreased by over 41% when comparing averages between 2007-11 and 2012-16.

3.2. Life Risk – Dwelling Fires Community Impact





Cheshire	Ellesmere Port
 <p>40% Dwelling Fires were out on arrival/no firefighting intervention</p>	 <p>32% Dwelling Fires were out on arrival/no firefighting intervention</p>
 <p>88% Dwelling Fires were confined to the room of origin</p>	 <p>88% Dwelling Fires were confined to the room of origin</p>
 <p>86% of Dwelling Fires attended had a smoke alarm fitted</p>	 <p>79% of Dwelling Fires attended had a smoke alarm fitted</p>
 <p>26 Fatal (over 5 years) 16 Severe Injuries (over 5 years) 205 Slight Injuries (over 5 years)</p>	 <p>2 Fatal (over 5 years) 3 Severe Injuries (over 5 years) 12 Slight Injuries (over 5 years)</p>

Data Source Cheshire Fire and Rescue Incident Recording System

Specifically in relation to life risk incidents and the impact of dwelling fires on the community in the five years since the original IRMP decision-making process, there have been an average of 40 dwelling fires attended per year in the Ellesmere Port station area.

Of the dwelling fires; 88% were confined to the room of origin and 32% were out on arrival or required no firefighting intervention. Over five years, these incidents have resulted in 2 fatalities, 3 severe injury and 12 slight injuries

3.3. Life Risk – Road traffic Collisions Community Impact

Cheshire	Ellesmere Port
 <p>33% of RTCs attended involved an extrication</p>	 <p>31% of RTCs attended involved an extrication</p>
 <p>65 Fatal (over 5 years) 370 Severe injuries (over 5 years) 974 Slight injuries (over 5 years)</p>	 <p>1 Fatal (over 5 years) 6 Severe injuries (over 5 years) 25 Slight injuries (over 5 years)</p>

Data Source Cheshire Fire and Rescue Incident Recording System

Specifically in relation to life risk incidents and the impact of road traffic collisions on the community in the five years since the original IRMP decision-making process, there have been an average of 11 road traffic collisions attended per year in the Ellesmere Port station area.

31% of these incidents attended required the Service to extricate a casualty and in the five years to 2016/17, there have been 1 fatality, 6 severe injuries and 25 slight injuries resulting from road traffic collisions in the Ellesmere Port station area.

3.4. Large / Major Incidents

Table of Multi Fire Engine Incidents Starting At 5 Fire engines

Table 9 Multi Fire Engine Incidents Ellesmere Port (Greater than 5 fire engines)

Multi Fire Engine Incidents - Ellesmere Port						
Number of Fire Engines	Year					Grand Total
	2012-13	2013-14	2014-15	2015-16	2016-17	
5		2			2	4
6	1	1		1	1	4
7					1	1
8						0
9			1			1
10+						0
Grand Total	1	3	1	1	4	10

Data source: Cheshire Fire and Rescue Incident Recording System

This section outlines the number of larger incidents within the Ellesmere Port station area between 2012 – 2016 (Table 9) and the predicted response time to provide ten fire engines in the event of a large-scale incident in Ellesmere Port. (Table 10,11)

It can be seen that the number of incidents requiring an immediate response of 5 fire engines or more is very low, amounting to 2 occasions per year (Table 9)

The attendance of 5+ fire engines to an incident is usually at the request of the incident commander after undertaking a situational assessment and a dynamic risk assessment of the incident they are attending.

Response to Multi Fire Engine Incidents

Table 10 – 10 Fire Engine Response to Ellesmere Port 100% OC Available

Table 11 - 10 Fire Engine Response to Ellesmere Port No OC Availability

10 fire engines - Ellesmere Port	00:22:26	10 fire engines - Ellesmere Port	00:29:00
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The prediction shown in Table 10 & 11 shows that if 10 fire engines were required at an incident in the centre of Ellesmere Port, they are expected to attend within 22 mins; this assumes that all of the on-call fire engines are available. If no on-call fire engines were available then the response time would increase to 29 minutes. To draw a comparison, eight fire engines responded to the explosion at Bosley Wood Flour Mill within 47 minutes of the request from the Incident Commander. Note: the above estimates were provided by North West Fire Control (mobilising system) and assume that all attending fire engines are available at the time of call.

The NWFC created a simulation within the mobilising system to identify the fire engines and attendance times to incident at a central point in Ellesmere Port. The system assumes that all fire engines on all duty systems are available and on home station.

The assumptions used for Table 11 were the same assumptions, except that all Cheshire on-call fire engines were not available.

There were some concerns raised about the response to Control of Major Accident Hazard (COMAH) registered sites in and around Ellesmere Port.

On the May 2017 COMAH establishment listing, Cheshire had 30 high-risk COMAH sites and 17 low risk COMAH sites registered. Of these sites, there were 7 high-risk sites and 3 low risk sites in Ellesmere Port. There would be no change to the initial number of fire engines responding to these sites, any subsequent response would be at the request of the incident commander and would be facilitated by North West Fire Control.



4. On-call Context

When the review is considered, Fire Authority Members will need to understand the up-to-date position in relation to on-call recruitment and training and be provided with an assessment of the likely ongoing situation.

Methodology

Aim and Scope

The aim of the information provided in this section is to identify the current status of the on-call recruitment at Ellesmere Port.

Within scope are the following key issues related to the 2nd fire engine at Ellesmere Port operating the on-call duty system:

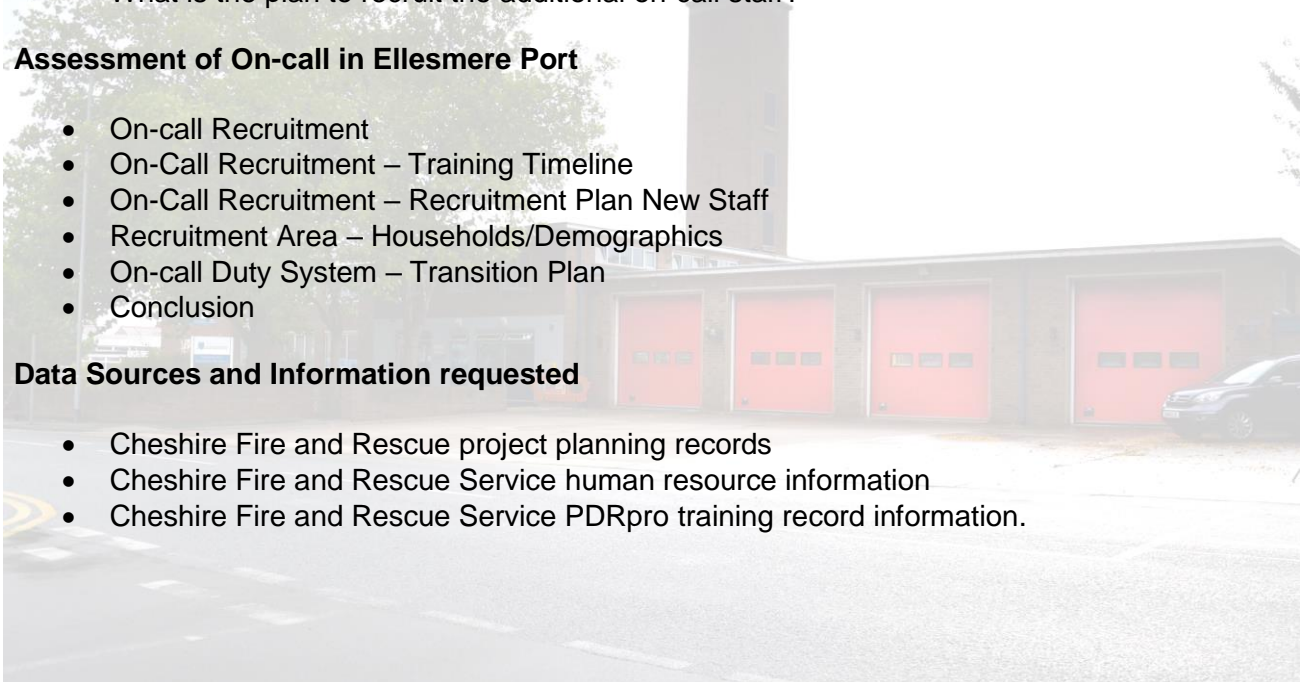
- How many on-call staff have been recruited at this time?
- How many staff are still required to be recruited to provide a full on-call cohort?
- What is the timeline for these staff to be recruited and trained?
- What is the plan to recruit the additional on-call staff?

Assessment of On-call in Ellesmere Port

- On-call Recruitment
- On-Call Recruitment – Training Timeline
- On-Call Recruitment – Recruitment Plan New Staff
- Recruitment Area – Households/Demographics
- On-call Duty System – Transition Plan
- Conclusion

Data Sources and Information requested

- Cheshire Fire and Rescue project planning records
- Cheshire Fire and Rescue Service human resource information
- Cheshire Fire and Rescue Service PDRpro training record information.



4.1. On-call Recruitment

On-Call Recruitment - Current Progress

Ellesmere Port On Call Firefighters

- 5 Firefighters (Development)
- 1 Watch Manager
- 1 Crew Manager

Total = 7



TIMELINE

- 6 months recruitment
- 18 months Units 3, 4 & 5
- Minimum 2 years from CFA approval before 'go live' – April 2020

On-call Recruitment activity at Ellesmere Port commenced in January 2015 as part of an overall on-call fire fighter recruitment campaign, this was part of simultaneous on-call recruitment across the Service at other new on-call station locations and the established on-call stations. During this period the Service successfully recruited full on-call cohorts at Penketh, Alsager, Knutsford and Stockton Heath.

The recruitment campaign for Crewe became more focused from July 2016, as follows:

- 17 media posts between and July 2016 and February 2017
- Face to Face with local businesses
- Numerous taster days at the station and various events
- Further leaflet drop by crews
- Writing to wholetime who lived within the 5 minute radius regarding wholetime/on-call contracts

On-call recruitment at Ellesmere Port was suspended as a result of Members requesting a review into the duty system for the second fire engine. At the time of suspending the recruitment there were no individuals pending in the recruitment system.

The 5 personnel recruited as on-call fire fighters at Ellesmere Port (One of the firefighters has recently resigned in January 2018) had either commenced employment or offered employment to commence on an initial course in January 2017. There are a further two wholetime staff who have expressed an interest in commencing on-call duties at Ellesmere Port; these are on hold until the outcome of the review.

4.2. On-call Recruitment – Recruitment Plan New Staff

Listed below is the key activities within the project plan to launch a new on-call fire engine at Ellesmere Port in April 2020.

- Re-establish the Ellesmere Port (cross-departmental) on-call Recruitment Team – lead by Cheshire West Service Delivery Manager, supported by the local Station Manager and identified departmental leads.
- Re-establish the Service on-call media activities.
- Supply Recruitment Team with Ellesmere Port MOSAIC Data (see 4.3)
- Establish communication plan to engage the MOSAIC priority households identified within 5 minutes of Ellesmere Port Fire Station.
- Undertake bespoke on-call recruitment activities in Ellesmere Port.
- Validate proposed cover patterns of prospective recruits.
- Validate travel times to the fire station to ensure that the 5-minute standard can be achieved.
- New recruits to commence initial training.
- Shadow pump to launch at Ellesmere Port to expose recruits to operational incidents and provide opportunity to validate cover patterns and attendance times. (May 2018)
- Recruit full cohort - 1 WM, 2CM, 12 Firefighters (Sept 2018)
- Recruits to complete Units 3, 4 & 5. (March 2020)
- On-call fire engine to 'go live' (April 2020)

Table 12 On-call implementation timeline

	2018												2019												2020		
	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
Continued Training of Current On Call Staff at Crewe	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Recruitment of New On Call Staff																											
Training of New On Call Staff																											
On Call Duty System Go Live																											■

4.3. On-call Recruitment Area – Households/Demographics

Figure 26 Map Travel Time 5 & 7 minutes from Ellesmere Port Fire Station – normal road speed (no blue lights)

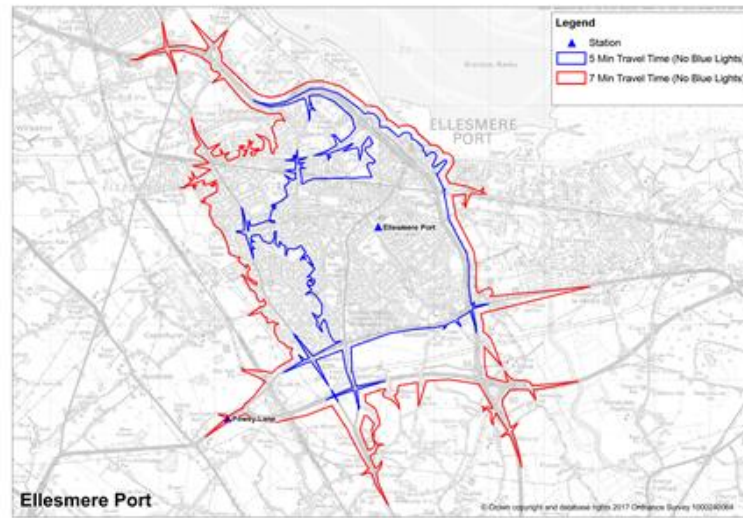


Table 13 MOSAIC priority recruitment groups Ellesmere Port

Rank (based on current cohort)	Mosaic Group	E.Port Household Count	%	Tarporley Household Count	%
1	D Domestic Success	511	3.4%	56	3.8%
2	H Aspiring Homemakers	1259	8.3%	28	1.9%
3	E Suburban Stability	1546	10.2%	63	4.2%
4	G Rural Reality	0	0.0%	311	20.9%
5	A Country Living	0	0.0%	379	25.5%
6	J Rental Hubs	234	1.5%	3	0.2%
Total Households in Top Mosaic Groups		3,550	23.5%	840	56.5%
Total Households within 5 Mins		15,133	100%	1,486	100%

Data Source: MOSAIC Public Sector

Further recruitment will target specific households that meet the typical profile for an on-call firefighter using Mosaic Public Sector

‘Mosaic Public Sector’ is a system for classifying UK households which uses household and individual data collated from a number of governmental and commercial sources

Over 850 million pieces of information across 450 different data points are condensed using the latest analytical techniques to identify 15 summary groups and 66 detailed types that are easy to interpret and understand – every household in Cheshire will be categorised into one of these Groups & Types which will help with our targeting approach

Overall there are roughly 266 people across Cheshire employed as an on-call firefighter out of a potential 209,371 people within a 5min travel time catchment of stations that offer on-call posts – these postcodes can be run through a profiler tool to provide us with the Mosaic demographic ‘makeup’ of both these populations and compare them.

Table 13 shows the top 6 priority Mosaic groups that represent the current on-call employee profile. In total, 167 of the 266 on-call employees fall within the top 6 groups.

The analysis indicates that 3,550 of the 15,133 households within five minutes travel time of Ellesmere Port fire station that fall within the top six priority groups for on-call recruitment. This provides a large pool of potential applicants, which is 4 times the number of priority households within the on-call catchment area of Tarporley Fire Station. This has given officers confidence that recruitment should be achievable with the right targeted activity.

4.4. On-call Duty System – Turnout Time and Availability

It is predicted that the on-call fire engine will be mobilised on 46 occasions per year, one mobilisation in every 15 days on average. It is acknowledged that the time taken for on-call fire engines to turnout to incidents varies. For example, mobilisation is likely to be slower during the daytime (especially during rush hour) than at night time. However, overall the fire engine should achieve an average turnout time of 5 minutes (the current average turnout time for on-call fire engines is 4 mins 53 secs).

4.5. On-call Conclusion

In relation to on-call recruitment; there are 15,133 target households within 5 minutes of the station, which provides many opportunities to increase the current establishment of 6 firefighters up to 15 within 8 months. Achieving this timescale would result in an expected 'go live' date for the on-call fire engine of April 2020.

If one of the fire engines at Ellesmere Port is changed to on-call its' anticipated activity levels would make it one of the least busy on-call fire engines in the Service. The low incident volume may not support recruitment and retention in the future and therefore the on-call model may not be sustainable.

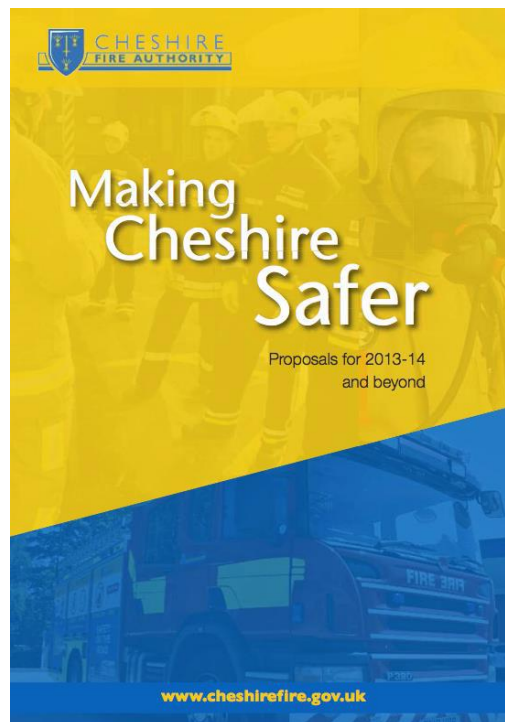
If the on-call fire engine were not available, it would not impact on response times of the first and second fire engine to incidents in Ellesmere Port because of the new station at Powey Lane. It would however affect third fire engine response in the area and would mean that the Service had one less resilience fire engine available.



Independent assessment of ERP1 review

Crewe and Ellesmere Port

Our ref: CL3079



AUTHOR:

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Executive Summary

Background

Cheshire Fire Authority planned changes in stations, ridership and crewing systems between 2013-14 as part of Emergency Response Programme (ERP1). The changes were scheduled between 2013/14 and 2016/17. The plan included changing the Crewe and the Ellesmere Port second whole-time appliance to an on call crewing system, introducing the new on call crews in 2016/17. Cheshire Fire Authority decided to review these final two changes in 2017. They also requested an independent assessment of the data and analysis used by Cheshire FRS for the 2017 review. This report summarises the requested independent assessment.

Scope of independent assessment

The assessment aims to provide assurance on the validity and reliability of the data and assessment process completed by Cheshire FRS to inform the review of Crewe and Ellesmere Port parts of ERP1. The assessment focused on a) current and emerging risks, b) activity levels and response times, and c) on call crew recruitment and availability, along with additional issues raised by members and the Fire Brigades Union during the review.

The independent assessor

The review was completed by Michael S Wright of Greenstreet Berman Ltd (GSB). Michael Wright has advised central government and fire and rescue services since 1993, including supporting: the development of firefighter operational safety (dynamic risk assessment in the 1990s), and the 'Out of the Line of Fire' milestone report in 1995 (responding to the Audit Commission Report 'In the Line of Fire'). He went on to support the development of risk based fire cover and community fire safety.

Approach to the review

The approach to the independent assessment included:

- Attending planning days and consulted FBU and Cheshire East members to identify and understand questions and queries;
- Acquiring Cheshire FRS presentations and supporting analyses;
- Scrutinising Cheshire FRS information and requested additional information;
- Comparing of Home Office data to data provided by Cheshire FRS.

The criteria applied in this assessment included whether:

1. Suitable and sufficient assessment of risks and benefits had been completed;
2. The review used valid data for the assessment of risks;
3. The review had assessed the feasibility of plans;
4. Due account had been taken of review findings and data.

Findings

A detailed assessment is provided in this report. Key findings are noted below.

1. Suitable and sufficient assessment

Additional information and analyses was requested to ensure the issues identified from this assessment and from consulting members and the Fire Brigades Union were addressed in full. This included:

- a) Seeking and validating additional information on the number of Houses in Multiple Occupation (HiMOs) and evidence of fires in HiMOs;
- b) Additional data on trends in fire and a check of non-fatal fire casualty data;
- c) Clarification of reported response times of on call crew neighbouring Crewe to reach Crewe;
- d) Clearer reference to HS2 Hub plans for Crewe;
- e) Additional analyses of the numbers of people within five minutes travel times of Crewe and Ellesmere Port stations from whom on call crews could be recruited;
- f) Frequency of over the border deployments into Cheshire East;
- g) Clarification of how cover would be provided for crews whilst training, if Crewe and Ellesmere Port second whole-time appliance became on call.

Upon receipt of this additional information and analyses, it was concluded that Cheshire FRS had, by the end of the review, completed a suitable and sufficient assessment of risks and benefits of changes to public and FRS personnel.

2. The review used valid data for the assessment of risks

Validation checks were made on data for on call availability and mobilisation times, call handling times, response time standards and types of incidents attended. This prompted re-assessment of some points, including:

- The use of recorded, instead of predicted, travel times of neighbouring appliances into Crewe;
- The use of average recorded availability for proposed on call crews rather than an assumed 100%;
- A validation of the predicted response times was requested and provided by Cheshire FRSs Phoenix travel time simulator. This led to a revision of predicted (if the changes were implemented) response times and workloads of appliances.

The set of data used in the final review report was assessed as valid.

3. The review had assessed the feasibility of plans

On call recruitment and availability

As noted in the main report, the feasibility of recruiting on call crews and assuring their availability has been assessed at length.

Cover Area Moves (CAMs)

Cheshire FRS review indicated that, post ERP1, the capacity of the CAM strategic reserve appliances would be five times greater than the number of CAMs in 2017.

4. Has due account had been taken of review findings and data

Crewe on call crew

The independent assessment noted that account had been taken of:

- The neighbouring appliances being on call, crews with:
 - 85% or more availability; and
 - Travel times into Crewe of over 10 minutes plus mobilisation time.
- A secondary on call appliance at Crewe would have a relatively high workload (213 deployments per year, of which 47 would be life risk incidents), which may require and support a higher level of availability. It would be the second busiest on call appliance in Cheshire;
- There would be an increase in the average time lag between the first and second appliance from one minute 34 seconds to about 4.5 minutes. The current 2nd whole time appliance is part of the Strategic Reserve for CAMs with 95 CAMs per year on average, whilst an on call appliance would not be part of the CAM reserve.
- The HS2 Hub plans for Crewe state 7,000 new homes, 40,000 new jobs, town centre redevelopment and major redevelopment of large business areas;
- The number of people in the target groups for on call recruitment living within five minutes of Crewe station equals or exceeds the number living near existing on call crews with high levels of availability;
- Cheshire FRS have a 'trial and proof' plan for assuring satisfactory performance of an on call crew at Crewe before changing from whole time to on call at Crewe.

Cheshire FRS suggested, upon review, to consider a commitment to achieve (by special measures if necessary) the services' standard of 85% availability for the proposed Crewe on call crew if this option is implemented. This would be similar to the current availability of the second whole time appliance at Crewe, noting that it performs an average of 95 Cover Areas Moves per year.

Ellesmere Port on call crew

The independent review queried whether full account had initially been taken of:

- The life risk incident level of a second on call appliance at Ellesmere Port would be moderate (8 life risk incidents and 46 deployments in total per year) relative to other Cheshire on call appliances;
- Powey Lane is predicted (if Ellesmere Port second appliance was on call) to attend 119 incidents within Ellesmere Ports station area, 28 of these would be life risk.
- The on call appliance at Ellesmere Port would be ranked 16th out of 20 Cheshire on call appliances in terms of the number of deployments; and
- The Powey Lane whole time appliance would reach Ellesmere Port incidents, on average, within three minutes of the Ellesmere Port whole time appliance, i.e. at the same time or faster than an Ellesmere Port on call appliance.

The stated rationale for having a second on call appliance at Ellesmere Port was to maintain resilience for handling prolonged or major incidents and act as a standby appliance.

1 INTRODUCTION

1.1 Background

Cheshire Fire and Rescue Service (FRS) planned and agreed with Cheshire Fire Authority members a series of changes in stations, ridership and crewing systems between 2013-14. The majority of these changes have been implemented, including building four new stations, changing secondary whole time crews to on call and changing selected day crews to on call crews.

The two final changes were to switch the Crewe and the Ellesmere Port second whole time appliance to on call.

There is a policy of retaining all 35 fire and rescue appliances.

Cheshire Fire Authority decided to review the final two changes in 2017. They also requested an independent review of the data and assessment used for the 2017 review.

This report summarises the requested independent review.

1.2 The independent assessor

The independent assessment was completed by Michael S Wright, a Director of Greenstreet Berman Ltd (GSB). GSB are an independent small professional services company that provides analysis, assurance and advice on risk management. Michael Wright has provided risk assessment and research services to:

- Home Office;
- Department for Communities and Local Government;
- Fire Brigades Union;
- Some FRSs including Cheshire FRS, Greater Manchester, Scottish Executive, London Fire Brigade, Hereford and Worcester.

Michael Wright has advised fire services since 1993, including supporting the development of firefighter operational safety (dynamic risk assessment in the 1990s), 'Out of the Line of Fire' milestone report in 1995 (responding to the Audit Commission Report 'In the Line of Fire'). He went on to support the development of risk based fire cover and community fire safety.

1.3 Aim and scope of independent assessment

The assessment aims to provide assurance on the validity and reliability of the data and assessment process completed by Cheshire FRS to inform review of Crewe and Ellesmere Port parts of ERP1.

Review scope agreed by Fire Authority: April 2017

The scope of the independent assessment covered:

- Current and emerging risks;
- Current and anticipated activity levels and achievement of 10 minute response time

standard¹;

- Types of incidents dealt with;
- On call crew recruitment, training and availability.

Additional issues raised during the review

Additional questions were posed by members and the FBU during the review. These points were addressed as additional items.

The additional issues identified by consulting members, FBU and Cheshire FRSs included:

1. Validity of Gartan dynamic data for on call crew availability;
2. Crew mobilisation time data;
3. Crew safety:
 - a. Whether the policy of four riders had been risk assessed,
 - b. Time lag between appliances,
 - c. Reliance on 'on call' crews.
4. Impact on major incident capability;
5. Providing cover for training;
6. Potential impact on Home Safety Visits;
7. North West Fire Control call handling times;
8. Cheshire FRS response time standards;
9. Over the border services;
10. Validity of the Phoenix model used to assess changes in response times.

The independent assessment findings are reported per issue.

1.4 Points out of scope

The assessment did not provide an opinion on whether or not to proceed with the change in crewing systems.

The following points were also out of the scope of this independent assessment:

- Are there alternative sources of funding?
- Are the financial requirements to reduce spending valid?
- Are there other ways of reducing expenditure?
- Previous aspects of ERP1 plans.
- The rationale and policy of retention of the current fleet of appliances.

¹ This report uses the terms "response time" and "travel time" for the time from alert of an appliance to arrival at an incident. The time to respond to an incident from a person calling 999 would also include the "call handling time" by fire control.

1.5 Approach to the independent assessment

1.5.1 Approach

The approach to the independent assessment included:

- Attending planning days and consulted FBU and Cheshire East members to identify and understand questions and queries, to help focus and scope the detail of this review;
- Acquiring Cheshire FRS presentations and supporting analyses;
- Scrutinising Cheshire FRS information and requested additional information and analyses;
- Conducting checks on Cheshire FRS data and data processing;
- Comparing of Home Office data for response times and dwelling fire casualties to data provided by Cheshire FRS.

1.5.2 Additional information requested

The additional information requested for this assessment included:

- An assortment of additional data on trends in fires and over the border deployments;
- Additional data on call handling times and mobilisation times;
- A sub-division of data for on call crew availability;
- Data on the number of people in 'priority' groups for on call recruitment within five minutes of Crewe and Ellesmere Port stations;
- A data discovery exercise for fires in HiMOs;
- Copy of close out report for the introduction of the four rider policy;
- A rerun of the Phoenix model used to predict response times for ERP1 changes;
- Data on actual response times before and after ERP1 changes;
- Information on the scale, nature and timing of HS2 Hub developments at Crewe.

1.5.3 Assessment criteria

The criteria applied in this assessment included:

- Whether suitable and sufficient assessment of risks and benefits had been completed;
- Whether the ERP1 review had:
 - Recognised any significant changes since previous ERP1 assessments;
 - Consulted on & addressed issues cited by members/FBU;
 - Assessed impact of changes as a whole;
 - Assessed feasibility of plans;
 - Suitable checks within implementation plan;
 - Used valid data for the above points of the review;
 - Had taken due account of the findings and data.

2 ASSESSMENT FINDINGS

2.1 Assessment of current and emerging risks

2.1.1 Trends in incidents and population

Issue

Questions were posed regarding whether the data used to plot trends in life risk fires and RTCs and the data used to assess crew workloads was valid.

Data had been presented on trends in:

- Number of incidents;
- Number of casualties;
- Size of fires;
- Number of residents.

Data had been used by Cheshire FRS for 2007/08-2011/12 and for 2012/13-2016/17, i.e. a five year period before and after ERP1.

Assessment

The reported data and its interpretation was scrutinised. The assessor noted that:

- The non-fatal fire casualties differed from Home Office data;
 - The recorded number of non-fatal fire casualties was found to have risen due to a reported change in recording practices. Specifically, a policy towards recording more precautionary checks and minor injuries (attendances at hospital and first aid cases).
 - There was no upwards trend in the number of serious injuries (hospital overnight stays).
- Whilst data had been shown for the five before and after ERP1 on the size of fires, percent of fires put out on arrival and percent of fires with smoke alarms, comparable data was not shown for an earlier baseline period, such as 2000-2003;
- The rise in total number of incidents between 2016 and 2017 was checked and found to be associated with Cheshire FRS attending medical incidents, rather than a rise in fires and RTCs.

It was noted that:

- There was no major change upward or downward in the number of accidental fire fatalities;
- The number of RTCs in Cheshire has remained broadly the same since 2010-11 whilst the volume of traffic has increased.
- The change in the number of fires for the period reported by Cheshire FRS was small.

Additional data was requested for:

- Fires with and without smoke alarms;

- Time to detect fires and time to call FRS from ignition;
- Use of ladders by FRS to conduct rescues.

This additional data (for 2009-10 to 2016-17) indicated:

- There was no significant change in the size (dwelling fires confined to room of origin) of dwelling fires between 2009-10 (89%) and 2016-17 (87.5%);
- The proportion of dwelling fires with smoke alarms was 11% higher in 2016-17 (85%) than in 2009-10 (73.6%);
- The proportion of dwelling smoke alarms recorded as operable did not change significantly between 2009-10 (73%) and 2016-17 (72%).
- The time between estimated time of ignition and discovery of the dwelling fire and the time between estimated time of discovery of dwelling fire and first call (999).

There was no change in the time to discover or report dwelling fires in the period 2009-10 to 2016-18.

In this period about 60% of fires are discovered in under five minutes and 90% are reported (999 call) within five minutes.

- The use of ladders in dwelling fires (as an indicator of severity).

There was no significant trend in the use of ladders in the period 2009 to 2016.

Thus, overall there was in the period 2007/08 to 2016/17:

- Little evidence of a change in the number and severity of dwelling fires;
- Little change in the number of accidental fire fatalities and serious fire injuries;
- A decline in secondary fires and false alarms;
- Some evidence of an increase in smoke alarms.

Data period

It was noted that the baseline period 2007-11 was determined by the ERP1 start date.

The assessor suggested that an alternative baseline year would be 1997 (or thereabouts), given that fire stations and crewing systems are strategic decisions.

If the year 2000 or thereabouts is used as a baseline, then a much greater change in the number of fires and use of smoke alarms would be reported.

Home Office data indicates that:

- The number of fires attended by Cheshire FRS has fallen by 70% since 2002/03 from 9,070 to 2,585 by 2016/17.
- Dwelling fires in Cheshire halved in number between 2002/03 and 2016/17.

Thus, there have been large declines in the number of fires since 2002/03. The final reports by Cheshire FRS do make reference to the trend in dwelling fires since 2002/03.

2.1.2 Houses in Multiple Occupation (HiMOs)

Issue

Questions were posed regarding whether there is a rising trend in HiMOs and HiMOs

fires, particularly in Crewe, and whether due account had been taken of any such trends.

A further question was whether there has been a rise in privately rented accommodation with multiple residents that are not categorised as HiMOs, i.e. they are shared accommodation.

Assessment

Investigation by Cheshire FRS indicated uncertainties in the recorded number of HiMOs and HiMO fires in Crewe (and the rest of Cheshire).

A series of additional data gathering and verification was conducted. The verification initially focused on fires in multiple occupancy dwelling and multi occupancy buildings, comparing their addresses to recorded HiMOs. On scrutiny of this, the assessor asked for the data gathering to be extended further to include checking fires in 'single occupancy dwellings' against records of HiMOs. Cheshire FRS carried out further checks and requested checks from local authorities on their recorded HiMOs to update Cheshire FRS records.

This exercise identified for Crewe:

- 25 fires at HiMOs (10 related to garden or car and 15 to the buildings) over eight years. This is three HiMO fires per year in Crewe.
- There was no upward or downward trend in HiMO fires in Crewe since 2009/10.
- 415 unlicensed HiMOs in Crewe.
- 33 HiMO fires in Cheshire East over the eight year period.

This is:

- 7.5% of all dwelling fires in Crewe (40 dwelling fires per year between 2014/15 to 2016/17).
- 3% of Primary Fires in Crewe (98 primary fires in dwelling, non-domestic property fires, vehicle and other primary fires per year)

The assessor also asked for data on the trend in fires with multiple people self-evacuating and people evacuated with FRS assistance. This was a test of whether there is evidence of an increase in fires (possibly in HiMOs) requiring evacuation of many persons. The data (as per Figure 1 and Figure 2) did not indicate any upward trend in fires with many people being evacuated with or without FRS assistance.

Figure 1: Frequency of five or more persons evacuated with and without FRS assistance (Cheshire)

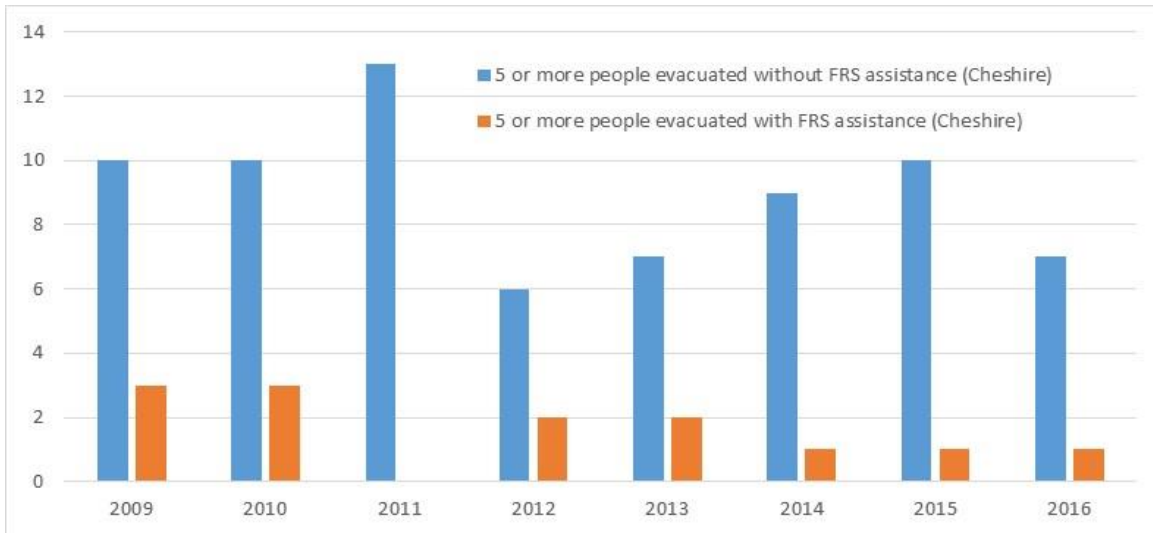
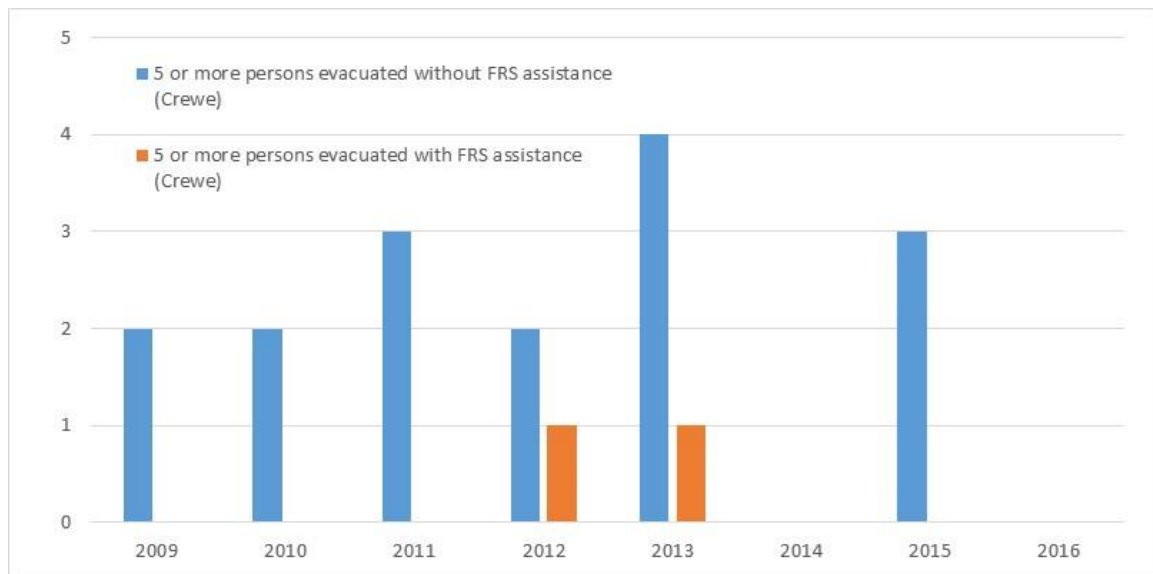


Figure 2: Frequency of five or more persons evacuated with and without FRS assistance (Crewe)



2.1.3 Emerging risks

Issue

Questions were posed regarding whether all significant emerging risks had been identified, assessed and taken into account, including:

- HS2; and
- New housing developments, especially in and round Crewe.

Assessment: Housing

Cheshire FRS has collated information on the number of new housing units planned and built for the Ellesmere Port, Cheshire West, Crewe and Cheshire East areas. The impact

of these on risk was assessed by comparing recent trends in the number of dwelling fires versus population/housing growth. The assessment noted that:

- The number of dwelling fires has declined whilst the number of dwellings has increased;
- As shown by Home Office data, there has been a 70% decline in fires since 2002 despite a growing population.

Cheshire FRS state that the increase in housing has not led to an increase in dwelling fires and that there is an expectation of a continued decline in dwelling fires due to ongoing community fire safety work and due to new housing being built to current building regulations (such as hard wired smoke alarms).

A similar profile was presented for non-domestic fires and building growth, i.e. an increase in commercial property and a decline in fires. The development of commercial property for HS2 was recognised by Cheshire FRS.

It was concluded that Cheshire FRS has assessed the impact of new housing and commercial property on fire risk in Cheshire and that there was no evidence that an increase in population or other buildings would be associated with more fires. The trend in fires is downward.

Assessment: HS2

The expected development of HS2 was noted by Cheshire FRS. The risk of railway incidents was assessed by Cheshire FRS by professional judgement and reference to the past frequency of major railway incidents in Cheshire. In addition, Cheshire FRS noted that the railway major incident response capability would be unchanged after ERP1.

It was initially unclear what information had been collated on the size, type and nature of developments proposed for the HS2 Hub at Crewe. Publicly available plans were identified and the assessor checked that Cheshire FRS had noted the plans, specifically Cheshire East local authority master plans. These noted the potential for 37,000 new jobs, 7,000 new homes and 120 hectares of development land.

It is understood that the HS2 Crewe Hub developments are in addition to current planning requests.

RTCs

The review did present data on the trend (broadly flat or slightly downward) in RTCs in each station area and potential growth in traffic was acknowledged.

2.2 Current and anticipated activity levels, and 10 minute response standard

2.2.1 Number of incidents in station areas

Issue

A question was posed whether the number of incidents in whole time stations areas had been underreported. This was related to the use, by North West Fire Control, of a 3.5 minute mobilisation time for neighbouring on call crews and the possibility that this artificially reduced the workload of Crewe and Ellesmere Port whole-time crews.

North West Fire Control (NWFC) policy is to mobilise the appliance that can reach the incident fastest.

Assessment

The actual mobilisation time used by North West Fire Control for on call crews was verified by scrutiny of a sample of call records and noted to be 3.5 minutes.

This was stated to be due to a policy of ensuring a sufficient workload for on call crews to maintain their employment.

The impact of this on neighbouring station workload was stated by Cheshire FRS to be low due to:

- The distance between stations tends to far outweigh the impact of a change in mobilisation times of on call appliances, as most incidents are in the built up area close to the station;
- The majority of fires are within the built up areas that whole-time crews would reach faster than neighbouring on call crews.

It was also noted that Cheshire FRS have reported the number of incidents within Crewe "station area" and within Ellesmere Port "station area", irrespective of which appliance attended. The mobilisation times used by NWFC would not affect the latter reported number of incidents.

2.2.2 Activity levels

Issue

The potential workloads of on call appliances at Crewe and Ellesmere Port were queried. The workload is important in respect of:

- A low workload may be associated with a lower availability of on call crews;
- A high workload may place higher demands on the on call crews.

Assessment

Cheshire FRS have provided, in stages, information on:

- The total number of deployments of current appliances;
- Predictions of the number of deployments and life risk incidents each appliance would attend if crewing arrangements changed to on call crews.

The data are given in Table 1. The total deployments were originally estimated assuming 100% availability of on call crews, giving 79 for Ellesmere Port and 242 for Crewe. This was revised as part of the review to 85% availability at Crewe and 40.4% day time and

63.7% night time at Ellesmere Port and iterated again after checking mobilisation times. A 5 minute mobilisation time was used for Ellesmere Port and Crewe on call appliances. This led to a reduction in predicted deployments of secondary on call appliances, especially for Ellesmere Port.

Table 1: Predicted activity levels for on call appliances

	Ellesmere Port	Crewe
Life risk incidents	8	47
Total deployments	46	213

The predicted workloads are based on a computer simulation of which appliance would reach incidents first, second and third. This takes account of the PDA (number and type of appliances required for an incident). For example, it will simulate three appliances for a dwelling fire and one for a (say) known small fire. Thus, it will only simulate one (fastest) appliance being deployed for those incidents with a PDA of one, and only two appliances for incidents with PDAs of two.

The analyses (as per Table 2) also noted how many life risk and total deployments within each station area would be by neighbouring stations, if Crewe and Ellesmere Port had a secondary on call appliance. This showed:

- No change in the deployments of neighbouring appliances in to Crewe;
- An increase from seven to 28 deployments of Powey Lane into Ellesmere Port for life risk incidents and to 119 incidents in total;
- Powey Lane would attend 2.6 times more incidents in Ellesmere Port than a secondary on call appliance stationed in Ellesmere Port.

Table 2: Predicted deployments into station area from neighbours (with secondary on call appliances at Crewe and Ellesmere Port)

	Crewe		Ellesmere Port	
	Life risk incidents	All incidents	Life risk incidents	All incidents
Powey Lane			28	119
Chester			4	15
Bromborough (OTB)			2	10
Deeside (OTB)			1	2
Runcorn			-	2
Frodsham			-	1
Widnes			-	1
Heswall (OTB)			-	1

	Crewe		Ellesmere Port	
Nantwich	14	70		
Sandbach	3	17		
Winsford	1	11		
Middlewich	1	7		
Alsager	1	4		
Congleton	1	3		
Audlem	-	1		
Holmes Chapel	-	1		

It was concluded that current and predicted activity levels had been assessed and presented for appliances affected by the proposals.

2.2.3 Time to reach life risk incidents

The pre-determined attendance for life risk incidents is unchanged by ERP1.

Issue

A question was posed regarding how the switch to on call crews at Crewe and Ellesmere Port may impact public safety.

Assessment

It was noted that the impact on achieving Cheshire FRSs response time (10 minutes from alert) standard for life risk incidents had been assessed using a computer travel time simulator (called Phoenix). As a whole-time appliance is proposed to be retained at Crewe and at Ellesmere Port, there would be little change in the proportion of incidents reached in 10 minutes by the first appliance in these two areas.

There is no Cheshire FRS response time standard for the second or subsequent appliances.

This issue is further addressed in section 3.10 of this document.

2.3 Types of incidents attended

Issue

The review sought a profile of the types of incidents attended in each of Crewe and Ellesmere Port.

Assessment

The types of incidents attended in each of Crewe and Ellesmere has been clearly presented, including:

- Data on incident type, such as dwelling fire vs Road Traffic Collision;
- Data on whether the incidents required, one, two or three appliances;

- Data on non-fatal casualties and fatalities;
- Frequency of extrications and rescues and methods; used
- Data on existence of COMAH sites, SSRI's;
- Life risk incidents per time period.

This data was based on incidents within the notional station areas and is drawn from Cheshire FRS databases. The data was based on five year averages before and after 2012. Data was also shown by appliance.

It was concluded that suitable information had been presented on the types of incidents attended in each area.

2.4 On call crew recruitment and training

2.4.1 Recruitment

Issue

The extent to which on call crew had been recruited and assessed/trained was posed. This query related to whether there is evidence that it is feasible to recruit and retain on call crews for Ellesmere Port and Crewe.

Assessment

Cheshire FRS have provided data on:

- The duration over which on call crew have been recruited (prior to recruitment being put on hold for this review);
- The number of people recruited and for which roles;
- The timescale (1.5 years) from recruitment to the on call crews 'going live'.

For Ellesmere Port, seven persons had been recruited (including crew and watch manager and five firefighters). For Crewe, nine persons had been recruited (seven firefighters and two transfers).

The review also described:

- The recruitment criteria and checks on the travel time from place of residence to the respective fire stations, including a test of drive time from residence to the station;
- Changes in recruitment arrangements for on call crews, such as more frequent intakes and training opportunities.

It was concluded that suitable information had been presented on this issue.

It was noted that recruitment had been paused after six months and so the target of 15 would not have been reached.

2.4.2 Number of 'qualifying' residents within five minutes

Issue

A question was posed about whether there is a large enough pool of people living or working within five minutes of Crewe and Ellesmere Port stations to enable recruitment of the minimum number (15 per appliance) of on call crew members. A particular

question was posed regarding whether Crewe station is located in an area of older persons from whom it might be difficult to recruit.

Assessment

Cheshire FRS considered the credibility of recruiting 15 persons per appliance from the estimated 'priority' population.

The Cheshire FRS review compiled and assessed the following data. The number of persons within five and within seven minutes travel time of Crewe and Ellesmere Port stations. This included using a drive time computerised simulator that predicts the travel time from place of residence to the station. This is validated by trial runs conducted by Cheshire FRS.

After scrutiny Cheshire FRS completed additional analyses. An assessment was completed by Cheshire FRS of the MOSAIC categories from which current Cheshire FRS on call crews are recruited from. This identified that most are recruited from a subset of six MOSAIC categories, namely A Country Living, D Domestic Success, E Suburban Stability, G Rural Reality, H Aspiring Homemakers and J Rental Hubs.

Next, the number of households within five minutes travel of the stations that are in these priority MOSAIC categories was noted. This independent assessment verified the number of households within the target travel times, as per Table 3, with the existing Nantwich on call station as a comparison.

Thus, both Crewe and Ellesmere Port have the same size of target population from which to recruit on call crew within five minutes of the station as existing on call stations that have high levels of availability.

Table 3: 'Target' MOSAIC households within 5 minutes

Station	Total number of households within 5 minutes travel of station	Total number of households from target MOSAIC categories within 5 minutes
Crewe	16,129	3,812
Ellesmere Port	15,133	3,550
Nantwich	8,566	3,473

2.4.3 Trial and proof

Issue

A question was posed about whether a robust process had been developed to test the feasibility of on call crews at Ellesmere Port and Crewe. This question was posed in the context of concerns about the ability to recruit and retain on call crews and their ability to a) be available and b) reach the stations within five minutes. These concerns are based in observations of traffic congestion around the stations and the distance from the stations to residence of on call crew.

Assessment - Has a process of checking crew availability prior to change in crew system been developed?

Cheshire FRS have defined a series of checks prior to any change from whole time to on call crews, including operating a 'shadow' on call appliance for one to two years:

- To test its availability and mobilisation times;
- To test the (short term) retention of on call crew.

It has been stated that the change to an on call crew is contingent on the 'shadow' appliance performing at a specified level.

In addition, Cheshire FRS have stated a commitment to achieve 85% availability for the Crewe on call appliance. If and as necessary this would be achieved by adopting alternative operational arrangements, such as detaching crew from other stations to Crewe to assure its availability.

2.5 On call availability

2.5.1 On call crew availability data

Issue

A question was posed regarding the day versus night level of on call crew availability and whether this is adequate to support a switch from whole time to on call crews.

Assessment

Data on the proportion of time that on call crews are available in Cheshire was compiled and presented. This data was initially presented on a 24-hour basis. Upon a request from this independent assessment, it was split into day versus night.

The data was shown for primary and secondary on call crews. A primary on call crew is where the on call crew would be the first (or only) appliance mobilised from a station. A secondary appliance is where there is another appliance. This was considered important because the Crewe and Ellesmere Port on call crews would be secondary crews.

The data transparently indicated that secondary on call crews tend to have lower availability than primary on call crews, as per Table 4. This was assumed to be due to secondary crews having lower rates of deployment and hence less incentive to be available. Data was also provided per on call appliance, as per Table 5.

Table 4: Cheshire FRS on call crew availability (% of period)

	Day time	Night time
Primary on call crew	56%	79%
Secondary on call crew	30%	56%

In the case of Crewe and Ellesmere Port:

- The two on call crews (Sandbach and Nantwich) neighbouring Crewe have high levels of availability (in the region of 85% to 90%);
- The Crewe secondary on call appliance is estimated to have a high workload. Also, Cheshire FRS have stated a commitment to achieve 85% utilisation by reasonable

means, such as detaching whole-time crew to this appliance;

- For Ellesmere Port, the whole time appliance at Powey Lane is likely to reach most of Ellesmere Port quicker than an on call crew at Ellesmere Port.

It was noted that there is a possibility of the secondary on call appliance at Ellesmere Port having a low workload and hence would be similar to other secondary on call appliances with low workloads and relatively low availability. It was stated by Cheshire FRS that additional duties may be identified for Ellesmere Port to retain crew, such as acting as a resilience appliance.

Table 5: Availability of on call and nucleus appliances (% of period)

Appliance	Day	Night
Nucleus		
Macclesfield 1		100%
Birchwood		98%
Wilmslow		94%
Stockton Heath	15%	79%
Primary on call		
Nantwich 1*	88%	95%
Poynton	67%	94%
Malpas	45%	94%
Sandbach*	77%	87%
Middleswich	68%	83%
Holmes Chapel	66%	80%
Audlem	39%	80%
Frodsham**	50%	77%
Tarporley	33%	71%
Bollington	51%	67%
Alsager	75%	60%
Knutsford	16%	56%
Secondary on call		
Runcorn	44%	72%
Northwich	22%	72%
Macclesfield 2	48%	71%

Appliance	Day	Night
Penketh	37%	56%
Nantwich 2	10%	38%
Winsford	19%	26%

*Crewe neighbouring on call appliance

**Nearest On call appliance to Ellesmere Port

2.5.2 Validity of on call crew availability data

Issues

A question was posed regarding whether the data for on call crew availability is valid or whether it over represents the true level of on call crew availability. This question was posed in the context that the proposed secondary on call crews at Ellesmere Port and Crewe may likewise only achieve a low level of availability. It was also queried:

- Whether the on call crew availability data includes Small Incident Units (SIUs) (who are not expected to handle life risk fires alone);
- Whether the Gartan on call crew availability system provides a valid representation of on call crew availability.

Assessment

Data was acquired and checked. The first batch of data showed availability for a 24-hour period, split by month for 2017. A second batch of data requested split by day versus night.

The process for compiling this data was checked. The process was found to be valid, comprising an extract from the Gartan on call data system. This system allows on call crew members to enter their availability per 15-minute time period. The availability is a simple percent of the day that (a minimum) crew enter themselves as available.

In the case of Wilmslow nucleus station, this has been classed as a Key station. As an exception, personnel or crews may be detached from other stations to maintain its availability.

It was verified that SIUs are not included in the on call crew availability data for life risk fires. The data for on call crew availability was assessed to be valid.

3 ADDITIONAL ISSUES

3.1 Screen shots of crew availability

Issue

Cheshire FRS operate a system called Gartan that displays in real time the availability of on call appliances. The displayed availability of on call crews changes in real time and any one screen shot will not represent average availability across a 24-hour period or across a seven day week.

The colours mean:

- Appliances coloured Red as not available;
- Pairs of appliances coloured Yellow mean that a single crew can operate one or other of a pair of appliances;
- White means the appliance is available;
- Grey means the appliance does not normally operate at that time, such as the night time on call crew for a nucleus crewed station;
- Blue and Green refer to small incident units.

A question was posed whether example screen shots from the Gartan system provide a reliable picture of on call crew availability.

Assessment

Two examples of these screens (see Figure 3 and Figure 4) were requested along with information of the content of the displays. It was noted that:

- The availability of on call crews is variable with:
 - Far more availability in evening and night (19:00 to 07:00), and at weekends;
 - Lower availability during daytime working hours (07:00 to 19:00).
- The displays include some spurious and potentially misleading information including (of the 32 vehicles shown):
 - Two on call crews that are not yet operational (Crewe and Ellesmere Port), i.e. they do not exist at this time;
 - Three stations are nucleus crewed (Wilmslow, Macclesfield and Birchwood) and hence:
 - The on call crew are only operational in the evenings but are shown in the day time screen shot;
 - The daytime nucleus crew is not shown on the screen;
 - The (night time) on call appliances are shown for day time and night time examples.
 - Two available units comprise a Red Cross welfare unit and a post fire support unit (which are not firefighting and rescue vehicles);
 - The aerial appliance at Macclesfield is shown as available. This is crewed by the on call crew;

- An alternatively crewed fire appliance, co responder unit and midi appliance (with the midi appliance and co-responder shown as unavailable) at one station. Only one of the three would be shown as available at any one time, whilst if the fire appliance is available so is the mini appliance. The co-responder unit may not be available due to lack of a specific competence, whilst the fire and rescue appliance could still be available.

Thus, 10 of the 32 vehicles shown do not represent the availability of on call fire and rescue appliances. The yellow colour at two stations means one crew is available to operate one or other of the alternately crewed appliances.

In addition:

- The Congleton on call crew is shown. This crew is being maintained for a period of 'natural wastage'. This is a day crewed station where the day crew live at the station and are available 24/7.
- There are two on call crews at stations with whole-time crews (Penketh and Runcorn). The available whole time crew are not shown.

Thus, there are three stations with on call crew where whole-time crew would be available (but which are not shown on this system).

There are 13 stations that are primary 'on call'. Of these 13 primary on call stations:

- Eight are available in the day time example, and;
- All 13 primary on call are available in the night time example, plus five secondary on call appliances.

It is concluded that the Gartan system does not clearly represent the availability of on call crews due to the inclusion of crews that do not exist, alternately crewed vehicles, night time (nucleus on call) crews shown for day time and non-fire and rescue units being shown.

Figure 3: On call crew availability - day time

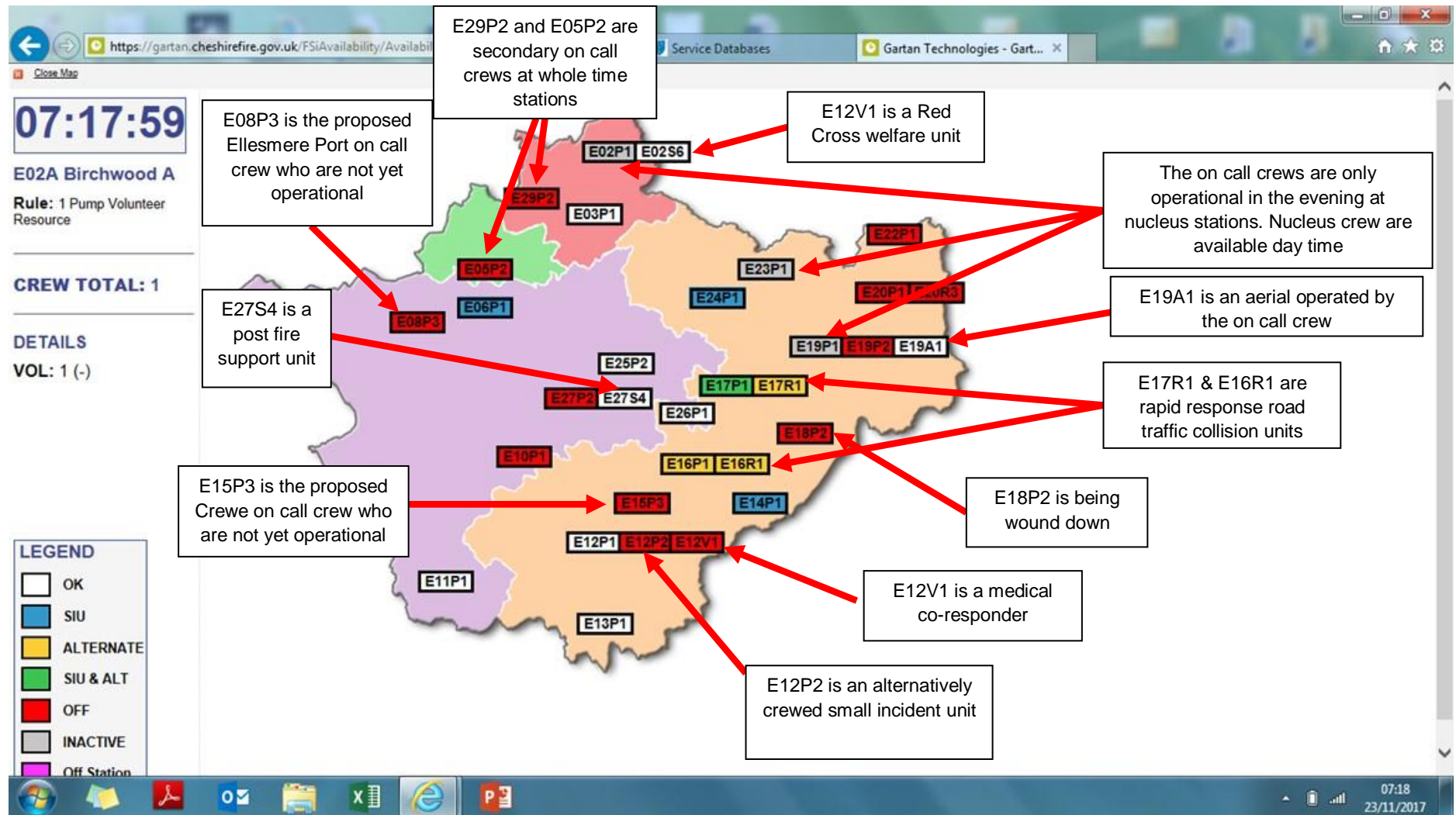
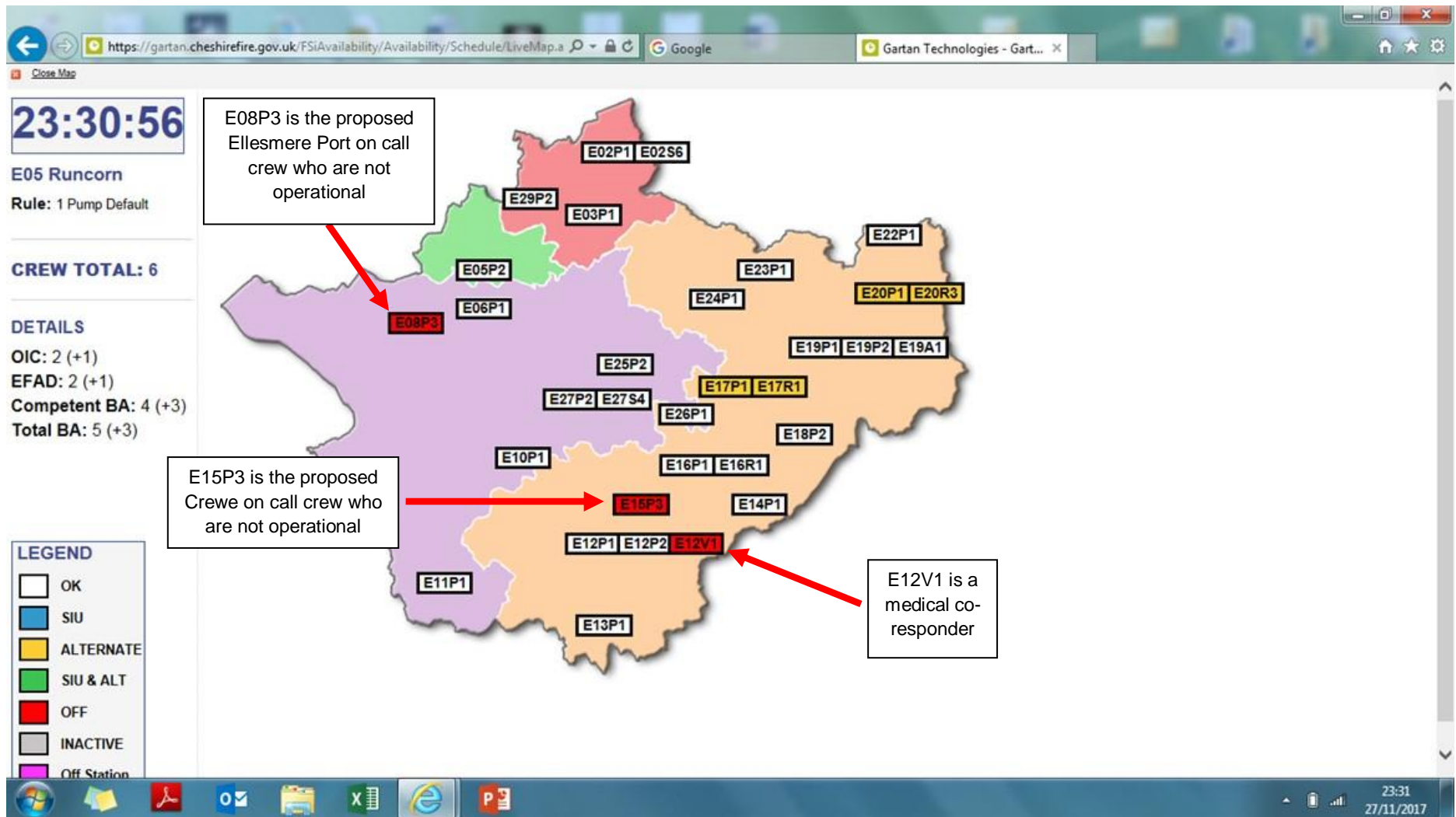


Figure 4: On call crew availability – night time



3.2 Crew mobilisation times data

Issues

Two issues were cited.

Firstly, a question was posed regarding what are the mobilisation times of on call crews and whether the data for this is valid.

A second question was posed regarding whether the mobilisation times used by North West Fire Control were correct, in particular, whether a time of 3.5 minutes was used instead of five minutes. This question was posed in the context of whether this would cause more incidents to be allocated to on call crews and fewer to whole time crews, thereby reducing the apparent workload and requirement for Crewe and Ellesmere Port whole time appliances.

North West Fire Control mobilise the nearest/fastest appliance to incidents, after checking it has required capability for the incident.

Assessment

Data for on call crew mobilisation times and assumed mobilisation times used by North West Fire Control was requested.

The data indicated an average mobilisation time of four minutes 53 seconds for on call crews. This data comes directly from mobilisation and Incident Recording System records. The data excluded day time nucleus crews.

It was confirmed that North West Fire Control use a 3.5 minute mobilisation time for on call crews. This would not affect the recorded mobilisation time for on call crews.

It was noted that the travel time from Sandbach to Crewe and from Nantwich to Crewe is over five minutes, and over 10 minutes for Sandbach. Most Crewe incidents are within Crewe town and within five minutes travel of the Crewe fire station. Thus, with Crewe whole-time crews assigned a one minute mobilisation time, the adoption of a 3.5 minute mobilisation time by North West Fire Control for neighbouring on call crews would have a minimal impact on the number of incidents assigned to Crewe's whole time crews.

Ellesmere Port's nearest neighbouring station is Powey Lane. This is a whole time appliance. Hence the mobilisation time used by North West Fire Control for on call crews would not significantly impact the current workload of Ellesmere Port's whole time appliances.

3.3 Crew safety:

3.3.1 Policy of four riders

Issue 1: Risk assessment

A question was posed whether a suitable and sufficient assessment had been completed of the four ridership policy. This question was posed in the context of whether the combination of a four ridership policy and a switch to on call crews with the introduction of a time lag between the first and second appliance, creates an undue risk to crews. It was also noted that research completed by the Home Office (2000) had used a detailed task and time line analysis to determine a minimum safe crew, based on a selection of

representative serious fire and rescue scenarios.

The four ridership policy is to have a minimum crew of four (with specified competence) operate fire and rescue appliances, with PDAs requiring second and (depending on the incident) third appliances also attending.

Assessment

The close out report for the four ridership policy was reviewed in addition to consultation with Cheshire FRS officers. It was noted that:

- It assessed the sequence of tasks and the crew risks, with a five minute lag to the next appliance;
- Physical trials had been conducted to assess operational procedures, identify improvements and to test the safety of a four person crew;
- The physical trials assumed a five minute lag between the first and second appliance;
- The trials included house fires with person reported, RTC, basement fire, water rescue and high rise fire (no persons reported);
- The trials entailed use of CABA;
- The adequacy of Pre-Determined Attendances (PDAs) had been benchmarked to other FRSs, with some changes in PDAs made.

The PDA for property fires with person reported is three appliances, for example. The PDA of three appliances for life risk fires was retained (giving a crew of 12), and two for life risk Road Traffic Collisions (RTCs), giving a crew of eight for RTCs (12 for Motorways).

The four ridership policy took account of:

- New technology reducing the workload, especially flow meters on pumps reducing pump operation workload and use of “hand held” radios (instead of in cab radio) by the OIC reducing communication workload;
- A new pre-planned operating procedure:
 - The ‘team approach’ where the officer in charge (OIC) assists with initial tasks;
 - New (faster) ways of deploying equipment and crews;
 - Crew worked in parallel;
 - Crew carry out pre-planned tasks without awaiting a briefing.
- A pre-defined set of drilled tasks that enable rapid initial tasking for common scenarios;
- Laying out of a jet as a safeguard for any BA entry;
- Revised PDAs.

The assessment report did not:

- State whether the four ridership policy *required* an average lag of no more than 5 minutes for the second appliance or state whether a greater time lag was or was not a safety concern;

- Specify the rationale for PDAs greater than one other than a brief reference to being able to conduct additional tasks.

The report did note that:

- “..on almost 80% of occasions the second appliance arrived within four minutes of the first appliance. This provides reassurance that further pumps support the initial crews swiftly”. (para 63).

Verbal feedback from Cheshire FRS indicated that:

- The trials assumed a five minute time lag to the second appliance, as a test of the feasibility of the procedure, rather than as a pre-requisite for a safe system of work;
- Dynamic Risk Assessment (DRA) completed by the first crew would indicate what tasks they can safely conduct prior to arrival of following appliances and which require additional crew. For example, the first crew of four may deploy a ladder for a rescue from a first floor window (especially if a fire is in another room), but may await a second appliance for other tasks;
- The policy and practice of the first crew assessing the risk and devising initial actions matches national command policy and procedure and is established practice in the UK fire and rescue service;
- The requirement for a DRA which might indicate that some tasks can be conducted immediately and some should await additional appliances, applies equally to a crew of three, four, five or more.

Therefore, the four ridership policy was not considered by Cheshire FRS to be dependent on second and third appliances arriving within a particular time period.

It was concluded that:

- A risk assessment had been completed of the four ridership policy and that the policy reflected assessed developments in technology and standard operating procedures;
- The four ridership policy had been tested against tasks completed by the first crew;
- Changes were made in Cheshire FRS’s PDAs;
- The implications of a shorter or longer time lag between the first and subsequent appliances was not elaborated in the four ridership report but has been fully addressed in DRA policy, practice and training.

Issue 2: Frequency of rapid BA deployment

A query was also posed regarding the frequency with which crews adopt the rapid BA deployment procedure. This was cited in the context of whether crews of four were finding it necessary to use a rapid deployment procedure frequently (too frequently) due to the four ridership policy.

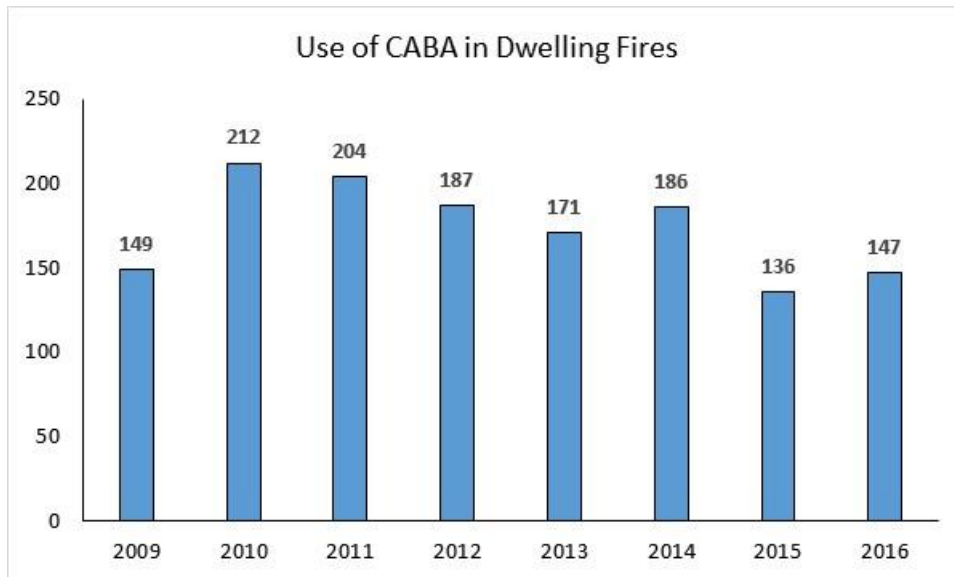
Assessment

The Cheshire FRS close out report found records of five rapid deployments in a two year period. However, it was uncertain whether rapid deployment was consistently recorded by Cheshire FRS and whether there is a clear process for extracting rapid BA deployment data from records. A process for more consistently recording and reporting rapid BA deployment is now being developed.

Data was provided on the use of CABA in dwelling fires, as per Figure 5. CABA is used in about one in three dwelling fires in Cheshire. With 35 appliances in Cheshire FRS this is about four uses of CABA per year per crew, although whole time, day crewed and nucleus would obviously have a higher average per year.

This does indicate that crews will be deployed using CABA multiple times each year and that a safe system of work is a requirement for operations using CABA.

Figure 5: Frequency of use of CABA in Cheshire FRS dwelling fires



3.3.2 Time lag first to second appliance

Issue

A switch of the second appliance from whole time to on call introduces a time lag to the second appliance. A question was posed on whether the risk to crews of this time lag had been assessed.

Assessment

Information from Cheshire FRS indicated that:

- The four ridership policy, which applies across Cheshire, indicates a safe system of work based on a five minute time lag between the first and second appliance;
- Cheshire FRS assessment indicates that:
 - The neighbouring (Powey Lane whole time appliance) would reach incidents within Ellesmere Port on average within two minutes and 57 seconds after the Ellesmere Port whole time appliance. The exact arrival time would depend where the incident is within Ellesmere Port, obviously with faster times to the south of Ellesmere Port and longer times to the north of Ellesmere Port;
 - An on call appliance in Ellesmere Port is predicted to reach incidents, on average, two minutes and 50 seconds after the Ellesmere Port whole time appliance;
 - An on call appliance in Crewe would reach incidents, on average, four minutes and 27 seconds after the Crewe whole time appliance. This would be three

minutes longer than the current second whole time appliance. The 2nd whole time appliance at Crewe is currently deployed on Cover Area Moves about 95 time per year and has an average lag of one minute 34 seconds behind the 1st whole time appliance at Crewe.

- The PDA for life risk fires is for three appliances, hence there is no change in PDAs. The existing PDAs assume a time lag between appliances.

Thus, Cheshire FRS analysis indicates that, switching to a whole-time plus on call crew at Crewe and Ellesmere Port, and having a whole time appliance come from a Powey Lane to Ellesmere Port, does not affect crew safety policy or practice in Cheshire.

It should be noted that the second appliance at Crewe would no longer be part of the Strategic Reserve for Cover Area Moves. Therefore, it would be positioned at Crewe fire station more often than the current whole time appliance. As the current whole time appliance performs CAMs, the current time lag between the first and second appliance at Crewe is recorded at 2.5 minutes.

3.3.3 Reliance on 'on call crews' in Cheshire East

Issue

A concern was expressed that with the switch to a secondary on call crew at Crewe there would place too much reliance on 'on call crews' to provide resilience and support to other crews.

Assessment

The availability of on call crews in stations adjacent to Crewe has been plotted on a map along with the area (predicted by Phoenix) that they can reach within 10 minutes of alert (i.e. call handling times need to be added). The maps show that:

- Nantwich's 10 minute radius covers about two thirds of Crewe;
- Sandbach's 10 minute radius covers a small part of north east Crewe.

Mobilisation times of five minutes were used in assessing the times for neighbouring on call appliances to reach Crewe.

Operational data was sourced showing average combined mobilisation and travel time to incidents in Crewe by neighbouring appliances for 2012 to 2017.

Table 6: Average actual combined mobilisation and travel time to Crewe

	Average combined mobilisation and travel time to Crewe (minutes and seconds)
Nantwich	12:17
Sandbach	14:38
Middlewich	14:28
Winsford	12:25
Holmes Chapel	15:18

Thus, the neighbouring on call crews would take over 10 minutes from alert of the appliance to reach incidents in Crewe.

Information has also been provided on the existence of day crewed and nucleus crew stations in Cheshire East, namely:

- Congleton (day crewed²);
- Macclesfield (nucleus); and
- Wilmslow (nucleus).

Thus, it has been indicated that there are four 'staffed' stations operating in the daytime in Cheshire East and two 'staffed' stations at night-time (Congleton and Crewe).

In addition;

- Lymm station is on the border of Cheshire East;
- Middlewich's neighbouring stations include a day crew at Winsford.

3.4 Major incident capability

Issue

A question was posed regarding how the switch to on call crews at Crewe and Ellesmere Port would impact the ability of Cheshire FRS to handle major incidents and prolonged incidents.

Assessment

It was noted that:

- The existence of COMAH sites has been noted by Cheshire FRS, including seven at Ellesmere Port and one at Crewe, as well as the existence of Sites of Special Scientific Interest.
- The expected development of HS2 has been noted.
- Cheshire FRS has provided maps showing which fire and rescue appliances would attend a major incident before and after ERP1.
- Major incidents would be attended by more than 10 appliances from across Cheshire (before and after ERP1).
- There is no proposed change in the number of fire and rescue appliances.
- ERP1 included basing specialist units (environmental protection, high volume pump) at the new Powey Lane station. This station is located on the M56 with the intent of enabling rapid deployment via M56 to the location of any major incident that does occur in Cheshire. This was intended as an improvement in major incident capability.

It was concluded that the potential impact of ERP1 on major incident capability had been assessed.

² The crew are in the station during the day and sleep in accommodation at the station at night. This is stated to be equivalent to a whole time crew in respect of mobilisation time and availability.

3.5 Providing cover area moves (CAMs)

Issue

A query was posed with regard to the impact of changing two whole-time appliances to on call crewing, on the ability to provide cover for crew training and appliance maintenance. It was noted that the Crewe second whole-time appliance is deployed elsewhere to cover for other crews whilst they are trained about 100 times per year, as per Table 7. Whilst the duration per cover move is not recorded, Cheshire FRS judge each cover move to last for the majority of a 12 hour day shift. Thus, the second appliance at Crewe is deployed elsewhere for about 13% of the time.

Table 7: Occasions per year Crewe second whole time appliance deployed elsewhere*

Year	Days
2015 Total	95
2016 Total	87
2017 Total	102
3 Yearly Totals	284
Yearly Average	95

*Data in Table 7 does not include occasions when the CFRS degradation plan was implemented or the loss of the pump due to crewing deficiencies. Nor does it include incidents related movements and pump defects/maintenance. The degradation plan is implemented when the Service has insufficient staff to crew all pumps and special appliances. This includes loss of resources due to periods of industrial action.

Assessment

Cheshire FRS noted that this issue had been identified and acknowledged. It was stated that:

- Cheshire FRS would change the number of appliances designated as Strategic Reserve for CAMs from four to three, providing a capacity for 1095 CAMs;
- During 2017 there were 221 CAMs;
- The proposed reserve would be five times greater than the number of required CAMs.

In addition, there are plans to reduce the demand for cover by rationalising training delivery, with more training in evenings and weekends, thereby spreading CAMs across more shifts.

3.6 Home Fire Safety Assessments

Issue

A query was posed whether the change to on call crews would reduce the volume of home safety assessments (HSAs) completed by Cheshire GFRS.

Assessment

Cheshire FRS adopted a more targeted approach to HSAs in 2011 since when the number of HSAs has increased. HSAs are categorised as Platinum/Gold (high risk households) and others. Cheshire FRS state a commitment to maintain the level of Platinum/Gold HSAs after changing to on call crews. These would be delivered by the remaining whole time crew.

3.7 North West Fire Control call handling times

Issue

A question was posed regarding what is the 'true' call handling time for Cheshire FRS incidents. A Freedom of Information (FOI) request had reported three minutes and 36 seconds (from time of call to fire control to time first appliance alerted) between 2016-2017 compared to under two minutes reported by Cheshire FRS.

This question was cited with the concern that a prolonged call handling time, combined with longer mobilisation and travel times cause extended times to reach casualties.

Assessment

Call handling data for NWFC was acquired and assessed. The calculation used for the FO response was replicated.

It was found that:

- Some of the NWFC recorded times between receipt of call and Alert are spurious.
- The FOI response included the latter spurious data.

The spurious data includes:

- If an incident involves a relief crew being deployed (for example) eight hours after the start of the incident, the time of alert for the relief crew overwrites the time of alert for the original deployment. This means (for example) a one minute call handling time might be overwritten by an eight hour call handling time.
- In the case of humanitarian incidents, an officer may first be deployed to the scene before alerting an appliance. The call handling time is recorded as the time from receipt of call to alert of the appliance, ignoring the intervening deployment of an investigating officer.

Assessment found that including a very small number of spurious records gave a call handling time of over three minutes.

The exclusion of spurious records gave a call handling time of under two minutes, as per Cheshire FRS calculations.

It was noted that Cheshire FRS use a 'mode' (most common call handling time) rather than a 'mean' call handling time after excluding spurious data. It was suggested that an option is to report the 'mean' call handling time after excluding spurious data although a 'mode' is a reasonable option.

3.8 Cheshire FRS response time standard

Issue

A question was posed regarding the definition of Cheshire FRS response times, particularly whether it covered call handling and attendance time, and how it compares to other FRSs.

Assessment

It was clarified that:

- The Cheshire FRS response time target of 10 minutes for life risk incidents is from alert to arrival, i.e. a travel (or attendance) time.
- A call handling time (from receipt to alert) target of 90 seconds is used by North West Fire Control.

Thus, the target for attending life risk incidents is 11.5 minutes from receipt of call, by North West Fire Control, to arrival at the incident location.

There is a wide range of response time and travel time performance standards in the UK. In some cases, these differ between urban and rural areas, and between areas assessed as lower and higher risk. Cheshire FRS response time standard is similar to some other standards, faster than some and slower than others.

It may be noted that Cheshire FRS previously used a risk based approach to response time standards. As 97% of Cheshire was assessed as medium or low risk, a response time of over 10 minutes was indicated by this previous risk based set of response time standards. Thus, the current 10 minute response time standard is consistent with previous risk based standards.

3.9 Over the border services

Issue

A question was posed regarding how many occasions fire and rescue appliances are called into Cheshire East from neighbouring FRSs. This was posed in the context of what if these neighbouring whole-time stations changed crewing systems and whether the frequency of over the border deployments into Cheshire East indicated inadequate level of fire and rescue resources in Cheshire East.

Assessment

The number of over the border deployments was checked (as per Table 8).

Table 8: Incidents where either a GMC, Staffordshire or Shropshire appliance has attended an incident in Cheshire

	2015	2016
Shropshire		
Day	5	11
Night	3	4
Staffordshire		
Day	8	5
Night	1	4
Greater Manchester		
Day	110	117
Night	68	79
All		
Day	123	133
Night	72	87
Total	195	220

Day was 07:00 – 19:00 with Night being 19:00 – 07:00.

The total incidents attended by Cheshire FRS is shown in Table 9 for Cheshire as a whole and for Cheshire East. Most over the border incidents involving Greater Manchester, Staffordshire or Shropshire would be in Cheshire East.

The over the border deployments is:

- 2.5% of all Cheshire FRS incidents between 2015 and 2017.
- 8% of Cheshire East incidents between 2015 and 2017.

Table 9: Total incidents attended by Cheshire FRS

	2015-16	2016-17
Incidents attended by Cheshire FRS (Home Office data)	7,727	8,555
Cheshire East (Cheshire FRS data)	2,485	2,932

3.10 Validation of the Phoenix model

3.10.1 Issue 1: Validation

Cheshire FRS use a computer programme called Phoenix to simulate the time taken from alert of an appliance to arrival at an incident. The programme uses five years of recorded life risk incidents and plots them in the simulator. It then simulates the fastest appliance (assumed to be starting from its fire station) to reach the incident.

The simulator is used to assess how changes in stations and appliances might impact achievement of the Cheshire FRS 10 minute (for 80% of life risk incidents) response time standard for the first appliance to life risk incidents.

The Phoenix model had been used to test the impact of ERP1 on achievement of the first appliance meeting the 10 minute response time standard. As there are not response time standards for the second or third appliance, the predicted second and third appliance response times had not been used or scrutinised.

A question was posed regarding whether the FRS travel times predicted by the Cheshire FRS computer model (Phoenix) had been validated. These times have been used to consider the impact of ERP1 on achievement of the life risk response time standard and impact of ERP1 on public safety. The prediction of the proportion of life risk incidents reached within 10 minutes had been validated.

It should be noted that the model was developed and used to simulate first response times. It was not developed or previously used to model second or third response times. Therefore, its ability to predict second or third response times had not been considered before. Given that changing second appliances to on call will affect second response times, the accuracy of these predictions was considered of importance in this review.

A question was also posed regarding what are the trends in Cheshire FRS response time post ERP1.

Assessment

It was noted that the initial runs of the model had a) not included the availability of crews, b) had applied the original ERP1 plans rather than the adjusted plans, c) used default rather than calculated mobilisation times.

A rerun of the model was requested comparing before the current ERP1 and after the complete ERP1 with:

- ERP1 as currently implemented:
 - Lymm and Powey Lane opened as whole time;
 - Stockton Heath and Knutsford on call not day crewed.
- 2011 to 2016 dataset;
- Crew availability data.

It should be noted that:

- Phoenix assumes that all appliances are at their home stations upon alert when in fact they may be away from the station, such as for Cover Area Moves, being on standby elsewhere, performing HSAs or other activities. Thus, the predicted response time might be faster than recorded, as the appliances may be away from

the station.

- Phoenix models response times to incidents and their locations within the chosen five years, 2011/12 to 2015/16 in this case. The actual response times for a period after this dataset (2017) may differ from the model due to them occurring in other locations;
- The 2017 data is a relatively short time period (relative to the five years used in the model) from which to collate recorded response times;
- The latest ERP1 stations (Lymm, Penketh, Alsager and Powey Lane) have not been in operation long enough for a valid set of recorded response times to be developed. This prohibits strictly validating the model against their actual performance at this time;
- The road network in the model may not be completely up to date, such as if a new 'no right turn' has been introduced to a junction.

The first, second, and third predicted and actual travel times (from alert to arrival) were requested and are shown below in Table 10 (minutes and seconds) for Cheshire as a whole. These exclude call handling time of about 1.75 minutes.

The predictions were only examined for Cheshire as a whole rather than specific stations. It is unlikely that there would be sufficient life risk incident data for any one station to support a validation assessment.

It can be noted that:

Dwellings

- The predicted first response times for dwelling fires are **very accurate**, within 18 seconds of recorded times pre ERP1 and within three seconds of the recorded 2017 times;
- The second and third response time for pre-ERP1 dwelling fires is also very accurate, whilst the current ERP1 predictions for dwelling fires are 14% and 11% faster than recorded in 2017. Phoenix predicted an increase in second and third response times to dwelling fires;

RTCs

- The model provides a **very accurate** estimate of first appliance response to RTCs for pre-ERP1 RTCs, but is 12% **faster** for the 2017 current ERP1 recorded times;
- The model:
 - Did predict faster first appliance times to RTCs for current ERP1, whilst the recorded first response to RTCs is slower in 2017 than pre-ERP1;
 - Predicted the second appliance to RTCs would take longer, which makes the 2017 recorded times;
 - Predicted the third appliance would be faster, which matches the 2017 recorded times.
- The second response predicted time for RTCs is **faster** by 12% and 11% for pre ERP1 and current ERP1;
- The third RTC response time is **faster** by 25% and 20% for pre-ERP1 and current ERP1. The difference is significant.

Consultation with Cheshire FRS noted that the model takes the fastest route to RTCs for all three appliances. In practice, for motorway RTCs, the third appliance is deployed to the opposite carriageway which will take longer to reach the incident. Thus, the predicted third response time to RTCs will always be faster than the recorded time. This may mean that the model is more accurate for towns and stations that are not part of the CAM strategic reserve, as the absence of motorways and CAMs would remove two complicating factors.

It was concluded that:

- The model provides a reasonable estimate of 1st response times;
- The predicted 2nd and 3rd response times would require a “correction factor” to match recorded response times when modelling Cheshire as a whole;
- The predicted reduction in first response times to RTCs for 2017 (current ERP1) is not validated by 2017 incident data. As the 2017 dataset is small, this is not a definitive finding;
- The Phoenix model predicts for post Crewe and Ellesmere Port changes, relative to pre ERP1 predicted times;
 - For RTCs:
 - No change in third appliance response time;
 - A 46 second longer second appliance time;
 - An 11 second faster first appliance time.
 - For dwelling fires:
 - Two second longer first appliance time;
 - one minute three seconds longer second appliance time;
 - 43 seconds longer third appliance time.

The trend in actual second and third response times could usefully be monitored henceforth to check the effect of ERP1 once a longer time period has passed.

Table 10: Predicted and recorded travel times to life risk incidents (all Cheshire)

		Predicted or recorded	1 st appliance response time	2 nd appliance response time	3 rd appliance response time
Pre ERP1	Dwelling fires	Predicted by Phoenix	7:05	8:47	12:09
		Recorded 2013/14	6:47	9:06	12:51
		Difference	4.4%	3%	5%
	RTCs	Predicted by Phoenix	8:02	9:43	11:25
		Recorded	8:03	11:04	15:17

		Predicted or recorded	1 st appliance response time	2 nd appliance response time	3 rd appliance response time
		2013/14			
		Difference	0%	12%	25%
Current ERP1 (2017)	Dwelling fires	Predicted by Phoenix	7:06	9:10	11:29
		Recorded 2017	7:09	10:38	12:55
		Difference	0.7%	14%	11%
	RTCs	Predicted by Phoenix	7:47	10:27	11:10
		Recorded 2017	8:49	11:42	14:00
		Difference	12%	11%	20%
Post Crewe and Ellesmere Port changes*	Predicted by Phoenix	Dwelling fire	7:07	9:50	11:51
		RTC	7:52	10:29	11:26

*Second appliances on call

3.10.2 Issue 2: Recorded response times

The average first appliance response time (**including** call-handling time) are reported by the Home Office for dwelling fires. It was 8.4 minutes in 2009 and 8.6 minutes for Cheshire in 2016 (the most recent year of Home Office reporting), as per Figure 6.

The industrial action between 2014 and 2015 renders the recorded response times for 2014/15 incomparable with other years.

Figure 6: Home Office recorded dwelling fire response times (call handling and travel time - minutes)



3.10.3 Issue 3: Impact on predicted response times and loss of life

Research for the Department for Communities and Local Government developed formula for predicting how changes in responses times impacts the risk of death in dwelling fires and RTCs. These can be applied to the actual and predicted changes in responses times for pre-ERP1 and current ERP1.

The application of these formula is made uncertain by the difficulty in validating the predicted changes in responses times. Nonetheless, the application of these formula would suggest:

- The change in predicted responses times between pre-ERP1 and 2017 arrangements would have no significant impact on loss of life in dwelling fires or RTCS in Cheshire FRS, reducing deaths by 0.6%.
- The change in recorded response times between pre-ERP1 and 2017 is estimated to increase deaths by 3.3%, from 22 per year to 22.7 per year.

The result is very sensitive to the first response time to RTCs. This is predicted to improve by the Phoenix model but slower times were recorded in 2017 than between 2013 and 2014.

The two estimates both indicate a small impact on public safety. Given the uncertainty concerning the time estimates, it is difficult to provide a single estimate of the potential impact of changed response times.

3.10.4 Recommendation

It is recommended that:

- The recorded response times are reviewed in 2017 onwards to help verify them and to provide an updated assessment of response times and their outcomes.
- The Phoenix model is further developed with respect to the accuracy of simulating second and third appliance response times, especially for RTCs.



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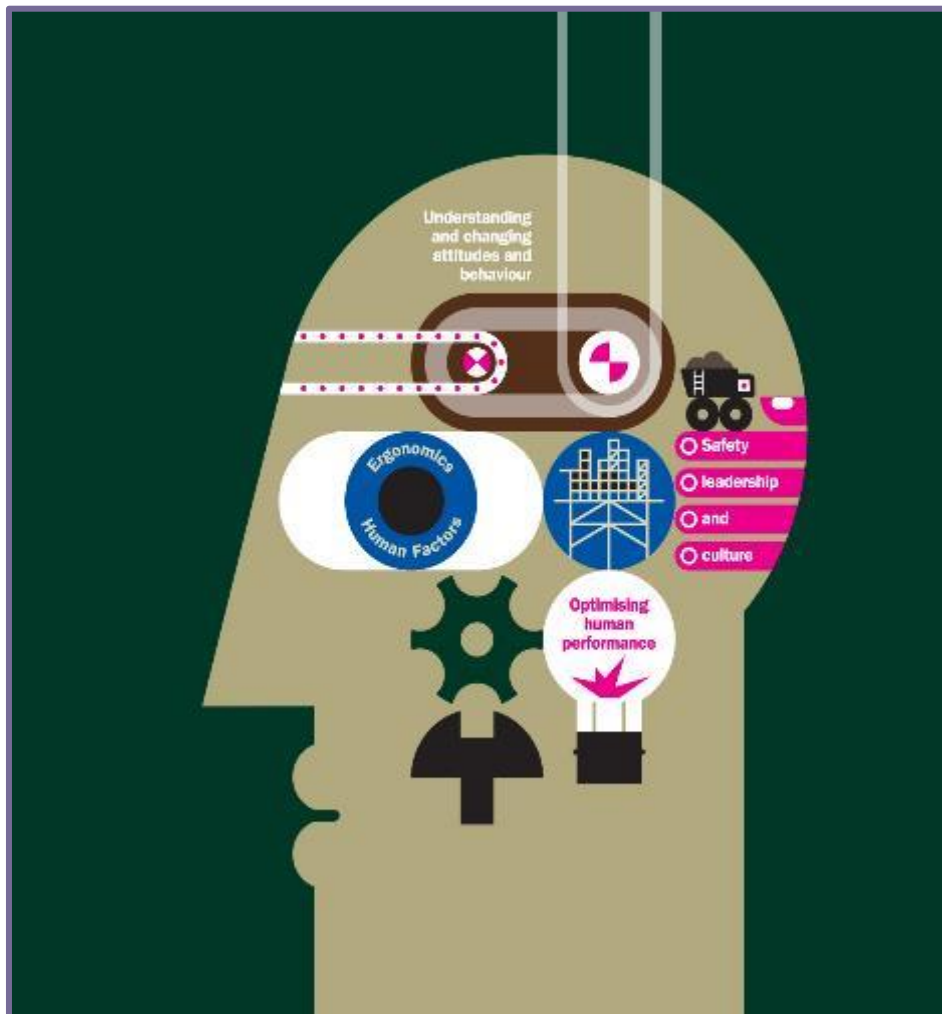
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'managing the human element of risk'

Making Cheshire Safer

**Review of duty system for the second
fire engines at Crewe and Ellesmere
Port Fire Stations:
Third Party Submissions**



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Overview

Through the course of the review of the duty systems for the second fire engines at Crewe and Ellesmere Port, a number of third parties made comments and submissions regarding the review. This document captures feedback provided.

A number of comments made as part of the consultation on the Authority's draft Integrated Risk Management Plan 2018/19 also referenced the review and have been included for transparency and ease of reference.

Alsager Town Council

Dear Sir / Madam

Alsager Town Council has reviewed the Consultation plan for 2018-19 and have instructed me to comment as follows:

1. The Town Council is supportive of the proposals to carry out more Cardiac Arrest prevention work, work with cadets and disaster work (following Grenfell Tower)
2. However, it is concerned that the proposed cuts to the Crewe Fire station may impact on Alsager and will be monitoring this closely should it happen.

Cheshire East Council – Corporate Overview and Scrutiny Committee

Proposal relating to the Removal of a Second Appliance at Crewe Fire Station

On 7 September 2017, this Council's Corporate Overview and Scrutiny Committee received a presentation from Cheshire Fire Rescue Service relating to a proposal to change the utilisation of the second pump at Crewe Fire Station from 'whole time' to 'on call' utilisation.

Cheshire Fire and Rescue Service was invited back to Corporate Scrutiny to update the Committee on the latest position with regard to this proposal at its meeting held on the 11 January 2018. On this occasion, the Committee also gave the Fire Brigade's Union an opportunity to address the Committee.

Presentations were delivered by the Fire Service, represented by Paul Hancock and Alex Waller, and the Union represented by Andrew Fox - Hewitt, after which Members of the Committee questioned both parties on various aspects of their respective presentations.

At the conclusion of its deliberations, the Committee authorised me, as Chairman, to write to you to inform you that the Committee cannot support the Cheshire Fire and Rescue Service proposal to change the utilisation of the second pump at Crewe from 'whole time' to 'on call' utilisation.

In support of the Committee's resolution, the Committee has also instructed me to write to Cheshire East's Cabinet Portfolio Holder with responsibility for Community Safety to request that he formally requests that the proposal is abandoned and that two 'whole time' pumps are kept in place at Crewe Fire Station.

The Committee has also requested that I write to the Leader of the Council asking that, she too, on behalf of the Cabinet and herself writes to Cheshire Fire and Rescue and Cheshire Fire Authority setting out and supporting Corporate Scrutiny Committee's formal position on this matter.

Yours Faithfully

Cllr Margaret Simon

Chairman, Cheshire East Council's Corporate Overview and Scrutiny Committee

Cheshire Fire Brigades Union

Extracted submission. Full submission included within feedback to IRMP consultation

CFRS Proposal – Review to remove the Second Appliances at Crewe and Ellesmere Port:

In IRMP 2013/14, the previous aspirational plans were approved, which were subject to review, that the way the second appliances were crewed at Crewe and Ellesmere Port be changed from a wholetime (guaranteed stand of fire cover) to an on call crew (reliant on availability of responders).

Review of duty system for the second fire engines at Crewe and Ellesmere Port Fire Stations:
Third Party Submissions

The last 2 years has seen a number of recruitment initiatives that have failed to provide the service with the numbers required to staff these fire engines. In addition, of the few that have been recruited, a number have left. The FBU previously highlighted the issues the service would face in recruiting both the number and the suitability of individuals required to enable this proposal to be realised.

The current proposal is to staff the second appliance in these stations on a new shift system that is Monday-Friday daytime only. This is a reduction in the standard of fire cover during evenings and at weekends. The FBU opposed the plans to downgrade the second appliances at the six wholtime stations at the time, and it re-iterates that opposition again.

Crewe fire station will provide the only appliance that has a guaranteed response to cover the entire Cheshire east area at night. This leaves the area of over 1,116km² and a population of over 370,000 residents at risk from shortages in the level of guaranteed response.

Ellesmere Port station will provide cover to a local population of 57,000, and has seen the building of 3500 new homes since the initial proposal was approved, alongside a 10% increase in industry growth. Cheshire West and Chester has 17 COMAH sites – the largest in the UK. Ten years ago Chester and Ellesmere Port stations had 5 fire appliances and 25 fire fighters compared to just 2 engines and 10 fire fighters if this proposal goes ahead.

The FBU call on the authority to reject the Services proposals regarding the second appliances at Crewe and Ellesmere Port, and instead approve the proposals by the FBU to maintain the two appliances as they are crewed now – 24/7 by wholtime crews on the present duty system. This will ensure adequate fire cover for local communities, improve fire fighter safety by the improved probability of implementing safe systems of work more quickly, and provide the service with the flexibility and capacity to cover training courses and exercises. This is about the level of resilience the service can provide.

Chester Retired Firefighters

Extracted submission. Full submission included within feedback report to IRMP consultation

The IRMP Proposals for Ellesmere Port

Let's recap,

Government places a further burden upon Fire Authorities to produce a plan *'that identifies and assesses all foreseeable fire and rescue related risks that could affect the community.... **the plan must have regard to the Community Risk Register produced by Local Resilience Forums**'* (p.7, Communities and Local Government Fire and Rescue National Framework for England) .

The **Cheshire Community Risk Register** details 42 categories of risk within Cheshire.

Examples of high level risk pertinent to Ellesmere Port listed in the Cheshire Community Risk Register are;

Category H08

A Toxic release up to 10km off site due to loss of containment of chlorine or a number of other chemicals e.g. anhydrous hydrofluoric acid, refrigerated ammonia, sulphur di-oxide(or tri-oxide) gas with the possibility of **causing significant fatalities and casualties**. The risk register goes on to say that this would present a huge challenge to health care providers, water supplies might be at risk and the contamination of land could lead to the avoidance of certain foodstuffs.

Category H04

A Fire or explosion at a fuel distribution site or site storing flammable and / or toxic liquids in atmospheric pressure storage tanks with the possibility of **causing significant fatalities and casualties up to 3 km around the site**. The risk register goes on to say that impacts would include

the disruption of air transport, the creation of regional excessive demands on health care services and the closure of roads in the locality.

There are many medium risks in addition to these high level risks.

Risks in the above categories will be found in Ellesmere Port at sites subject to The Control of Major Accident Hazards (COMAH) Regulations. Cheshire has 23 Upper Tier sites. This is Cheshire's potential to hit the headlines in a manner much bigger than Grenfell, if we get this wrong the impact could be devastating and there is a serious onus upon the members of the Fire Authority to protect the public here. Without your time and care and all due diligence the public is at serious risk.

7 of the 23 Upper Tier COMAH sites in Cheshire are in Ellesmere Port and they are:

Avanti Gas Limited Ellesmere Port Britannia Road Ellesmere Port Cheshire CH65 4HB COMAH Upper Tier Operator (was Shell Gas Limited) 4325 Wirral England

CF Fertilisers UK Limited Ince Marshes Ince Marshes Ince Chester Cheshire CH2 4LB COMAH Upper Tier Operator 0660 Cheshire West and Chester UA England

CLH Pipeline System (CLH-PS) Limited Backford North PSD Backford PSD Caughall Road Chester Cheshire CH2 4BN COMAH Upper Tier Operator (was Oil and Pipelines Agency) 0660 Cheshire West and Chester UA England

Essar Oil (UK) Limited Stanlow Stanlow Manufacturing Complex PO Box 3 Ellesmere Port Cheshire CH65 4HB COMAH Upper Tier Operator (was Shell UK Oil Products Ltd) 0660 Cheshire West and Chester UA England

Innospec Limited Ellesmere Port Innospec Manufacturing Park Oil Sites Road Ellesmere Port Cheshire CH65 4EY COMAH Upper Tier Operator 0660 Cheshire West and Chester UA England

Urenco ChemPlants Limited Chester Capenhurst Chester Cheshire CH1 6ER COMAH Upper Tier Operator 0660 Cheshire West and Chester UA England

Veolia ES (UK) Limited Ellesmere Port Incineration Plant Bridges Road South Wirral Cheshire L65 4EQ COMAH Upper Tier Operator 0660 Cheshire West and Chester UA England

The Fire Authority Member *'acts as a duty holder for matters relating to Health and Safety'* (Appendix 1 to Annex 3 Cheshire Fire Authority 17 June 2015).

The Health and Safety Executive do give guidance to duty holders. A few lines here do not give the full perspective. However, duty holders need to ensure that risk is managed to be both 'so far as is reasonably practicable' and also 'as low as reasonably practicable'. It is ultimately for the Courts to decide if these principles have been adhered to. The key case is *Edwards v National Coal Board* where the Court of Appeal decided *'in every case, it is the risk that has to be weighed against the measures necessary to eliminate the risk. The greater the risk, no doubt, the less will be the weight to be given to the factor of cost'* (on line, hse.gov.uk/risk/theory/alarp1.htm#P4-129). So, the higher risk then the less cost can be used as a defence for inaction on mitigating that risk.

We, very respectfully, ask you to consider the possible impact of an off- site large scale release of toxic gas or a serious fire at any one the seven COMAH Sites in Ellesmere Port when deciding whether Ellesmere Port's second fire engine should go to On-Call status. Another factor to consider is that the reduction in dwelling fires and road traffic collisions in recent years amounts to a fall of only 11% which means that 89% are still occurring.

It is clearly a difficult decision you have to make in balancing fire cover provision to the budget and we do not envy your position here. If you do vote the proposal through then the impact will be that the On-Call fire engine is likely to be not available between 40 to 50% of the time and when it is available it is likely to attend the incidents 5 to 10 minutes later than if it was Whole time. This could have a huge impact upon those people who live and work in the consequence zone of any Off-Site emission of toxic gas and ,as we will demonstrate later, this will seriously weaken local resilience in the Cheshire West and Chester area.

IRMP proposals for Crewe and its surrounding area

Should the current proposals go through, then Cheshire East will have just 1 Whole time fire engine which is available 24/7 whilst at the same time contributing around 35% of the budget. Warrington and Halton who contribute around 20% and 10% respectively, 30% in total, will have 5 Whole time fire engines available 24/7.

To understand how this can happen there is a need to understand the 'Cheshire Response Time Standard' which was set at a 'Blanket 10 minute response standard to all dwelling fires and road traffic accidents' in the 2013-14 IRMP. Now, 10 minutes did not sound too bad when members voted it through in 2012 and after all a 'blanket' standard surely meant the same for everyone. It appeared so when Members voted this through, but a year later a subtle but huge change occurred. The Standard was amended to 'a 10 minute response standard to all dwelling fires and road traffic accidents **on 80 % of occasions**'. This means that 20% of incidents involving dwelling fires do not have to be served in 10 minutes, as they are not important to the target. So, if you know where it is likely that the 80% of dwelling fires are likely to be, you will build your fire stations here. House fires tend to be aligned to socio-economic grouping. This explains why Halton and Warrington are well blessed with 5 Whole time 24/7 fire engines. Macclesfield, Wilmslow, Knutsford, and Congleton have all lost (or about to lose) their 24/7 Whole time fire engines, because they are in the sacrificial 20% who will not get a fire engine in 10 minutes. These are affluent areas who do not have many dwelling fires, but if it is your house that is on fire it is equally devastating. In fact it is likely to be even more devastating because it will be burning longer before you get a fire engine.

The 'Cheshire Response Standard' actually has far more reaching failures than this, it is built on a response to dwelling fires and road traffic accidents only. Applying it just to Crewe, it does not consider COMAH sites, hospitals (Leighton), nursing homes, heritage (the Town Hall, the Lyceum, Crewe Hall) schools, universities and their associated residential blocks (MMU Crewe Campus), sports stadia (Crewe Alex), nationally important railway hubs (Crewe Station), industry (Bentley Motors) and commerce. The 'Response Time Standard' here is that one does not exist, they get a fire engine when it gets there because the 10 minutes only applies to '*dwelling fires and road traffic accidents*'. We think it is also worth mentioning at this point that the '10 minutes' does not include the time that it takes for North West Fire Control to process the emergency call. We understand that the average time is just under 2 minutes. So the reality is that you will get a fire engine in 12 minutes if you are in the '80%' of people catered for by the target.

Let's look at the implications of Crewe only having one Whole time fire engine (which will be the circumstances for about 40 to 50% of the time when the On-Call appliance is not available), it will really make a big difference. Chester used to have two city centre Whole time fire engines until one was moved to Powey Lane Fire Station. A copy of a letter to the Chair of the Fire Authority and the Chief Fire Officer below will demonstrate the impact of relocating a fire engine, imagine the impact of losing one for 40 to 50% of the time or having it follow on 10 minutes later.

Crewe Town Council

This Council notes with great concern plans proposed by Cheshire Fire & Rescue Service to in effect, downgrade Crewe Fire Station by staffing Crewe's second pump solely with on-call firefighters therefore reducing the availability of Crewe's second pump. This Council recognises the contribution of Cheshire's on-call, volunteer fire fighters but cannot accept a policy through which community safety and firefighter safety will be put at risk. Cheshire Fire & Rescue Service have not proven that on-call crewing systems for second pumps are effective at large urban stations like Crewe. This Council notes with concern all of the issues surrounding the lack of fire cover in the entirety of Cheshire East. This Council wishes to see a second pump staffed 24/7 by whole-time firefighters, remaining in south east Cheshire – whether that be in Crewe or a neighbouring town. This Council remains unconvinced by the arguments to downgrade Crewe's second pump and therefore resolves:

- Crewe Town Council formally writes to the Senior Management Team of CFRS and all members of the Cheshire Fire Authority rejecting the plans to downgrade Crewe's second

pump urging an urgent re-think ahead of CFA's February meeting. This letter is to be signed by the Leader and Deputy Leader of CTC.

- Crewe Town Council writes to the Leader of Cheshire East and Cllr Margaret Simon, Chair of Corporate Overview & Scrutiny, requesting further scrutiny on the issue of fire cover and provision in Cheshire East.
- Crewe Town Council releases a press release to reassure local residents that, as a body of elected representatives, we reject the plans to downgrade Crewe's second pump.
- Crewe Town Council and its elected representatives support efforts by all local Borough Councillors and the Member of Parliament to resist plans to downgrade Crewe's second pump.

Crewe and Nantwich Labour Party

More full-time firefighters jobs are being stripped out of the service in the medium to long-term. The resource is not the equipment, it's the firefighters! The service seems intent on discounting that fact.

Crewe & Nantwich Labour Party has grave concerns of the availability of the second pump at an urban station given the service's questionable record across the County. You are in effect reducing fire cover in South Cheshire. CFRS cannot effectively recruit on-call firefighters at Crewe given the location of the station, which is not set to change. The nearby demographics and the awkward location in the far south-east of the town means any short-term solution may not be sustained, that's even if the short term (a fully trained on-call contingent) solution can be achieved.

The Service talks about sacrifices elsewhere in the County. The fact remains you have saved the biggest sacrifice until last. When Chester was downgraded, CFRS built a brand new station and had their 'second' full time appliance positioned in close proximity at Powey Lane. No such offer has been made to the people of South Cheshire.

We also have grave concerns at response times going up. Yes, CFRS tend to hit their response time targets but there is no evidence to suggest that response times are actually coming down, in fact it is our understanding that since the current Chief Fire Officer set the services own standard – a 10 minute response (up from a response within 5 minutes) that attendance times have increased each year. With a pump that will not be available a lot of the time we want to note with concern that senior officers at Cheshire Fire & Rescue Service deem it appropriate to state on public record that the on-call model will provide a pump three and a half minutes after the arrival of a full-time pump. The public will take that as fact and we suspect the senior management team know that. That is the best case scenario and dependent on a number of factors, it would be remiss of the service not to publish the average attendance times of other such on-call times to evidence this claim, made in public to elected local authority members. The Head of Service Delivery, when pressed, has said that 'this is the model and not the reality'. So what is the reality?

We have grave concerns over the sustainability of the on call model that is advocated by the services senior management team, given that from your own documents in the public domain it appears to be consistently failing. Since you have removed a large number of full time appliances we have to ask where the resilience is coming from when these on call appliances are unavailable. We also note with concern the increasing reliance on resources being drawn from Greater Manchester just to make the attendance standard in Cheshire East.

Crewe & Nantwich Labour Party firmly rejects any plans to downgrade Crewe Fire Station. Local people do not support these changes regardless of which political party they support. This is a matter of community safety, protecting skilled employment and defending our residents against the destruction of their public services.

On the IRMP more generally, we have been continually disappointed over a number of years in a document that merely acts as a glossy brochure rather than a detailed, comprehensive document that focuses on risk and the safety challenges faced by our communities.

The risk to our communities from austerity and continual budget cuts is becoming clear for all to see. We do not ask the Fire Authority to set an illegal budget but we are confident that the Service can find £650,000 to keep Crewe's second pump staffed by whole-time fire crews. After spending millions on a new fantastic safety centre in the far North of the Borough for example, we remain confident that the Authority is able to fund Crewe's second pump now and in the long term.

We also note and thank the Chief Fire Officer for Merseyside Fire & Rescue Service for going on record and stating in the press that 'enough is enough' in respect to austerity that is devastating our emergency services. Going onto budget 'season', is it not time that the CFO for Cheshire does the same, rather than to claim these proposals are going to improve response and efficiency, or not have any detrimental effect on attendance times?

The continued practice of making savings only to then transfer them for capital build programmes is wrong. Given the fact that you have achieved quite considerable savings from your emergency response or service delivery budget – over 2 million pounds, the residents of Crewe and the wider Cheshire East area simply do not believe the claims that the service and authority cannot afford to maintain the current second full time appliance at Crewe fire station.

As part of the IRMP, the Authority should front up to residents and be honest with them and stop pretending they are paying more and therefore getting more. The fact is the opposite. We believe there is a great need for more transparency and accountability after witnessing the consultation events at Cheshire East Council and Crewe Town Hall.

Yours,

Crewe and Nantwich Constituency Labour Party

Weaver Vale Constituency Labour Party

Proposed Motion – Cheshire Fire and Rescue Service – Weaver Vale CLP.

Weaver Vale Constituency Labour Party notes with concern the detrimental effects that, as a result of this Conservative Governments ideological drive for austerity, the cuts to the budget of the Cheshire Fire and Rescue Service are having on the cover provided to our diverse communities, particularly in times of emergency.

It is particularly concerned with the four year financial settlement that requires the Fire Authority to save a further £4 million by 2020/21 and the impact this will have on the already discredited Integrated Risk Management Plans entitled 'Make Cheshire Safer'.

Weaver Vale Constituency Labour Party believes that further reductions in the number of full time fire fighters and appliances being considered by the Cheshire Fire Authority as a consequence of these budget cuts will result in avoidable delays in response times to incidents leading to an increase in damage and more importantly an increase in the likelihood of preventable injuries and deaths.

Weaver Vale Constituency Labour Party therefore calls upon the Cheshire Fire Authority to:

- Ensure staffing of all whole-time appliances with five firefighters as a minimum.
- Maintain Ellesmere Port and Crewe second appliances with whole time firefighters.
- Review and introduce an attendance time standard for the second appliance to life risk incidents in Cheshire.
- Review and introduce an attendance time standard for non-life risk property fires in Cheshire.
- Ensure that response times take full account of the call handling time when responding to calls for service.

- Review the funds held in Reserves so that only the amount needed to ensure levels of service in accordance with Risk Management Plans are secured and maintained and a realistic contingency fund is available.
- Work more closely and in collaboration with the Fire Brigades Union to make Cheshire safer.
- Recruit, train and retain a cohort of on-call firefighters so Frodsham can ensure and maintain its appliance for mobilisation at all times.

Written Response from Mr William Atteridge

Ref: Reduction in Full time Fire Fighters, Crewe Station

Dear Sir,

I am writing to you to object to the proposed cuts in the full time manning of the appliances based at the Crewe Fire Station. I understand that one of the full time crew will be reduced to an on-call crew. I have a number of questions/comments and kindly request your response.

1) – I have completed your latest consultation request currently on your website but note that the proposed reduction in full time Crewe manning levels is not included in this document. Could you please explain why something so important is not included in this formal public consultation exercise? Do you intend to have a separate consultation on this manning reduction proposal?

2) – The reduction in full time crew will impact the response time for the Crewe serviced area. On-call crew cannot respond as quickly as resident full time crew.

3) – The consultation indicates that you are considering relocating the Crewe Station. The selection of any new location will need to consider the potential for response times for on-call staff (if this is to be seriously considered), local traffic and future increases in automobile traffic and the substantial increase in new homes and business premises in the Crewe area.

4) – Crewe and the surrounding area is scheduled to have many thousands of new homes in the next few years, with the estimated additional traffic from these dwellings and new businesses numbering in the tens of thousands.

5) More than 1500 new dwellings have been approved in and around Shavington alone. This will result in some 2500 additional cars on the Shavington-surround roads, potentially reducing response times during busy traffic periods. Recent traffic increases have been witnessed on key through roads such as the intersection of Crewe Road and Newcastle Road in Shavington, where cars queue at the intersection traffic lights for up to 100m or more for most of the day.

6) – The new dwellings on sites such as the Shavington/Wyburnbury triangle are being constructed at densities of up to 45 units/ha, substantially closer together than legacy building in surrounding areas. If there were to be a major fire incident with buildings in this proximity, response times would be even more crucial.

7) – Crewe has a significant number of older homes with all the potential fire hazards that this carries.

8) – The full time crew are also very much involved in liaison with the local community – safety checks & inspections, school and local organisation visits, etc. How will this continue if the personnel are on-call?

As I have worked in the oil & gas industry for more than 40 years I have a healthy respect for fire and the potential for fire and fully understand the importance of response times. Given the current and developing circumstances in the Crewe Station response area, it does not make any sense to reduce a full time crew to an on-call crew. If cost is an issue, literally a few pence on the precept could be the best and safest solution to keeping the full time crew at Crewe.

I look forward to your response.

Sincerely,

William Atteridge CEng

Public comments received via online IRMP consultation survey

All comments also included within feedback report on IRMP consultation.

Crewe specific comments

- Crewe should definitely maintain 2 full time pumps. We only have the DC1 system in Cheshire east which ended up shafting us on call as we were never involved in the talks even though it had massive implications for us.
- Do not downgrade Crewe - you are forgetting the HS2 programme, extra housing, increased population and risk
- Crewe needs its 2 full time engines as the fire cover and number of engines in Cheshire east is so poor. We have had enough of being asked to pay more each year only to get less for our taxes.
- Re CREWE, it is far more important to me to have TWO FULL TIME 24/7 Fire Engines available rather than a new Fire Station. I cannot comment on the others. I am know in detail about CREWE!
- As long as it supports the current level of full time manned fire engines, Crewe fire station is currently in a busy area of town
- I am strongly opposed to your plans to reduce staffing arrangements in Crewe to only one fully 24/7 pump and retained services for the second pump. In my opinion, your plans put the lives of local residents at risk. The proportion of funding from Cheshire East is not proportionately located back to Cheshire East by Fire and Rescue service.
- Crewe station really needs to keep its second full time engine, Crewe is an industrial town and expanding and is very close to the motorway. it could be better located as it's in a very busy spot
- With regards to Crewe, the plans to you remove the second pump and down grade the fire station at Crewe would appear to contradict the above point made.
- Yes - regarding Crewe. I would be supportive of and would urge a new Fire Station to be constructed in Crewe. However, I would implore all those involved in making decisions NOT to downgrade either of the pumps at Crewe Fire Station. It is imperative that the two engines in Crewe retain their full time 24/7 firefighter cover.
- Keep the second pump at Crewe
- Keep the 2nd appliance full time a Crewe as Crewe fire station is the only wholetime station in Cheshire East
- Do not remove the second whole time pump from Crewe. There are more houses, hs2 is coming and retained can't cover properly. Response time won't be 3.5 minutes as the limit is 5 min and from experience I know the pump won't leave the station as quick as you say. We will potentially have 4 fire fighters with much delayed back up responding to incidents. Where is the health and safety?
- All fire stations should have permanent full-time fire fighters on site at all times please for safety of community and firefighters keep the current levels don't cut them. In Crewe keep the second fire engine staffed with F/timers 24/7
- Crewe Fire Station due to its geographic location should be a fully manned station at all times.
- Yes, what is happening to Crewe's 2nd appliance, the town is growing at a fast rate and we should not be reducing the cover or response times to incidents.
- When considering Crewe would like you to assume there will be two engines staffed 24 hours by full time staff.
- I believe Crewe station should keep two whole time appliances. Having worked as a firefighter for 30 yrs. (West Yorkshire) I know how quickly fire can spread, and the importance of having a quick response. Also, as well as having a quick response, you need to have sufficient resources to safely manage the incident. With one appliance this is not possible. Using a day crewed system on the second appliance would add at least 5 mins to the attendance time. Also, the surrounding stations Alsager, Sandbach, Nantwich, are all retained stations which would delay an immediate response. For these reasons I strongly oppose any downgrading of fire cover in Crewe
- The staffing of Crewe fire station is a huge concern. We have more residents in Crewe than when the initial IRMP report was done in 2013, we have more business units, a lot more HMO (Houses of Multiple Occupancy) 36,000 new homes have planning permission and HS2 is on its way! Not to mention the M6 corridor and all the red routes in the area, including a new

network of roads to be added. I think relying on retained firefighters with the inevitable increased population will just put more people at risk by not having a full-time staff. Please reassess the reasons and safety issues for implementing a retained staff, there has been problems across the county in recruitment and retention of retained firefighters

- The rapid expansion of Crewe suggests strongly that a smaller station with less engines could be potentially a dangerous decision. Please ensure we retain current coverage at a minimum
- Crewe cannot rely on retained fire fighters. Apart from the massive expansion plans for Crewe (that Cheshire East Council started consultation on today) there are already issues with the availability of suitable people who live within 5 minutes of the fire station. At present five minutes from Crewe consists of mostly commercial and railway, with housing split between mostly elderly on one side and mostly low income, working long hours on the other. None of the new homes will be any closer and moving the fire station is unlikely to make it any better unless you can work out how to put it in the middle of a housing estate designed for people of the right fitness levels with time to spare.
- At Crewe in view of its location near the M6, HS2 and the and major developments in the area, we need to retain two full time engines. If one was crewed by retained firemen then people will be in danger
- The location in Crewe needs to consider the traffic issues especially with the planned closures of roads and bridges. Crewe should also keep 2 full time staffed fire engines because the population of the town is growing quickly, there are frequent accidents on the smart motorway section of the M6, any incident causes immediate grid lock which means delays in attendance times and also means on call firefighters cannot attend quickly enough.
- As with all forward planning you have to second guess what Cheshire will look like in the future. Thousands of houses are planned to be built employment for 40000 people IF Hs2 is to be believed. Crewe was built for trains but full of cars restricted by rail bridges. I do have concerns about response times especially if Crewe fire station is to be reduced to one Full time engine. I appreciate that costs are restrictive but if Crewe is to have a population explosion/industry/schools/ infrastructure. Provision should be surely increased in the long term not reduced.
- The existing second engine in Crewe needs to remain full time and firefighters full time jobs in Crewe need protecting.
- Priority should be given to maintaining the current provision at Crewe (2 appliances manned on a 24/7 basis) and to protecting the FTE number of whole-time firefighters in the county.
- Crewe has to be saved, as nearly all the engines in Cheshire east are retained
- 2 full time engines at Crewe. it is the LARGEST area to cover including the M6
- go back to two fire engines at Crewe as Crewe is getting bigger with all the new houses that Cheshire east is letting being built
- Crewe needs to keep its current level of manning and fire engines, to support the local area. Cost cutting should be done at higher levels and not front-line services which keep residents safe.
- The Crewe station must be staffed at its current level and the same amount of vehicles
- Please don't reduce hours or appliances in Crewe, the town is growing and there will be further demands on services with hs2
- Disregard this plan - particularly Crewe with the impending arrival of HS2 your proposal is totally hypocritical - or have you forgotten about HS2?
- Part time firefighter could never be recruited in sufficient numbers in the Crewe area, insufficient residential property near station. After spending 17 years (deputy. Stn Commander) at Crewe I think I have good idea of the area, and it's a lot worse now due to traffic and road conditions. 10 mins to get to the station is excessive remember they may have another 10 mins to get to the fire.
- The downgrading of Crewe Station to a single manned appliance (with on-call firefighters for the second appliance) seems to be missing from this consultation, in either the summary or detailed document. This seems to be in direct contradiction to the requirements of the Crewe area. There are many thousands of new homes to be built in and around Crewe (over 1500 new-builds in the parish of Shavington alone!) and this would indicate the need for the full time crewing to continue, to allow for visits to residents (we are all getting older, from an older demographic base), schools and new businesses that will follow the resident population boom. The Crewe station location is in a congested area at the best of times, with rush hour traffic almost static at times. How will on-call fire fighters manage to arrive within the allotted

times? Much of the surrounding area is not residential, forcing the on-call crew to necessarily live further from the station than may be desirable. This needs careful consideration in any downgrading plan. I WILL BE WRITING A SEPARATE LETTER WITH FURTHER COMMENTS REGARDING THIS POTENTIAL DOWN GRADING OF CREWE STATION MANNING.

- YES. Ensure that you keep TWO 24/7 crews because the number of houses is increasing and set to increase much more (Leighton area for instance) Road traffic is increasing and HS2 is scheduled to be up and running in 10 years. This will bring yet more people, houses and businesses into the area. Travel times for Retained Firefighters cannot ever be guaranteed and I foresee major difficulties in the future as local roads become yet more congested.
- Ensure that adequate full-time manning is provided for the East Cheshire area. This would seem to indicate that the Crewe station does not see full time manning reduced to one appliance.
- Crewe needs 2 full time staffed fire engines to service Crewe, a town that is growing quickly and will continue to grow in the future, a second full time fire engine supports fire prevention work and is available to support the first fire engine faster than an 85%-part time manned fire engine!
- Retain the two pumps at Crewe full time.
- Very concerned about the review of plans to downgrade Crewe Fire Station to only one staffed fire engine. The second pump services the whole of Cheshire East! It supports the M6 and local areas. My friend is a firefighter in Sandbach who advises that the Crewe engine often gets to Sandbach before the retention firefighters from Sandbach get there. Since the plans in 2013 have been drawn up our population has grown vastly, more houses, HMO's, HS2 on the way. You cannot seriously consider with all the new house's and therefore council tax coming your way to reduce our services? This reduce response times and endanger life's. Have you ever visited the roundabout, seen the traffic? How are the on-call firefighters supposed to battle that traffic in and then battle back out and provide acceptable response times. It's an irresponsible decision that will cost lives.
- End the proposal to drop the downgrading of Crewe fire station from two pumps down to one. Protect local firefighter's jobs by re-investing the large cash reserves built upon over the past 7 years, which have been accrued via unnecessary cost cutting.
- Keeping Crewe 2nd full time pump and crew is essential to the area. As a H&S rep and railway man I am aware of the dangers which surround our communities especially dangerous goods transport through the area. A skilled workforce like what we have in fire and rescue in Crewe is essential to safety and saving lives. This is why we should retain the 2 full time pumps at Crewe.
- In respect of the comments below I would urge the Fire Authority and the CFRS to retain the full-time cover 24/7 at Crewe Fire Station. Crewe is growing and challenging town which provides service to outlying areas and the motorway. There is a plethora of Homes of Multiple Occupation, deprived areas and vast areas of congestion on the road networks. The town is envisaged to continue to expand greatly over coming years and as such no downgrading of Crewe Fire Station should take place. I find it sad that Cheshire East contributes financially and yet the principal town within Cheshire East could have their fire station service reduced. As the ward Councillor for where the current station is I can categorically state that to recruit and MAINTAIN on-call firefighters will be difficult. The nearest housing estate to Crewe station is small and comprises elderly residents. The station is surrounded by businesses including a petrol station and a railway station making it difficult to recruit.
- The plans to man the second appliance at Crewe Fire Station with on call fire fighters is unacceptable in terms of the safety of local residents. Response times as well as the actual firefighting capability will be negatively impacted if these plans are implemented. We have a right to expect a proper fire service coverage and this is a dilution that has the potential to jeopardise lives in the event of incidents.
- Keep Crewe full time
- I strongly object to the proposal to downgrade Crewe fire station to a single appliance. Fire fighters have proved themselves so adaptable in working in areas in addition to firefighting or prevention: dealing with cardiac arrests, raising awareness of safety in schools, working at road traffic incidents, rescuing obese ill people from their homes, etc., that we may be in danger of forgetting how vital their ability is, to be at the peak of fitness, and in strength of numbers, to save people's lives when professionals are required. The possible dangers are

increasing - over-busy roads. overcrowded living conditions - now is not the time to reduce the service. If necessary, increase the precept a little more to continue the service all residents are proud of.

- I am very concerned regards the future fire cover for the Crewe area?
- Keep full time crews, especially in Crewe
- Makes no sense to me to replace 24 hour staffed engine with on call firefighters. Crewe has been expanding constantly since I moved here 17 years ago and this shows no sign of changing anytime soon. With the potential of HS2 hub being in Crewe fire services are likely to be on demand more than ever. The whole of Cheshire East is a very large area to cover with one engine manned by full time professionals.
- Yes, keep two 24/7 fire engines at Crewe fire station
- Put council tax up more if you need it. Ensure that the Crewe station does not move to an on-call second crew.
- I do not support an increase in council tax when you intend to take an engine away from Crewe fire station and use part time firemen.
- A reduction in active units at Crewe would be a mistake given the growing population and infrastructure of the town. With new road developments and housing developments the same number of units will logically be required and whilst I am aware of the further cuts to the budget going forward it is perhaps time to work with the local population to counter this
- Down grading Crewe fire station would be a massive mistake due to the expansion planned for Crewe over the coming years
- I'm very concerned about the prospect of firefighters in Crewe losing their jobs or having their hours dramatically reduced if the second engine gets 'downgraded'. I'm also very concerned about the time it takes getting to incidents increasing with less staff and a downgraded engine, this seems inevitable.
- Think it would be a very bad move to go to one fire engine at Crewe, lives would be put at risk.
- Priority should be given to maintaining the current provision at Crewe (2 appliances manned on a 24/7 basis) and to protecting the FTE number of whole-time firefighters in the county.
- more investment in Crewe to protect local people. as many full times crews as possible be full time. safety of the public is paramount and lives should not be sacrificed for a few pounds saving.
- It is putting the public and firefighters at risk. Do not downgrade cover anymore. keep Crewe and Ellesmere port wholetime. Put 5 riders on every appliance.
- Yes, what has happened to the proposals for Crewe and Ellesmere Port's reduced crewing, there is absolutely no mention in the plan? Have these plans been changed? The plan is far too light on detail on these planned changes to crewing.
- The proposals around removing the 2nd whole time pump from Chester I believe are fundamentally short sighted, potentially dangerous and flawed. A model that relies on whole time crewed pumps based on risk (heritage and growing population and demographics) not necessarily numbers of calls) is essential. Whilst on call is an option. Reliance is very dangerous- especially when coupled with significant reductions in whole time provision. Whilst community safety initiatives are of course worthy and proven, they cannot be resourced at the expense of operational cover (Safety net). In summary - You must rethink your agenda on removal of second pumps at Chester and Crewe and 5-person crewing. The cardiac attendance is of course worthy however it is required because NWS are significantly under resourced and there for underperforming. Are CFRS being paid to undertake this additional work? Are any incomes then reflected in FF's pay as additional responsibility payments? New Stations have been required at a number of locations for many years so as long as the financial arrangements are acceptable and not at operational staffing expense I support.

Ellesmere Port specific comments

- Crewing levels. As a resident of Ellesmere Port, my town is expanding at an almost exponential rate. I would not wish to see a new station built with a reduction in WHOLE TIME cover. The amount of appliances and crew should be increased.

- Yes, nowhere in your reports do you mention the poor availability of your on-call appliances. I know for a fact that on bonfire night, there were 7 appliances either not available for the whole night, part of the night, or available only for small incidents. A pump from Ellesmere Port, one of your busiest and most populous areas, was sent to Wilmslow to cover all night, thereby reducing cover in CWAC. You cannot continue to hide the inadequacies of the on-call system. The decisions being taken by the current Fire Authority members are, in a word, DANGEROUS. If they result in the death of a member of the public or a firefighter due to reduced rider numbers, then the can will be carried by those responsible for the lack of challenge to budget cuts from central government, i.e. the FA and Senior Managers.
- Ellesmere Port second pump to on call is a disaster waiting to happen
- Much of the wording of questions in IRMP 15 Consultation Doc may be interpreted as having a bias to confirm the changes proposed. The cuts proposed go too far. The on-Call Model fails regularly and On Call Stations are an integral part of predictive attendance times under the IRMP15. Chester's and other wholtime Fire Appliance are consistently attending incidents that should be covered by On Call Appliances that are not available. This leaves Chester and other places further exposed. The Chief officer is unable to demonstrate that the On-Call Model is robust and fit for purpose. Therefore, how can they consider downgrading Crewe and Ellesmere Port to each have an on-call appliance to support a whole-time response? Ellesmere Port have a very high risk from commercial industries which can result in high loss of life, the fire cover under these proposals leave Ellesmere port and surrounding areas very exposed. With regard to the Community Risk Register and Comah/Cimah sites Cheshire is no longer capable of responding effectively in a timely manner. The on-call model simply does not support this requirement.

Comments referring to both Crewe and Ellesmere Port

- The local risks are far too great for any of these to have less than two whole time pumps. Chester has major life risk and heritage. Crewe has vast area of Cheshire East and Eport has seven COMAH sites listed on community risk register.
- I have read with horror the plans to downgrade the engines at Crewe and Ellesmere Port, this is not acceptable. Cheshire fire seems to be in the press every week, incidents injuries and deaths, so I believe it to be dangerous to further reduce the numbers of full time staff
- If new stations are built to replace current sites at Chester Ellesmere Port Crewe and Warrington should have a minimum of 2 whole time appliances crewed with a full-time crew of a minimum of 5 crew members 24/7
- All of these stations need full time people as they are in our biggest towns with the biggest risks, Crewe and Ellesmere Port need to engines and the reliance on part time volunteers needs to stop.
- Crewe and Ellesmere Port should have 2 full time engines
- Need updated stations they are looking tired - and Crewe and Ellesmere port should keep its two full time engines
- Crewe and Ellesmere Port should have 2 full time pumps
- Crewe and Ellesmere port must remain staffed by full time fire fighters the cuts have gone too far
- Crewe and Ellesmere Port should keep its second appliances as full time. The current response model is a farce, on call never available. You can find money to hoard in reserves, money to increase the number of group managers, money to increase the pay of senior managers, money to unbelievably pay senior managers bonuses, but cannot find the money to provide a fit for purpose fire service.
- Spend this money to benefit communities on more firemen and engines. Chester is big risk with only one engine. Crewe and the port should keep there's fully crewed 24/7
- Chester needs 2 full time pumps with its massive heritage economy and risks, and we are seeing an increase in fires in the area. Crewe has the only full-time provision at night and at weekends in the whole of Cheshire east, and Ellesmere Port has a massive industrial risk. Removing these two appliances would make it impossible to release staff to training events as these two pumps are used as standby cover to release pumps. All are major towns with high risk and call activity. The full-time response model CANNOT cope with any more

reductions in staff or appliances, we no longer feel safe at incidents, we are taking risks with not enough people on the ground, and the delay in getting support crews in attendance is now very noticeable. The on-call crews when they arrive are not experienced or competent. We often talk back on station that it is a matter of time before a fire fighter in Cheshire is killed or seriously injured.

- Chester and Warrington stations look very rated and as you have removed half the staff from these stations they must be larger than necessary. However, the loss of one engine at those stations and proposed loss in Crews and Ellesmere Port is disgraceful, particularly in light of the recent fatal fire in Chester when the fire engine from Chester was not available as it was at an emergency in Tarporley.
- Make Chester's big enough to bring the second fire engine back and house the Firefighters as well. Make Crewe's big enough to house 2 Wholetime fire engines and the required number of Firefighters. Make Ellesmere Port's big enough to house 2 Wholetime fire engines and the required number of Firefighters.
- Chester should have 2 full time pumps, the heritage and tourism are worth millions of pounds. Crewe and Elsmere port should have 2 full time pumps.
- Chester should have two whole time pumping appliances adjacent to the city centre at a location similar to St Anne Street. Ellesmere Port should continue to have two whole time pumping appliances. Crewe should continue to have two whole time pumping appliances
- Stop cutting the service and return Chester and Ellesmere Port to at least 2 pumps...
- Don't lose either second pump at Crewe or Eport. Too many varied risks across these areas. COMAH sites presenting major public risk and Crewe would be only whole-time pump in EAST of county. Also, service appears to be involved in too much peripheral activities.
- Return our missing fire engine. Do try downgrade Crewe or Ellesmere Port. Too dangerous given variety of risks. Seems the fire service ice are getting involved in all sorts, much of it not related. Re- focus on what you were once good at.
- There seems a preoccupation with achieving recognition in a whole raft of outside activities. You're losing sight of your core responsibilities. Chester is at Serious risk and Crew and E'Port are about to go same way.
- The document is worded towards confirming the changes proposed. The cuts go too far. The on-call model fails regularly and on call stations are an integral part of predictive attendance times under IRMP15. Chester is too exposed. They are attending incidents that should be covered by on call appliances that are no longer available. The on-call model is not demonstrably fit for purpose. How therefore can Crewe and Ellesmere Port be downgraded to on call appliance to support a whole-time response. Ellesmere Port is a high-risk area due to industries in the area. There is potential for huge losses, so proposals leave this area highly exposed.
- Why has there not been any questions regarding the proposal to downgrade Crewe and Ellesmere Ports second engine to on call? Surely something as important as this deserves some feedback from Cheshire residents.
- I have heard that you are trying to downgrade another two stations Ellesmere and Crewe but spend money on stations, so on one hand you have no money but the other hand has excess, so I would find an increase for properties hard to take but for more firefighters a lot easier
- Cardiac response should only be considered when the firefighters responding are given a decent pay rise to help them with the cost of living. Crewe's second fire engine should stay as a wholetime appliance otherwise at certain points you could have 1 fire engine covering a large area and second pump response to life risk incidents being delayed. This is the same as Ellesmere Ports second appliance.
- Return Chester's fire engine. Big population and heritage which supports economy. Crewe and Eport should keep second pumps whole time. Port has Cloudburst risks and Crewe has large area of EAST to cover with just one wt pump. Concentrate on your critical duties and not all the fancy incidental stuff.
- Return to basic values. Chester must have pump returned. The proposals for Eport and Crewe should be scrapped. Cheshire East is too big an area for just one 24/7 pump. Eport has number of COMAH SITES REQUIRING 4 PUMPS IMMEDIATELY. Chester has vast heritage risk which supports the economy
- The on-call system is failing. Crewe and eport need to keep two full time engines. Chester must have second returned. Too much risk each area. Lives and property will be lost.

COMAH sites. Heritage properties. Service involved in too many outside issues. Need to re-focus.

- Chester warrants it's second pump returning. Major life and heritage risk. Eport should keep second full time pump COMAH risks. Crewe needs two full time pumps as this station supports many on call stations across a wide area. If reduced to on call there will be only one full time engine in the whole of Cheshire East at night. Not safe.
- Chester has major heritage and life risk. Return the other Fire engine. Meanwhile the second pumps at Crewe and Ellesmere Port should remain full time 24/7. The Port has many COMAH sites with major potential serious incidents. Crewe is surrounded by part-time stations and has a responsibility to regularly support the services. Keep both full-time pumps not on call. Across the county the on-call system is far too unreliable.
- Chester should have its second pump returned. Crewe and Eport must maintain second pumps full time. Should these cuts continue don't be surprised should there be major loss of property and loss of life in these areas. Also, it appears that the service nationally has lost sight of its primary purpose by trying to be involved
- Concentrate on core duties. Too much peripheral stuff going on. Bad move suggesting FRS props up underfunded ambulance service. Chester should have second part returned. Crewe and Ellesmere Port should keep second whole time pumps. Serious consequences in all these areas if plans go through. Chester heritage6
- County wide increase whole time pumps. The on-call system is not working. CREWE AND EPORT SHOULD HOLD ON TO SECOND PUMPS CREWED WHOLE TIME 24/7 CHESTER SHOULD GET IT'S SECOND PUMP BACK. In these three instances a disaster is not far away if these changes are passed and continue
- Return pump to Chester. Keep second pumps at Crewe and EPORT. THERE IS A SERIOUS RISK in each of these areas for a major embarrassment! What about COMAH sites and City heritage? Not to mention life risk.
- Keep second pumps at Crewe and eport. Too much risk of varying sorts in these areas. Return the other Fire engine to Chester. Collectively the loss of each of these could be disastrous! Concentrate on your core responsibilities. Too much incidental involvement which detracts from critical matters.
- Propping up the ambulance service is not a forward step. Please concentrate on what you used to be good at: putting out fires and rescuing people. Chester needs it's second engine returning. Crewe and E'Port cannot afford to have theirs downgraded. We have a disaster just around the corner. Please listen.
- I feel very exposed now that I know Chester has but one fire engine. I live South of the river and the backup has a long distance to travel, bring back our fire engine. Crewe and Ellesmere Port are also threatened. This is a disaster waiting to happen with the refinery and chemical works
- Return Chester's second fire engine. Areas south of the river are at most risk. Don't let Crewe and Ellesmere Port go same way by losing second fully staffed pump to on call. More consideration should be given to chemical sites in area in case of major leaks/ fires. Service appears to have lost its way and is too involved with peripheral matters which seemingly carry kudos.
- Concentrate your efforts on the delivery of an improved level of fire cover. too many sideshows going on. Chester one pump?? Eport second to on call?? Crewe second to on call?? This last one would be the only fully crewed engine in CHESHIRE EAST. STILL THINK CHESHIRE IS SAFER??
- Chester having one engine is a disaster in the making. Crewe and eport are about to be equally vulnerable. Why are we propping up an underfunded ambulance service? Have you seriously considered the COMAH risks in Ellesmere Port area?
- the loss of the second engine from Chester along with the proposal for Ellesmere Port to have its second downgraded would appear to be a dangerous step with particular regard to the number of COMAH sites in the area. Likewise, if Crewe should lose its second engine to similar changes it could leave the whole of Cheshire East to one fully staffed 24/7 pump. Cuts have gone too far.
- I'm concerned at your proposals to do ambulance work. This shows a lack of appreciation of just how qualified ambulance personnel are. At just one step down from a doctor I'd much sooner have them attend me than a firefighter who with the best intentions is less qualified. Return Chester's 2nd fire engine and keep CREWE and E'PORT fully staffed 24/7

- No cuts for Crewe or Eport. Return Chester's second fire engine. Focus on basic responsibilities and not the peripheral stuff that seems to have taken over.
- Fire services should not be used to prop up underfunded ambulance services. Return Chester's fire engine and don't downgrade Crewe and E'Port.
- Return Chester's other Fire pump. We feel vulnerable. Don't lose second engines at Port and Crewe. this is dangerous.
- Be more aware of you core responsibilities rather than seeking credit for peripheral activities which flatter to deceive! Chester is vulnerable Crewe and the port are about to become so. This madness has gone too far. Listen to common sense and along with all other frs stand up to central government.
- Chester is extremely vulnerable. Ellesmere Port is too big a risk to lose its second pump. Crewe is too big and area in the EAST to have just one engine 24/7. Stop attempting to prop up a severely underfunded ambulance service.
- My concerns are that Chester has been left severely exposed and Crewe and ellesmere port read about to suffer the same fate.
- I'm totally bemused that Chester has lost a fire engine with the size of population, students etc. The city heritage is worth many millions to the economy. One significant fire would be catastrophic to this economy. Ellesmere port second pump to on call?? What about CIMA sites. Crewe second pump on call?? Leaving only one whole time pump in whole of EAST at night. Need to rethink all of these.
- Too many cuts. You've gone too far. return Chester's second pump. Don't downgrade Crewe and Ellesmere Port. The potential losses are too horrendous to imagine. Stop trying to do ambulance work. Yes, they are under resourced but your skills are being diluted.

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CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: CHIEF FIRE OFFICER AND CHIEF EXECUTIVE
AUTHOR: GRAEME WORRALL

SUBJECT: FIRE AND RESCUE NATIONAL FRAMEWORK
FOR ENGLAND – CONSULTATION RESPONSE

Purpose of Report

1. This report provides an outline of the Government's consultation on a revised Fire and Rescue National Framework for England and seeks Members' approval to submit the proposed response attached within Appendix 1 to this report.

Recommended: That

- [1] subject to Members' comments, the consultation response be approved for submission.

Background

2. The Fire and Rescue Services Act 2004 introduced a requirement for the Secretary of State to produce a Fire and Rescue National Framework for England (the Framework) which sets priorities and objectives for fire and rescue authorities (FRAs) in England in connection with the discharge of their functions.
3. The Act also requires the Secretary of State to keep the Framework under review and revise it if necessary, with significant revisions subject to consultation.

Information

4. There are several new or revised sections to the draft Framework, reflecting updates to practices and national issues since the original drafting of the 2012 Framework. This section of the report will outline the content of the draft Framework, a copy of which is attached at Appendix 2.
5. The section titled 'Delivery of Core Functions' focuses on requirements relating to prevention, protection and emergency response activity. The draft Framework outlines an expectation that prevention and protection activities will be targeted at those at risk. There is also an expectation that FRAs will make use of partnership working to support efforts to reduce risk. The importance of effective training to deal with people with complex needs and vulnerabilities, as well as ensuring appropriate safeguarding arrangements, are also referenced.

6. Requirements regarding operational response are provided in paragraphs 2.9 to 2.11 and include the ability to enter into mutual aid agreements where practicable and ensuring effective business continuity arrangements are in place, which should not be developed on the basis of armed forces assistance being available. The Framework also sets out requirements regarding the publication of Integrated Risk Management Plans.
7. A new section has been included regarding the establishment of Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), reflecting the introduction of a new independent inspection regime. This section outlines requirements upon FRAs to cooperate with the inspectorate and give due regard to reports and recommendations made by HMICFRS. The protocol for statutory intervention, if deemed necessary, is also outlined.
8. The range of existing governance models are highlighted in section 4. Specific reference is made to Police and Crime Commissioner (PCC) governance models, alongside particular requirements placed upon a PCC FRA.
9. Particular reference has been made within the draft Framework to achieving value for money, including regular review to ensure that a FRA's fire and rescue service has a workforce commensurate with the risk it faces. There is also a requirement on FRAs to establish a policy on reserves, showing information for at least two years ahead and how reserves contribute to a FRA's medium term financial plan. Such information should be published in an understandable format and contain specific details as outlined in the Framework.
10. Regarding commercial transformation, the Framework states that FRAs must demonstrate and support commercial transformation programmes where appropriate. Such programmes could include aggregating procurement activity and standardising particular requirements for goods and services.
11. The Framework incorporates the statutory duty to collaborate as introduced in the Policing and Crime Act 2017 and outlines an expectation that, while subject to local determination, opportunities to collaborate should be considered. The Framework specifies that FRAs must work with each other to deliver intraoperability (between FRAs) and interoperability (with other responders). It also notes that FRAs should engage with national research and development programmes and that such activity should enable the sharing of good practice.
12. This Framework also introduces the power to trade and make a profit, providing such activities are undertaken through a trading company and that certain requirements are considered such as competition law and State Aid implications.
13. New provisions are detailed regarding workforce issues; notably a requirement for FRAs to have in place a People Strategy (and what this should cover); to implement the suite of professional standards once finalised; to comply with fitness principles contained within the Framework (carried over from the current version) and strict principles relating to the re-appointment of senior officers.

14. In regards to national resilience, the Framework outlines a requirement that all FRA's risk assessments analyse any gaps between their existing capability and that required to ensure national resilience. The strategic leadership role of the NFCC to maintain the readiness of national resilience assets is also detailed. The Framework places a requirement upon FRAs to engage with and support the National Coordination and Advisory Framework (NCAF) and the NFCCs role.
15. Additional specific mention has been made in relation to responding to marauding firearms terrorist attacks (MTFA) and for those FRAs with such capability, robust business continuity arrangements should be put in place to ensure their availability.
16. As with the current Framework, the duration of the draft Framework is open ended.

Financial Implications

17. Requirements and expectations regarding financial matters are outlined within the draft Framework.

Legal Implications

18. The Authority has a statutory duty to have regard to the National Framework under the Fire and Rescue Services Act 2004.

Equality and Diversity Implications

19. Requirements and expectations regarding equality and diversity are outlined within the draft Framework.

Environmental Implications

20. None

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**BACKGROUND PAPERS: FIRE AND RESCUE NATIONAL FRAMEWORK FOR
ENGLAND – GOVERNMENT CONSULTATION**

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Draft Fire and Rescue National Framework for England 2018

Cheshire Fire Authority Consultation Response

Cheshire Fire Authority welcomes the opportunity to comment upon the draft of the revised National Framework. It welcomes the fact that the Minister has emphasised the importance of community protection and prevention work and the difference that fire and rescue staff can make to wider community health, safety and wellbeing issues.

This work has made a significant impact on reducing the number of fires and has enabled Authorities to work with partners to deliver improved outcomes for local people; not just in relation to fire but in other areas as well, as seen in Cheshire through the delivery of Safe and Well visits whereby firefighters and advocates provide health information to residents.

As referenced within the Minister's foreword, the landscape of fire and rescue continues to undergo considerable change and it appears prudent to produce a revised Framework which refers to new developments such as the formation of Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), the development of the National Fire Chiefs Council (NFCC) and the wider reform agenda.

Delivery of Core Functions

The reference to targeting prevention and protection activities within this section are appropriate, as effective targeting can ensure resources are used efficiently and effectively towards addressing those most at risk. FRAs already undertake innovative work in collaboration with partner agencies to improve outcomes for their communities. Regarding the expectation on FRAs to work closely with other organisations, it would be beneficial to highlight any reciprocal expectations upon other services to undertake similar risk reduction initiatives.

Specifically regarding risk based inspection programmes for enforcing compliance with the provisions of the Regulatory Reform (Fire Safety) Order 2005, current usage of the CFOA risk based inspection programme is embedded when undertaking audit and data collection procedures. Further clarification on how local risk-based inspection programmes would sit alongside existing methodology and national approaches to targeting would be beneficial.

In addition, the draft Framework does not refer to FRAs working with businesses to provide support in complying with fire safety legislation. Instead paragraph 2.3 only refers to a broader promotion of fire safety. Nor is there reference to the Primary Authority Scheme, within which FRAs are engaging in order to provide a efficient and standardised approach to fire safety for the businesses they partner with.

Inspection, Accountability and Assurance

It is helpful that the role of independent inspection by HMICFRS is outlined in relation to assurance and improvement. It is welcome that the Framework commits the Home Office and HMICFRS to work together to align data requirements.

The accountability requirements as outlined in section 3.12 are already embedded within Cheshire through existing structures such as Committee system, integrated risk management planning and consultation cycles.

Governance

With the development of the role of Police and Crime Commissioners (PCCs) and directly elected Mayors, there are now several different governance models regarding fire and rescue. It is welcome that requirements relating to PCC FRAs are referenced within the Framework, however it may be beneficial to also consider particular governance requirements relating to other models where appropriate, including mayoral models.

Integrated risk management planning is an established methodology utilised by FRAs and requirements relating to such activity are outlined within section 1 of the draft Framework. It is unclear how the production of a fire and rescue plan and fire and rescue statement by PCC FRAs will dovetail with the requirement to produce an IRMP, without creating unnecessary duplication.

The recognition of the professional role of the NFCC in the provision of sector-led leadership and advice and support to local and central government is welcome.

Achieving Value for Money

The Authority makes a determination on the level of general reserve held based on local corporate and operational risks. Indeed, the Authority undertakes a regular programme of robust internal and external audit across its business functions to be assured of the delivery of economy, efficiency and effectiveness in its use of resources. The use of reserves is a key part of the Authority's medium term financial planning to address particular risks and spending priorities. It would be helpful if this section of the Framework provided reflection of the local variation in risks and other factors that contribute towards a determination on an appropriate level of general reserve.

The commitment to local discretion and determination regarding the duty to collaborate with emergency services partners is welcomed, as it is of course the local FRA and partners who are best placed to consider and put in place collaborative arrangements to benefit the local community.

Reference to collaboration in respect of intraoperability and interoperability appear largely unchanged from the previous Framework, with the exception of updates to reflect Lead Authority governance structures and Joint Emergency Services Interoperability Principles (JESIP). However, it may be more appropriate to include this within the 'National Resilience' aspect of the Framework, rather than the 'Value For Money' section.

The expectation that FRAs engage with national research and development programmes is noted, though this should not discount work undertaken at local and regional levels both between FRAs and indeed with other partner agencies or bodies.

It is helpful that there is an expectation that emerging good practice should be shared in order to develop sector learning.

Workforce

The proposed content within the requirement to put in place a people strategy addresses a number of significant workforce reform issues that, if approached effectively can lead to a positive transformation of the fire and rescue sector nationally. However, given the scope of the content referenced, it is possible that several issues would go beyond a narrow definition of a single people strategy and may instead be found in a suite of strategic documents and frameworks.

The Framework highlights that the policy of establishing a professional standards body is under development and an announcement likely to be made before the publication of the final Framework. It would be beneficial to understand whether any element of the standards will be included in the Framework or a subsequent appendix once finalised.

National Resilience

Regarding gap analysis of national resilience capabilities, the previous Framework referenced that where there is a gap that needs to be filled, if necessary - and where appropriate - this will involve funding of new national resilience capabilities, in line with the new burdens doctrine. Though the Framework outlines steps which may be taken to address such gaps, greater clarity on the funding of any gaps which do remain would be beneficial.

Intervention Protocol (Annex A)

The inclusion of an intervention protocol is helpful in understanding the role of HMICFRS and the sector as a whole in driving performance and in addressing instances where this falls below acceptable standards. Reference to the importance of sector-led support, assistance and improvement are welcome, as is the statement that the use of the power of intervention is seen as a last resort. The protocol strikes the right tone in placing responsibility for support with the sector and the political and professional leadership of the particular fire authority.

Other comments

It is welcome that the Minister has committed to update the new National Framework as required to ensure that recommendations from the Hackitt Review and the wider Public Inquiry into the Grenfell Tower fire can be captured and reflected.

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Home Office

Fire and Rescue National Framework for England

Government consultation

This consultation begins on 27 December 2017

This consultation ends on 14 February 2018

About this consultation

- To:** Fire and rescue authorities and fire and rescue representative bodies
- Duration:** From 27/12/2017 to 14 February 2018
- Enquiries (including requests for the paper in an alternative format) to:** Alan Turnbull
Home Office
6th Floor, Fry Building, 2 Marsham Street, London, SW1P 4DF
Tel: 0207 035 3558
Email: FRSComms@homeoffice.gsi.gov.uk
- How to respond:** You can submit your responses to the consultation by using the online form on gov.uk
- or in hard copy, by 14 February 2018 to:
Harinder Sahota
Home Office
6th Floor, Fry Building, 2 Marsham Street, London, SW1P 4DF
Tel: 0207 035 3478
Email: FRSComms@homeoffice.gsi.gov.uk
- Response paper:** A response to this consultation exercise is due to be published by spring 2018 on gov.uk.

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Foreword

Fire and rescue services play a crucial role in making our communities safer, whether it be preventing and protecting people from fire and other risks, or responding swiftly and effectively to the incidents and emergencies that occur. Over the past decade we have witnessed a significant decrease in the number of fires which suggests that we are, as a society, becoming safer than ever from the risk and consequences of fire. In part this must be a testament to the successful fire prevention and protection work that fire and rescue services deliver day in, day out, up and down the country.

Nevertheless, the awful tragedy at Grenfell Tower provided a stark and terrible reminder that we can never afford to become complacent. We must continue to work hard to keep people – especially those whose vulnerability to fire is increased by age, infirmity, mental health, domestic violence or any of the other complex issues some of us are living with – as safe from fire and associated risks as possible. In many cases, this means engaging effectively with other agencies to work together to better protect and improve the outcomes for these individuals.

The past decade has also seen fire and rescue services respond to an ever growing number of non-fire incidents. Collaboration should be at the heart of how services operate so that services can work with, or on behalf of, local providers, to deliver a range of public safety activity to protect their local communities where it is in the interests of efficiency and effectiveness for them to do so.

In 2016, the Home Office outlined an ambitious programme of reform which it is delivering with the fire and rescue sector. This revised National Framework seeks to embed these reforms, which include:

- transforming local governance of fire and rescue by enabling mayors and police and crime commissioners to take on responsibility for fire and rescue services where a local case is made;
- establishing Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) as an independent inspection regime for fire and rescue authorities;
- developing a comprehensive set of professional standards to drive sector improvement;
- supporting services to transform commercially with more efficient procurement and collaboration;
- increasing the transparency of services with the publication of greater performance data and the creation of a new national fire website; and -
- driving forward an ambitious programme for workforce reform including through enhancing: professionalism; management and leadership; training and

development; equality and diversity; improved culture; and options for flexible working.

As part of this reform programme, the fire landscape is changing with the formation of the National Fire Chiefs Council; an independent inspectorate (HMICFRS); and a professional standards body. The revised framework outlines the roles and responsibilities of these bodies and sets expectations for how services should work with them.

It is against this background that the Government launches this revised National Framework for consultation. The National Framework will continue to provide an overall strategic direction to fire and rescue authorities, but Whitehall will not run fire and fire and rescue services remain free to operate in a way that enables the most efficient and effective delivery of their services, drawing upon their considerable skills and experience to best reduce the risks from fire. Ultimately, it is to local communities, not Government, that fire and rescue authorities are accountable.

Finally, it is vital that we learn the lessons from Grenfell. I very much welcome the publication of Dame Judith Hackitt's interim report setting out a comprehensive analysis of the current system of building regulations and fire safety and recommendations for how it can be improved. It is clear there is a need for reform across the system and that we need a new intelligent system of regulation and enforcement which encourages everyone to do the right thing and which holds those who cut corners to account. The scale of the change that her report calls for cannot be delivered by government alone so we will work closely with Dame Judith and other partners – including the National Fire Chiefs Council and fire and rescue services - during the next phase of the review, identifying the changes that need to be made to the system. We will update the National Framework as required to ensure that the learning and recommendations from this Review, as well as those from the wider Grenfell Tower Inquiry, are captured and reflected.

In the meantime, we acknowledge the vital work that local fire and rescue services, and the NFCC, as a member of the Expert Panel, are doing to ensure that building owners are taking all the necessary steps to ensure those living in high rise buildings are safe and feel safe to remain in their homes.

I look forward to receiving consultation responses on the revised National Framework.



R thon Nick Hurd MP

Minister for Policing and the Fire Service

Executive summary

1. Section 21 of the Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework which sets priorities and objectives for fire and rescue authorities (FRAs) in England in connection with the discharge of their functions. FRAs have a statutory duty to have regard to the Framework. The 2004 Act requires the Secretary of State to keep the Framework under review and revise it if needed with significant revisions subject to statutory consultation with representatives of fire and rescue authorities and their employees.
2. The National Framework was last updated in 2012 and changes are needed which warrant a full revision of it at this time to embed the fire reform programme such as the creation of a new inspectorate for fire and rescue services and the creation of the National Fire Chiefs Council. The Framework also reflects the provisions in the Policing and Crime Act 2017 on emergency services collaboration and changes to fire and rescue governance.
3. We have sought the views of an external working group in drafting this framework including the LGA and their elected members; the National Fire Chiefs Council; and HMICFRS.
4. We propose the priorities and objectives for FRAs as set by the Framework to be:
 - identify and assess the full range of foreseeable fire and rescue related risks their areas face;
 - make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents;
 - collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of service provision;
 - be accountable to communities for the service they provide; and
 - develop and maintain a workforce that is resilient, skilled, flexible and diverse.
5. Within the Workforce chapter (chapter 6) of the draft National Framework, the section on 're-engagement of senior officers post-retirement' has been the subject of an earlier, separate consultation. The Government's response to that consultation is published separately. The draft National Framework includes the proposed wording following that consultation and no more changes to that section are planned following this consultation process.

6. Annex A of the draft National Framework contains a revised 'Protocol on Central Government Intervention Action for Fire and Rescue Authorities'. Section 23 of the Fire and Rescue Services Act 2004 requires that an intervention protocol be prepared, and for the Secretary of State to have regard to it in the exercise of their power of intervention. Revisions to the protocol are required to be consulted on and so comments are invited on this document.

7. Subject to the outcome of the public consultation and parliamentary time allowing, the Government intends for the new National Framework to come into effect in April 2018 to coincide with the commencement of fire inspection. The existing Framework – brought into effect in 2012 - remains valid until it is replaced. The outputs from the Grenfell Tower Inquiry and the Independent Review of Building Regulations and Fire Safety will be considered on an ongoing basis and further changes may be made to the Framework as required. Any such changes will be subject to a separate consultation.

Introduction

This paper sets out for consultation the revised Fire and Rescue National Framework for England and also for the revised 'Protocol on Central Government Intervention Action for Fire and Rescue Authorities'. The consultation is aimed at fire and rescue authorities in England and their staff, as well as fire and rescue representative bodies.

The proposals are unlikely to lead to additional costs or savings for businesses, charities or the voluntary sector, or on the public sector.

Copies of the consultation paper are being sent to:

Chiefs and Chairs of all Fire and Rescue Authorities in England

Local Government Association

National Fire Chiefs Council

Association of Principal Fire Officers

Fire Brigades Union

Fire Officers' Association

Retained Firefighters' Union

Association of Police and Crime Commissioners

However, this list is not meant to be exhaustive or exclusive and responses are welcomed from anyone with an interest in, or views on, the subject covered by this paper.

Draft Fire and Rescue National Framework for England

1. INTRODUCTION

Powers

1.1 Under section 21 of the Fire and Rescue Services Act 2004 (“the 2004 Act”), the Secretary of State must prepare a Fire and Rescue National Framework.

The Framework:

- a) must set out priorities and objectives for fire and rescue authorities in connection with the discharge of their functions;
- b) may contain guidance to fire and rescue authorities in connection with the discharge of any of their functions; and
- c) may contain any other matter relating to fire and rescue authorities or their functions that the Secretary of State considers appropriate.

1.2 In setting out priorities and objectives for fire and rescue authorities in England, the requirements are best calculated to promote public safety and the economy, efficiency and effectiveness of fire and rescue authorities. The Framework sets out high level expectations; it does not prescribe operational matters which are best determined locally by fire and rescue authorities and their staff.

1.3 In preparing the Framework, the Secretary of State is required to consult fire and rescue authorities or their representatives; persons representing employees of fire and rescue authorities; and any other persons they consider appropriate.

1.4 Every fire and rescue authority must have regard to the Framework in carrying out their functions. Every authority must publish an annual statement of assurance of compliance with the Framework (see Chapter 3).

1.5 Fire and rescue authorities function within a long-established statutory and policy framework. This document does not repeat all the duties placed on them in connection with the discharge of their functions, or more generally as a public service provider and employer.

1.6 The term ‘fire and rescue authority’ in this Framework applies to every fire and rescue authority in England unless otherwise stated.

Priorities

- 1.7 The priorities in this Framework are for fire and rescue authorities to:
- identify and assess the full range of foreseeable fire and rescue related risks their areas face;
 - make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents;
 - collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of service provision;

- be accountable to communities for the service they provide; and
- develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse.

2. DELIVERY OF CORE FUNCTIONS

Identify and assess

- 2.1 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. Regard must be had to Community Risk Registers produced by Local Resilience Forums and any other local risk analyses as appropriate.
- 2.2 Fire and rescue authorities must put in place arrangements to prevent and mitigate these risks, either through adjusting existing provision, effective collaboration and partnership working, or building new capability. Fire and rescue authorities should work through the Strategic Resilience Board where appropriate when determining what arrangements to put in place.

Prevent and protect

- 2.3 Prevention is always better than cure. Fire and rescue authorities must make provision for promoting fire safety, including fire prevention, and have a locally determined risk-based inspection programme in place for enforcing compliance with the provisions of the Regulatory Reform (Fire Safety) Order 2005 in premises to which it applies.
- 2.4 We expect fire and rescue authorities to target their fire safety, prevention and protection resources on: those individuals or households who are at greatest risk from fire in the home; those most likely to engage in arson or deliberate fire setting; and on those non-domestic premises where the life safety risk is the greatest.
- 2.5 To identify those at greatest risk from fire, we expect fire and rescue authorities to work closely with other organisations in the public and voluntary sector, as well as with the police and ambulance services. Wherever appropriate, we expect fire and rescue services to develop partnerships to support risk reduction services to those identified as vulnerable, including from exploitation or abuse, and wherever possible to share intelligence and relevant risk data.
- 2.6 In many cases, fire and rescue prevention and protection staff will be in a position to identify individuals' wider vulnerabilities and exposure to risks beyond fire. By working closely and collaboratively with other public and voluntary sector organisations – both nationally through the National Fire Chiefs Council and through local arrangements - we recognise fire and rescue authorities can make an important contribution to increasing the effectiveness and efficiency of public services and alleviating pressures on local response resources. However, this should not be at the expense of their core fire functions.
- 2.7 Given the wide range of roles that fire and rescue personnel undertake, including with people with complex needs and vulnerabilities, fire and rescue authorities will need to ensure that all their staff in public-facing roles have the necessary skills and training to meet such demands. They also should have appropriate safeguarding arrangements in place to provide the public with the reassurance and confidence that they have every right to expect.

2.8 In all their prevention and protection activities, fire and rescue authorities should robustly evaluate the impact of their activities to ensure that they only pursue those which can be demonstrated to impact effectively and cost-efficiently on risk reduction within their communities. Fire and rescue authorities should share details of their successful interventions (and, importantly, those less successful interventions) to support each other to understand and build on what works best and what is most cost-effective.

Respond

2.9 Fire and rescue authorities must make provision to respond to incidents such as fires, road traffic collisions and other emergencies within their area and in other areas in line with their mutual aid agreements.

2.10 Fire and rescue authorities can enter into reinforcement schemes, or mutual aid agreements, with other fire and rescue authorities for securing mutual assistance, so far as practicable.

2.11 Fire and rescue authorities must have effective business continuity arrangements in place in accordance with their duties under the Civil Contingencies Act 2004. These arrangements must be able to meet the full range of service delivery risks and national resilience duties and commitments that they face. Business continuity plans should not be developed on the basis of armed forces assistance being available.

Integrated Risk Management Plan

2.12 To establish how it aims to deliver its core functions to effectively prevent and mitigate the fire and rescue related risks facing their communities, each fire and rescue authority must produce an integrated risk management plan. Each plan must:

- reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority;
- demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a cost effective way;
- evaluation of service delivery outcomes including the allocation of resources, for the mitigation of those risks;
- set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat;
- cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework;
- reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- be easily accessible and publicly available.

3. INSPECTION, ACCOUNTABILITY AND ASSURANCE

Inspection

- 3.1 Independent inspection of fire and rescue authorities in England – and the fire and rescue service they oversee - is delivered by Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS). The chief fire and rescue inspector and inspectors of fire and rescue authorities in England have powers of inspection given to them by the Fire and Rescue Services Act 2004, as amended by the Policing and Crime Act 2017.
- 3.2 The inspectorate will provide a crucial assurance function to consider how effective and efficient fire and rescue authorities are, how well they manage their people and whether they are fulfilling their statutory obligations. The inspectorate will also highlight good practice and identify areas where improvement is needed so that remedial or constructive action can be taken.
- 3.3 The Policing and Crime Act 2017 requires the chief fire and rescue inspector for England to publish an inspection programme setting out what inspections of fire and rescue authorities in England they propose to carry out, and an inspection framework setting out the manner in which inspections will be carried out, including the matters that will be inspected. The inspection framework and programme applies to every fire and rescue authority in England. The 2017 Act also requires the chief fire and rescue inspector for England to submit an annual report to the Secretary of State providing an assessment of the efficiency and effectiveness of fire and rescue authorities in England for the period in respect of which the report is prepared.
- 3.4 All fire and rescue authorities must cooperate with the inspectorate and its inspectors to enable them to deliver their statutory function. This includes providing relevant data and information to inform inspections. The Home Office and HMICFRS will work together to align data and information collections where possible to avoid duplication.
- 3.5 Fire and rescue authorities should give due regard to reports and recommendations made by HMICFRS and - if needed - prepare, update and regularly publish an action plan (including any such plans arising from peer reviews and self-assessments) detailing how the recommendations are being actioned. When forming an action plan, the fire and rescue authority could seek advice and support from other organisations, for example, the National Fire Chiefs Council and the Local Government Association.

Intervention

- 3.6 Section 22 of the Fire and Rescue Services Act 2004 gives powers to the Secretary of State to intervene should a fire and rescue authority fail, or is likely to fail, to act in accordance with this Framework. The Secretary of State is required to prepare a protocol about the exercise of these powers and to have regard to it when exercising the section 22 powers. The intervention protocol for these powers is attached at Annex A.
- 3.7 The 2004 Act allows the Secretary of State, by order, to require the fire and rescue authority to do something; to stop doing something; or not to do something in order to ensure the fire and rescue authority acts in accordance with this Framework. An order could be made if the Secretary of State considers it would promote public safety, the

economy, efficiency and effectiveness of the relevant fire and rescue authority. Before any such order is made the Secretary of State must give the authority an opportunity to make representations about the order proposed.

- 3.8 Use of this power is a last resort and intervention would only be considered if there was clear evidence that an authority was failing to act in accordance with the Framework, and that the failure was sufficiently serious as to warrant Government intervention. The expectation is that the fire and rescue authority should put in place processes to overcome any concerns, seeking sector-led support as appropriate.
- 3.9 The Secretary of State also has other powers of intervention (for example, under section 15 of the Local Government Act 1999) but the Protocol on Central Government Intervention Action for Fire and Rescue Authorities at Annex A relates solely to ensuring fire and rescue authorities act in accordance with the National Framework.

Accountability

- 3.10 Fire and rescue authorities are expected to have governance and accountability arrangements in place covering issues such as financial management and transparency, complaints and discipline arrangements, and compliance with the seven principles of public life.¹
- 3.11 Each fire and rescue authority must hold the individual who has responsibility for managing the fire and rescue service – in most cases the Chief Fire Officer - to account for the delivery of the fire and rescue service and the functions of persons under their direction and control. In London, the Mayor of London must hold the London Fire Commissioner, as fire and rescue authority for Greater London, to account for the exercise of the Commissioner's functions.
- 3.12 In demonstrating their accountability to communities for the service they provide, fire and rescue authorities need to:
- be transparent and accountable to their communities for their decisions and actions;
 - provide the opportunity for communities to help to plan their local service through effective consultation and involvement; and
 - have scrutiny arrangements in place that reflect the high standard communities expect for an important public safety service.

Assurance and scrutiny

- 3.13 Fire and rescue authorities must provide assurance to their communities and to government on financial, governance and operational matters and show how they have had due regard to their priorities and expectations set out in their integrated risk management plan and the requirements included in this Framework.

¹ Selflessness; Integrity; Objectivity; Accountability; Openness; Honesty; and Leadership

- 3.14 Fire and rescue authorities must publish an annual statement of assurance, which in the case of PCC fire and rescue authorities (PCC FRA), will be subject to scrutiny by the Police, Fire and Crime Panel (PFCCP). These statements may also be considered by the inspectorate as part of their work.
- 3.15 PFCCPs will perform a scrutiny function, providing both support and challenge to the Police, Fire and Crime Commissioner (PFCC) on the exercise of their functions, acting as a critical friend. The powers, responsibilities and membership requirements of PFCCPs are set out in the Police Reform and Social Responsibility Act 2011.

Transparency

- 3.16 Each fire and rescue authority must comply with their statutory transparency requirements. The nature of the requirements is dependent on the legal basis of the authority; for example, combined fire and rescue authorities would be subject to the Local Authority Transparency Code 2015 while PCC FRAs must comply with requirements under section 11 of the Police Reform and Social Responsibility Act 2011 and the Elected Local Policing Bodies (Specified Information) Order 2011. All fire and rescue authorities should therefore publish certain information, including: senior salaries, register of interests, staffing, income and expenditure, property, rights and liabilities, and decisions of significant public interest. Fire and rescue authorities must make their communities aware of how they can access data and information on their performance.
- 3.17 Furthermore, section 26 of the Fire and Rescue Services Act 2004 states that a fire and rescue authority must:
- a) submit to the Secretary of State any reports and returns that are required; and
 - b) give the Secretary of State any information with respect to its functions that are required.
- 3.18 Specifically, fire and rescue authorities have a responsibility to provide regular data to the Home Office as stipulated by the DCLG Single Data List process. The data supplied are the source for the official and national statistics published by the Home Office and are used for the purposes of policy development across a range of organisations including Government as well as providing a publicly available national overview of activity by fire and rescue services.

4. GOVERNANCE

- 4.1 Fire and rescue authorities operate with a range of different locally determined governance arrangements including an individual – either a police, fire and crime commissioner or a mayor – having sole responsibility for being the fire and rescue authority for an area. Where police and crime commissioners - and mayors - wish to develop a local proposal with options to take on governance responsibility for fire and rescue in their area, fire and rescue authorities must provide the police and crime commissioner with such information that they reasonably require for the purposes of developing a proposal for the Secretary of State to consider.
- 4.2 The Secretary of State can only give effect to such a fire governance proposal where, in her view, it appears to be in the interests of economy, efficiency and effectiveness, or in the interests of public safety. The Secretary of State cannot give effect to a proposal if, in her view, it would have an adverse effect on public safety.
- 4.3 Each fire and rescue authority has a statutory duty to ensure provision of their core functions as required by the Fire and Rescue Services Act 2004 and, for example, take strategic decisions and hold their chief fire officer to account.
- 4.4 The exception is in London, where the Policing and Crime Act 2017 reforms the governance of fire and rescue in London by abolishing the London Fire and Emergency Planning Authority and creating the London Fire Commissioner as a corporation sole being the fire and rescue authority. The Mayor of London has overall responsibility for setting the strategic direction of the fire and rescue authority in London, appointing the London Fire Commissioner (subject to a confirmation hearing), holding the Commissioner to account and setting the budget for the Commissioner.
- 4.5 The London Fire Commissioner is responsible for ensuring fire and rescue services in London are efficient and effective and prepares the integrated risk management plan for approval by the Mayor.

Managing the fire and rescue service/Chief Fire Officer

- 4.6 Each fire and rescue authority will appoint an individual - a Chief Fire Officer - who has responsibility for managing the fire and rescue service. This includes managing the personnel, services and equipment secured by the fire and rescue authority for the purposes of carrying out functions conferred on it by the Fire and Rescue Services Act 2004, Civil Contingencies Act 2004, and other enactments. The Chief Fire Officer must, in exercising their functions, have regard to the fire and rescue authority's integrated risk management plan.
- 4.7 The fire and rescue authority should give due regard to the professional advice of the chief fire officer when making decisions affecting the operation of their fire and rescue service.

Plans to be prepared by PCC fire and rescue authorities

- 4.8 Where a police and crime commissioner takes on the functions and duties of a fire and rescue authority they will be known as the police, fire and crime commissioner (PFCC). The PFCC must prepare and publish the documents set out below:

A fire and rescue plan: the plan should set out the strategic vision, priorities and objectives for the fire and rescue service over the period of the document in connection with the discharge of the fire and rescue authority's functions. The plan is subject to scrutiny by the Police, Fire and Crime Panel (in the same way they scrutinise the PCC's police and crime plan). In developing this plan, the PFCC must make arrangements for obtaining the view of the community, as they currently do in preparing their police and crime plan.

A fire and rescue statement: the statement should outline the way in which the authority has had regard - in the period covered by the document - to this National Framework and to any fire and rescue plan prepared by the authority for that period. This is subject to scrutiny by the Police, Fire and Crime Panel.

- 4.9 The PFCC must have regard to both the fire and rescue plan and the police and crime plan when carrying out their functions. The plans can be combined. Where a joint police and crime and fire and rescue plan is developed, the plan must set out both policing and fire and rescue priorities and objectives. Such plans are subject to scrutiny by the Police, Fire and Crime Panel.
- 4.10 The PCC FRA must, like all other fire and rescue authorities, produce an integrated risk management plan as set out in chapter 2. This may also include details of how the fire and rescue service intends to meet the strategic vision set out by the fire and rescue plan. The integrated risk management plan will be subject to inspection by HMICFRS.
- 4.11 The function of preparing and issuing the plan may be delegated to the Chief Fire Officer - or Chief Officer where a single employer has been put in place – however, the plan must be approved by the PCC FRA.

National Fire Chiefs Council

- 4.12 The National Fire Chiefs Council brings together the leadership of the UK's fire and rescue services to provide co-ordinated professional, operational and technical leadership of the sector, advising and supporting central and local government, and other stakeholders.
- 4.13 The NFCC fulfils a multifaceted role that is reflected throughout this document and other national frameworks. The NFCC represents the sector in local and national structures, helping to develop national policies and strategies. The NFCC is the first line of operational advice to central and local government during major incidents. This is outlined within the National Coordination and Advisory Framework (NCAF), which fire and rescue services must proactively engage with.
- 4.14 The NFCC has a role to drive continuous improvement and development throughout the sector. Fire and rescue services should consult the NFCC for advice and support when developing improvement plans, particularly in response to inspections.
- 4.15 The expectation is that fire and rescue services in England engage with the NFCC and, in turn, that the Chiefs Council works to support and represent every service.

5. ACHIEVING VALUE FOR MONEY

- 5.1 Fire and rescue authorities must manage their budgets and spend money properly and appropriately, and ensure the efficient and effective use of their resources, pursuing all feasible opportunities to keep costs down while discharging their core duties effectively. Fire and rescue authorities should regularly review the numbers and deployment of firefighters and other staff to ensure that its fire and rescue service has a workforce that is commensurate with the risks that it faces.
- 5.2 Fire and rescue authorities must ensure that financial decisions are taken with the advice and guidance of the chief finance officer and that decisions are taken with an emphasis on delivering value for money to the public purse. Fire and rescue authorities should ensure that management of their finances is undertaken with regard to published guidance including those set out at Annex B.
- 5.3 Fire and rescue authorities should publish a medium term financial strategy which includes funding and spending plans for revenue and capital. The strategy should take into account multiple years, the inter-dependencies of revenue budgets and capital investments, the role of reserves and the consideration of risks. It should have regard to affordability and also to CIPFA's Prudential Code for Capital Finance in Local Authorities. The strategy should be aligned with the fire and rescue authority's integrated risk management plan and – if appropriate – the Fire and Rescue Plan.
- 5.4 Fire and rescue authorities should publish robust, transparent and locally owned efficiency plans on their websites. Each fire and rescue authority should also publish an annual report on their progress against their efficiency plans.

Reserves

- 5.5 Sections 31A, 32, 42A and 43 of the Local Government Finance Act 1992 require billing and precepting authorities in England and Wales to have regard to the level of reserves needed for meeting estimated future expenditure when calculating the budget requirement.
- 5.6 Fire and rescue authorities should establish a policy on reserves and provisions in consultation with their chief finance officer. General reserves should be held by the fire and rescue authority and managed to balance funding and spending priorities and to manage risks. This should be established as part of the medium-term financial planning process.
- 5.7 Each fire and rescue authority should publish their reserves strategy on their website, either as part of their medium term financial plan or in a separate reserves strategy document. The reserves strategy should include details of current and future planned reserve levels, setting out a total amount of reserves and the amount of each specific reserve that is held for each year. The reserves strategy should provide information for at least two years ahead.
- 5.8 Sufficient information should be provided to enable understanding of the purpose for which each reserve is held and how holding each reserve supports the fire and rescue authority's medium term financial plan.

5.9 Information should be set out in a way that is clear and understandable for members of the public, and should include:

- how the level of the general reserve has been set;
- justification for holding a general reserve larger than five percent of budget;
- whether the funds in each earmarked reserve are legally or contractually committed, and if so what amount is so committed; and
- a summary of what activities or items will be funded by each earmarked reserve, and how these support the fire and rescue authority's strategy to deliver good quality services to the public.

Commercial transformation

5.10 Each fire and rescue authority must demonstrate that it is achieving value for money for the goods and services it receives. Every fire and rescue authority should look at ways to improve its commercial practices including whether they can aggregate their procurement with other fire and rescue authorities and other local services (e.g. police) to achieve efficiencies.

5.11 Fire and rescue authorities must demonstrate and support commercial transformation programmes where appropriate. Each fire and rescue authority should be able to demonstrate full awareness of the objectives to standardise requirements, aggregate demand and manage suppliers of products and services within their commercial arrangements.

5.12 Fire and rescue authorities must ensure that their commercial activities, be that the placement of new contracts or the use of existing contracts, is in line with their legal obligations, including but not limited to the Public Contracts Regulations, the Public Services (Social Value) Act 2012, the Modern Slavery Act 2015 and transparency commitments.

Collaboration

5.13 The Policing and Crime Act 2017 created a statutory duty on fire and rescue authorities, police forces, and ambulance trusts to:

- keep collaboration opportunities under review;
- notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- give effect to a proposed collaboration where the proposed parties agree that it would be in the interests of their efficiency or effectiveness and that it does not have an adverse effect on public safety.

5.14 The duty is deliberately broad to allow for local discretion in how it is implemented and recognises that local emergency services are best placed to determine how to collaborate for the benefit of their communities. However, the duty sets a clear expectation that collaboration opportunities should be considered.

5.15 The duty does not preclude wider collaboration with other local partners, such as local authorities and wider health bodies. To reflect their wider role, ambulance trusts are required to consider the impact of the proposed collaboration on their wider non-

emergency functions and the NHS when determining if it would be in the interests of their efficiency or effectiveness.

- 5.16 Fire and rescue authorities should, where appropriate, work alongside all relevant local agencies and multi-agency teams involved in protecting those identified as vulnerable.
- 5.17 Fire and rescue authorities must collaborate with other fire and rescue authorities to deliver intraoperability (between fire and rescue authorities) and interoperability (with other responders such as other emergency services, wider Category 1 and 2 responders and Local Resilience Forums) in line with the Joint Emergency Services Interoperability Principles (JESIP). Fire and rescue authorities must collaborate with the National Resilience Lead Authority to ensure interoperability is maintained for National Resilience assets.
- 5.18 Intraoperability includes, but is not limited to:
- compatible communications systems, control rooms and equipment;
 - common command and compatible control and co-ordination arrangements;
 - effective information, intelligence and data sharing;
 - compatible operational procedures, and guidance with common terminology;
 - compatible training and exercising (both individually and collectively); and
 - cross border working with other English fire and rescue authorities and those in the devolved administrations.
- 5.19 Interoperability includes, but is not limited to:
- compatible communications systems, control rooms and equipment, as appropriate;
 - compatible command, control and co-ordination arrangements;
 - effective inter-agency working and liaison and, where appropriate, information, intelligence and data sharing;
 - shared understanding of respective roles and responsibilities, operational procedures, guidance and terminology;
 - robust multi-agency plans for managing risks identified in the National Risk Assessment and community risk registers;
 - multi-agency training and exercising; and
 - cross border working with other responders in England and the devolved administrations.

Research and development

- 5.20 Fire and rescue authorities should engage with national research and development programmes, including those overseen by the NFCC, unless there is a good reason not to.
- 5.21 Where fire and rescue services embark on research and development outside of any national programme, processes should be put in place to ensure it meets quality standards and, where possible and appropriate, is available to the sector to enable good practice to be shared.

Trading

- 5.22 Fire and rescue authorities have the power to trade and make a profit but they must ensure that their commercial activities are performed in accordance with the requirements of the Local Government Act 2003, the Fire and Rescue Services Act 2004 (as amended by the Localism Act 2011) and the Local Government Order 2009. Fire and rescue authorities must also ensure that such commercial activities are exercised through a company within the meaning of Part 5 of the Local Government and Housing Act 1989.
- 5.23 A trading company is a separate legal entity and elected members and officers should at all times be aware of potential conflicts of interest when carrying out their roles for their authorities, or when acting as directors of trading companies.
- 5.24 Fire and rescue authorities must ensure any actions taken in respect of their trading companies are considered against the requirements of competition law. Any financial assistance - in cash or in kind - given by an authority that establishes or participates in it, should be for a limited period, set against the expectation of later returns, and re-paid by those returns. Any assistance should be provided under a formal agreement with the company and must be entered into for a commercial purpose. Before entering into such an agreement, the authority should satisfy itself that it will achieve its objective, and the company should satisfy itself that it will meet its objective in terms of its business plan. The parties should consider any State Aid implications and obtain their own expert advice where necessary.

6. WORKFORCE

People Strategy

- 6.1 Each fire and rescue authority should have in place a people strategy that has been designed in collaboration with the workforce. This should take into account the principles set out in the NFCC's people strategy and at a minimum cover:
- improving the diversity of the workforce to ensure that it represents the community it serves;
 - equality, cultural values and behaviours;
 - recruitment, retention and progression;
 - flexible working;
 - professionalism, skills and leadership;
 - training opportunities;
 - health, wellbeing and support; and
 - a policy to tackle bullying and harassment.
- 6.2 The Home Office collects and publishes a range of workforce data. This includes workforce diversity, information on new joiners, reasons for leaving and firefighter injuries.

Professional Standards Body²

- 6.3 The sector is currently working in partnership with government to consider options for enhancing professionalism by ensuring the development of a coherent and comprehensive set of professional standards across all areas of fire and rescue services' work, drawing on existing standards where appropriate.
- 6.4 All fire and rescue authorities must implement the standards approved through this work and the inspectorate will have regard to these standards as part of their inspections.

Fitness Principles

- 6.5 Fire and rescue authorities have an important role in helping to ensure their firefighters remain fit and are supported in remaining in employment. Each fire and rescue authority must comply with the fitness principles set out at Annex C.

Re-engagement of senior officers

- 6.6 The re-appointment of principal fire officers to the same or similar posts within the same fire and rescue authority, a short time after they have retired, has caused concern in recent years and increases costs for taxpayers. These individuals very often receive their pension benefits on retirement (such as their tax free lump sum) and then return on favourable terms, including an increase in take-home pay through avoiding paying employee pension contributions.

² Please note that this policy is under development and an announcement is likely to be made before the final Framework is published.

- 6.7 Fire and rescue authorities must not re-appoint principal fire officers³ after retirement to their previous, or a similar, post save for in exceptional circumstances when such a decision is necessary in the interests of public safety. Any such appointment must be transparent, justifiable and time limited.
- 6.8 In the exceptional circumstance that a re-appointment is necessary in the interests of public safety, this decision should be subject to agreement by a public vote of the elected members of the fire and rescue authority, or a publicised decision by the appropriate elected representative of the fire and rescue authority, taking into account the legislative requirements of PCC FRA Chief Fire Officer appointment procedures. The reason why the re-appointment was necessary in the interests of public safety, and alternative approaches were deemed not appropriate, must be published and the principal fire officer's pension must be abated until they cease to be employed by a fire and rescue authority.
- 6.9 To ensure greater fairness and the exchange of talent and ideas, all principal fire officer posts must be open to competition nationally, and fire and rescue authorities must take account of this in their workforce planning.
- 6.10 While the above requirements only extend to principal fire officers, we expect fire and rescue authorities to have regard to this principle when re-appointing at any rank.

³ For the purpose of this Framework, Principal Officers refers to those officers at Brigade or Area Manager level, and above, or those with comparable responsibilities to those roles.

7. NATIONAL RESILIENCE

- 7.1 The Government retains responsibility for the provision of national resilience assets and capabilities managed and delivered through fire and rescue services. This responsibility extends to undertaking the National Risk Assessment which informs the requirements for fire and rescue national resilience capabilities.
- 7.2 In meeting this responsibility, the Government has committed significant financial resource to build national resilience capabilities and to support their ongoing maintenance.
- 7.3 The Government relies on the strategic leadership role of the NFCC to maintain fire and rescue national resilience capabilities in a high state of operational readiness through a comprehensive assurance regime delivered through lead authority arrangements.
- 7.4 Fire and rescue authorities must work with the lead authority to support the national resilience assurance processes in order to ensure capabilities are maintained at a high state of operational readiness. This includes co-operation of fire and rescue authorities, as necessary, on devolved training and, where applicable, on the long term capability management arrangements.
- 7.5 Fire and rescue services, through the NFCC's representation on the Strategic Resilience Board, must also work with Government to identify and address any national resilience capability gaps identified through ongoing analysis of the National Risk Assessment.

Gap analysis

- 7.6 Fire and rescue authorities' risk assessments must include an analysis of any gaps between their existing capability and that needed to ensure national resilience (as defined above).
- 7.7 Fire and rescue authorities are required to assess the risk of emergencies occurring and use this to inform contingency planning. To do this effectively, fire and rescue authorities are expected to assess their existing capability and identify any gaps as part of the integrated risk management planning process. This gap analysis needs to be conducted by fire and rescue authorities individually and collectively to obtain an overall picture of their ability to meet the full range of risks in their areas.
- 7.8 As part of their analysis, fire and rescue authorities must highlight to the Home Office or the Fire and Rescue Strategic Resilience Board, any capability gaps that they believe cannot be met even when taking into account mutual aid arrangements, pooling and reconfiguration of resources and collective action.
- 7.9 The Home Office, in liaison with other government departments and the devolved administrations, will support fire and rescue authorities in considering and defining the gap between existing capability and the capability required to ensure national resilience.

National Coordination and Advisory Framework

- 7.10 The National Coordination and Advisory Framework (NCAF) has been designed to provide robust and flexible response arrangements to major emergencies that can be adapted to the nature, scale and requirements of the incident.
- 7.11 Fire and rescue authorities must proactively engage with, and support, the NCAF arrangements including the NFCC's lead operational role.

Response to Terrorist Attacks or Marauding Terrorist Attacks

- 7.12 Fire and rescue services must be able to respond to the heightened threat of terrorism and be ready to respond to incidents within their areas and across England to keep communities safe. Fire and rescue services should also be interoperable to provide operational support across the UK to terrorist events as required. To enhance resilience to terrorist risks, the Government has committed significant financial resources to develop a Marauding Terrorist Firearms Attack (MTFA) capability, with the support of fire and rescue services. This is aligned to the National Risk Assessment and provides a specialist response across the country.
- 7.13 Government and the NFCC recognise the critical contribution of fire and rescue services when responding to acts of terrorism. This is an agreed function of fire and rescue services as set out in the National Joint Council for Local Authority Fire and Rescue Services Scheme of Conditions of Service (the Grey Book), and is encompassed within the broad descriptions within the existing agreed firefighter role maps: to save and preserve endangered life, and safely resolve operational incidents.
- 7.14 Fire and rescue authorities are responsible for maintaining the robustness of the capability and, where they have an MTFA capability, must put in place arrangements to ensure their teams are fully available at all times, including periods when business continuity arrangements are in place.
- 7.15 MTFA arrangements shall be further enhanced by putting in place an appropriate multi-agency assurance mechanism that will ensure the capability is effective and delivers it to the agreed standard.

National Resilience Assurance

- 7.16 Fire and rescue authorities must continue to work collectively and with the Fire and Rescue Strategic Resilience Board and the national resilience lead authority to provide assurance to government that:
- existing national resilience capabilities are fit for purpose and robust; and
 - risks are assessed, plans are assessed and any gaps in capability that are needed to ensure national resilience are identified.
- 7.17 Fire and rescue authorities with MTFA teams must work with police forces and ambulance trusts to provide tri-service assurance of this capability.

8. TIMESCALE AND SCOPE

Timescales

8.1 This Framework has an open ended duration. The Secretary of State continues to be responsible for keeping the terms of the Framework under review under section 21(3) of the Fire and Rescue Services Act 2004 and is required under section 25 to prepare a biennial report to Parliament on the extent to which fire and rescue authorities are acting in accordance with the Framework.

Scope

8.2 The Framework covers England only. It does not apply to Northern Ireland, Scotland or Wales where responsibility for fire and rescue is devolved.

Annex A

Protocol on Central Government Intervention Action for Fire and Rescue Authorities

Introduction

1. It is a requirement under section 23 of the Fire and Rescue Services Act 2004 (the 2004 Act) that an intervention protocol be prepared, and for the Secretary of State to have regard to it in the exercise of their power of intervention.
2. The Secretary of State's order-making powers under section 22 of the 2004 Act are to ensure that fire and rescue authorities act in accordance with the Fire and Rescue National Framework for England (the Framework). Intervention is by order, subject to the negative Parliamentary procedure, and can only be made if the Secretary of State considers it would promote public safety; and the economy, efficiency or effectiveness of the relevant fire and rescue authority, or the services it provides.
3. To date there has been no formal intervention in the operations of a fire and rescue authority by the Secretary of State under these powers. Use of this power is seen as a last resort. The expectation is that the political and professional leadership of the fire and rescue authority will put in place processes to ensure that sector-led support is provided to any fire and rescue authority that needs it.
4. This intervention protocol (the protocol) broadly sets out the arrangements between the Secretary of State, the Local Government Association (LGA), Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), the National Fire Chiefs Council (NFCC) and fire and rescue authorities should formal intervention be considered necessary.
5. In this protocol the term 'intervention' is used to refer to action by the Secretary of State in exercise of their powers under section 22 of the 2004 Act. Although the Secretary of State also has other powers of intervention (for example, under section 15 of the Local Government Act 1999) this protocol does not apply to an intervention under those powers.

Role of partners in supporting fire and rescue authorities at risk

6. HMICFRS will play a leading role in identifying any fire and rescue authority that is failing, or is likely to fail, in providing efficiency, effectiveness and leadership for the public. The NFCC and the LGA, will play an important liaison role in engaging the wider sector in supporting those authorities at risk and work collaboratively with key bodies,⁴ identify at an early stage serious risks to performance or the requirement to act in accordance with the Framework. The NFCC and/or Local Government Association will work with these bodies to prevent the escalation of those risks to avoid any risk to public safety or any negative impact on the reputation of the sector. For a PCC fire and

⁴ This could refer to fire and rescue authorities, the relevant professional leadership including the National Fire Chiefs Council, other sector-owned bodies, inspection bodies and HMICFRS in particular, and/or government departments

rescue authority, the Association of Police and Crime Commissioners (APCC) could also be approached for advice and support.

7. If there are specific concerns in respect of performance, or if there is evidence that indicates a fire and rescue authority is failing or is at risk of failing to act in accordance with the Framework, either through inspection by HMICFRS or through sector-led processes, the NFCC and/or the Local Government Association, and/or the Police, Fire and Crime Panel, and/or the Association of Police and Crime Commissioners will work with the authority to help them address the issues and seek improvement.

Circumstances leading to statutory intervention

8. No intervention would be considered unless there was clear evidence that an authority was failing to act in accordance with the Framework and that the failure was sufficiently serious as to require Government intervention.
9. If, following a sustained and determined attempt to resolve problems through sector-led improvement an issue cannot be resolved, or if a fire and rescue authority is unwilling or unable to engage with sector-led improvement measures, the Secretary of State can, under section 28 of the Fire and Rescue Services Act 2004, commission HMICFRS to lead an investigation. Under this provision, the Secretary of State also has the power to require HMICFRS to undertake any further inspection of fire and rescue authorities in England as required for the purpose of furthering their efficiency and effectiveness. The Secretary of State may also seek advice and information from other persons/bodies (for example, the NFCC) in respect of specific identified issues.
10. The Secretary of State has a range of powers including to request information about a fire and rescue authority's functions⁵ and conferring on a fire and rescue authority functions relating to emergencies⁶. Inspection powers – powers to obtain information and access premises – are also held by HMICFRS' inspectors.⁷

What happens upon statutory intervention?

11. In the event that statutory intervention is considered necessary, the Secretary of State will consult the authority concerned and any other body or authority which is considered necessary, such as HMICFRS, the NFCC and the Local Government Association, before exercising powers of intervention under section 22 of the 2004 Act.
12. The form or extent of any formal intervention will be a matter for determination on a case by case basis, taking into account the views of the fire and rescue authority, HMICFRS, the NFCC, the Local Government Association, and any other consultees, depending on the nature and the severity of the failure under consideration. Following such deliberations, the Secretary of State will agree a course of action, and how the required improvement will be delivered.

⁵ Section 26 of the 2004 Act

⁶ Section 9 of the 2004 Act

⁷ Section 28 of the 2004 Act

Annex B**Published Financial Guidance** (see Chapter 5)

- The Accounts and Audit Regulations 2015 issued by the Department for Communities and Local Government which sets the financial reporting framework for local government bodies, including police bodies and Combined Authorities.
- The Code of Practice on Local Authority Accounting issued by CIPFA /LASAAC, which constitutes proper practices for local government bodies, including fire bodies.
- The Public Sector Internal Audit Standards (PSIAS) issued by CIPFA as the relevant internal audit standards setter for local government and the fire and rescue service.
- Local Government Application Note for the United Kingdom Public Sector Internal Audit Standards issued by CIPFA.
- Delivering Good Governance in Local Government issued by CIPFA/SOLACE.
- Statement on the Role of the Chief Finance Officer in Public Service Organisations issued by CIPFA.
- Standing Guide to the Commissioning of Local Authority Work and Services issued by CIPFA.
- Prudential Code for Capital Finance in Local Authorities issued by CIPFA.
- Treasury Management in the Public Services: Code of Practice and Cross Sectoral Guidance Notes issued by CIPFA.
- Audit Committees: Practical Guidance for Local Authorities and Police issued by CIPFA.
- Position Statement on Audit Committees in Local Authorities and Police, CIPFA, 2013.
- Statutory guidance for local authorities on the framework for flexible use of capital receipts issued by the Department for Communities and Local Government.
- Local Authority Accounting Panel (LAAP) bulletins that provide topical guidance on specific issues and accounting developments.

Annex C

Fitness Principles

Fire and rescue authorities have an important role in helping to ensure their firefighters remain fit and are supported in remaining in employment. Each fire and rescue authority must:

- have a process of fitness assessment and development to ensure that operational personnel are enabled to maintain the standards of personal fitness required in order to perform their role safely;
- ensure that no individual will automatically face dismissal if they fall below the standards required and cannot be deployed operationally;
- ensure that all operational personnel will be provided with support to maintain their levels of fitness for the duration of their career;
- consider where operational personnel have fallen below the fitness standards required whether an individual is able to continue on full operational duties or should be stood down, taking into account the advice provided by the authority's occupational health provider. In making this decision, the safety and well-being of the individual will be the key issue;
- commit to providing a minimum of 6 months of development and support to enable individuals who have fallen below the required fitness standards to regain the necessary levels of fitness;
- refer an individual to occupational health where underlying medical reasons are identified that restrict/prevent someone from achieving the necessary fitness; and ensure that individual receives the necessary support to facilitate a return to operational duties; and
- fully explore opportunities to enable the individual to remain in employment including through reasonable adjustment and redeployment in role where it appears the medical condition does not allow a return to operational duties.

In those circumstances where there are no such opportunities and suitable alternative employment is either unavailable or, where available, is not agreed by the individual, then the fire and rescue authority will commence an assessment for ill-health retirement through the Independent Qualified Medical Practitioner process.

If no underlying medical issues are identified, and following a programme of development and support it becomes apparent that an individual will be unable to regain the necessary levels of fitness, then a fire and rescue authority will fully explore opportunities for reasonable adjustments and/or suitable alternative employment. In those circumstances where there are no opportunities for reasonable adjustments or suitable alternative employment, the fire and rescue authority will in the case of an employee aged at least 55, consider commencement of the authority initiated early retirement process for it to determine whether the individual should be retired with an authority initiated early retirement pension.

Questionnaire

We would welcome comments on the following sections in the draft National Framework, or any general comments.

Delivery of Core Functions

Inspection, Accountability and Assurance

Governance

Achieving Value for Money

Workforce

National Resilience

Intervention Protocol (Annex A)

Other comments

Thank you for participating in this consultation.

About you

Please use this section to tell us about yourself

Full name	
Job title or capacity in which you are responding to this consultation exercise (for example, member of the public)	
Date	
Company name/organisation (if applicable)	
Address	
Postcode	
If you would like us to acknowledge receipt of your response, please tick this box	<input type="checkbox"/> (please tick box)
Address to which the acknowledgement should be sent, if different from above	

If you are a representative of a group, please tell us the name of the group and give a summary of the people or organisations that you represent.

Contact details and how to respond

Please send your response by 14 February 2018 to:

Harinder Sahota

Home Office

6th Floor, Fry Building, 2 Marsham Street, London, SW1P 4DF

Tel: 0207 035 3478

Email: FRSComms@homeoffice.gsi.gov.uk

Complaints or comments

If you have any complaints or comments about the consultation process you should contact the Home Office at the above address.

Extra copies

Further paper copies of this consultation can be obtained from this address and it is also available online at [web address]

Alternative format versions of this publication can be requested from [email/telephone number of sponsoring policy division].

Publication of response

A paper summarising the responses to this consultation will be published in [insert publication date, which as far as possible should be within three months of the closing date of the consultation] months' time. The response paper will be available online at [web address]

Representative groups

Representative groups are asked to give a summary of the people and organisations they represent when they respond.

Confidentiality

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In

view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Home Office.

The Home Office will process your personal data in accordance with the DPA and in the majority of circumstances, this will mean that your personal data will not be disclosed to third parties.

Consultation principles

The principles that government departments and other public bodies should adopt for engaging stakeholders when developing policy and legislation are set out in the consultation principles.

<https://www.gov.uk/government/publications/consultation-principles-guidance>



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CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: DIRECTOR OF TRANSFORMATION
AUTHOR: ANDREA HARVEY

SUBJECT: PAY POLICY STATEMENT 2018-19

Purpose of Report

1. This report seeks approval to publish the attached Pay Policy Statement for 2018-19. The publishing of a Pay Policy Statement is an annual requirement which must take place by 31st March immediately preceding the financial year to which it relates.

Recommended: That Members

- [1] Approve the Pay Policy Statement attached at Appendix 1; and
- [2] Authorise the Director of Transformation in conjunction with the Director of Governance and Commissioning, to make any in-year changes to the Pay Policy Statement necessitated by new legislation or guidance.

Background

2. As a result of the Localism Act 2011 all local authorities are required to publish a pay policy statement on an annual basis which sets out the Authority's policies for the financial year relating to the remuneration of it's Chief Officers, the remuneration of it's lowest paid employees and the relationship between the pay of Chief Officers and that of other employees.
3. This requirement was introduced in order to:
 - Increase the accountability, transparency and fairness of the setting of local pay;
 - To give local people access to information to allow them to determine whether pay is appropriate;
 - To ensure the pay of senior staff is fair in the context of the pay of the rest of the workforce;
4. The information within the annual Statement must include the policies relating to the level and elements of remuneration for each Chief Officer, including salary, bonuses and any benefits in kind.

5. The definition of “Chief Officer” for purposes of this Authority and the pay policy statement means Chief Fire Officer, Deputy Chief Fire Officer, and the two Statutory Officers, i.e. the Monitoring Officer and the Section 151 Finance Officer.
6. In terms of transparency, this Authority already publishes information on its website relating to the pay of senior officers including the salaries, allowances and benefits in kind paid to the Chief Fire Officer, Deputy Chief Fire Officer, and Statutory Officers.
7. In addition to this, the Authority also publishes the number of other employees whose salaries exceed £50,000 within certain pay bands which is in compliance with the guidance as specified in the Local Government Transparency Code 2015 which recommends that all salaries of senior post holders over £50,000 are published. The Minutes of the Brigade Manager’s Pay and Performance Committee are also accessible via the website.
8. As the revised Pay Policy Statement has a number of prerequisites in relation to content and information, there have not been significant changes to the version that was approved last year.
9. One key change has been in respect of a decision made by Members during the 2017/18 financial year to align the minimum rate of pay for all Cheshire Fire and Rescue Service employees to the Living Wage (LW).
10. The LW is an hourly rate of pay set independently and updated annually by the Living Wage Foundation. The Foundation says that the LW is calculated to reflect the basic cost of living and is based on the principle that work should pay enough to provide for the essentials of life. The Foundation also states that the LW is intended to recognise the dignity of work and the importance of individuals and families being able to earn a living and spend time together, bringing wider social benefits.
11. The LW is reviewed every October and adjusted every November. The current rate is £8.75 per hour and is intended to be payable to all those over 18.
12. To date the only category of staff that have been affected by the Member’s decision to apply the Living Wage are the Service’s Apprentices. Previously Apprentices were paid 26% above the Government’s minimum rate of pay for Apprentices which ranged from an hourly rate of between £4.28 and £6.99 depending on age. No other categories of staff have been directly impacted as the lowest hourly rate for operational (Grey Book) staff is the trainee firefighter rate of £10.26 per hour and all other Green Book staff were already being paid above the Living Wage threshold of £8.75 per hour.
13. Another change in respect of this year’s pay policy statement is to include a reference to demonstrate Cheshire Fire and Rescue Service’s compliance with the Government’s new requirement for public sector

employers with 250 or more employees to calculate and publish gender pay gap figures. This came into effect during 2017 and employers are required to calculate and present information on the differences in pay between male and female staff in a number of different ways:

- Difference in the mean hourly rate of pay for female and male employees
 - Difference in the median hourly rate of pay for female and male employees
 - Difference in mean bonus pay in the relevant period for female and male employees
 - Difference in median bonus pay for female and male employees
 - Proportion of male and female employees who were paid bonus pay
14. The pay used in the calculations will include basic pay, recurring allowances and bonus payments. It will not include overtime, expenses or any kind of compensation or termination payments.
15. Going forward the reported information will be based on a snapshot of data from the March payroll each year. The first snapshot date was 31st March 2017 and the results need to be published within 12 months. This information will be published on the Cheshire Fire and Rescue Service website and also provided on a digital portal that the Government is planning to launch.
16. There is one known outstanding issue pertaining to pay that may necessitate changes to the Pay Policy Statement during the course of the financial year 2018/19. This is:
- The Public Sector Exit Regulations could come into force during 2018. Draft Regulations have been published and under these new Regulations it is proposed that the total cost of exit payments to individuals leaving the Authority will be capped at £95,000. This will apply to compulsory and voluntary redundancies, including early retirements and redundancies made under the pension regulations on the grounds of efficiency. The cap will also apply to compensation payments linked to settlement agreements and the employer costs of providing early unreduced access to pensions for those aged 55 and over. The Fire Authority will have the power to grant a waiver of the cap and a decision to do so will have to be recorded, together with the reasons for this, and this information must be published as part of the annual accounts. The introduction of the Public Sector Exit Regulations was expected some time ago but they have now started to progress through the Parliamentary process.
17. The changes in respect of this issue will need to be reflected in the Pay Policy Statement at the appropriate time and the Public Sector Exit Regulations will also need to be incorporated into the relevant HR policies once approved.

18. Some of the calculations in the Pay Policy Statement may need to be revisited in-year as pay negotiations come to a conclusion and increases are applied.

Financial Implications

19. The Pay Policy Statement is intended to provide transparency and a clear rationale to explain the Authority's approach to pay for the public domain.

Legal Implications

20. The requirements under the Localism Act to produce and publish the Pay Policy Statement supplement all the existing duties and responsibilities of the Authority as an employer, particularly its responsibilities under the Equality Act 2010 to avoid discrimination and provide equal pay. Since the Statement contains policies concerned with remuneration rather than information relating to individuals, the provisions of the Data Protection Act are not engaged. Where the salary of senior post holders is published, outside the Pay Policy Statement, it is done so in order to comply with the Code of Recommended Practice for Local Authorities on Data Transparency.

Equality and Diversity Implications

21. The Pay Policy Statement will assist the Authority to; monitor remuneration across the Service; and provide a fair system of remuneration which avoids discrimination.
22. Cheshire Fire and Rescue will ensure full compliance with the requirements of the Pay Gender Gap reporting.

Environmental Implications

23. There are no environmental implications.

Cheshire Fire Authority

Annual Pay Policy Statement 2018/19

Introduction

This statement has been prepared in accordance with Chapter 8 of the Localism Act 2011 and guidance issued by the Government and has been approved by the Fire Authority.

Cheshire Fire Authority is committed to:-

- Seeking to ensure that all staff are valued and receive proper recognition for their work and contribution to the Service.
- Working within available resources and financial constraints.
- Recognising the importance of pay in recruiting, retaining, motivating and rewarding staff.
- Ensuring the application of open, objective, fair and consistent criteria in all decisions on staff pay.
- Ensuring that pay and staffing decisions are in line with the Service's duties and legal obligations under all relevant employment legislation including the Equality Act 2010.

All staff employed by the Authority are paid in accordance with nationally agreed pay scale and terms and conditions. Full details of all matters relating to pay for all staff is contained within the Pay and Recognition Policy, which is reviewed formally every three years, although annual interim reviews are undertaken to update pay scales and other national changes that impact pay.

Highest Paid Employees

Brigade Managers

The terms and conditions of service of Brigade Managers i.e. the Chief Fire Officer and Deputy Chief Fire Officer are in accordance with the NJC for Brigade Managers of the Fire and Rescue Services Scheme of Conditions of Service ("the Gold Book") as varied locally under the 'twin track approach'.

Under the twin track approach the NJC publishes, annually, recommended minimum levels of salary applicable to chief fire officers. The NJC reviews the level of pay increase, having given consideration to affordability and the rate of inflation. This increase is communicated to fire authorities by circular and fire authorities are able to determine locally all other decisions about the level of pay and remuneration.

The Pay and Performance Committee meets annually in January to review that pay. This Committee determines salary levels and salary reviews for the two Brigade Manager posts.

In addition to basic salary, each Brigade Manager receives:

1. An appropriate car in order to provide emergency cover.
2. A non-consolidated uniform allowance, paid on an annual basis in April.
3. Removal assistance if required to move home, at the discretion of the Authority.

In setting the salary of the Chief Fire Officer, both on appointment and when in post, the Committee considers the national picture and the salary of Chief Fire Officers (mean, median, upper and lower quartile) in comparable Fire Authorities.

When reviewing pay the Committee will also consider whether any additional payments should be made. When agreeing additional payments, such as recognition awards, the Committee will take into consideration:

- Excellent performance both individually and as an organisation
- Additional regional and national roles.

The maximum amount payable as a recognition award should not exceed 7.5% of salary and the payment of anything in excess of 5% should be exceptional.

Brigade Managers are eligible to join the Firefighters' Pension Scheme. The employee contribution rates are between 11% and 17% of pensionable pay and the employer contribution rate is 21.7 % of pensionable pay.

The salary of the Deputy Chief Fire Officer is calculated as a percentage of the Chief Fire Officers salary (known as the 'gearing'). The Deputy Chief Fire Officer currently receives 85% of the Chief Fire Officers salary under a personal protection arrangement.

On ceasing to hold office the terms of the national gearing of 100% for the Chief Fire Officer, and 80% for the Deputy Chief Fire Officer will apply to any future recruitment.

Any new post at Brigade Manager level, with a salary package in excess of £100,000, will be subject to the approval of the Fire Authority prior to advertisement.

The details of the salaries, allowances and benefits in kind of Brigade Managers, Directors, Statutory Officers and Heads of Department are published each year on the Authority's website, within the Notes to the

Financial Statements within the Annual Accounts. The Authority also publishes the pay of the two Brigade Managers within its Publication Scheme.

Directors, Statutory Officers, and Heads of Department

In addition to the Chief Fire Officer and Chief Executive, there are two additional Statutory Officers within Cheshire Fire and Rescue Service. The Director of Governance and Commissioning, who acts as Monitoring Officer to the Authority, and the Section 151 Officer (Treasurer). There is also one non-statutory director who occupies the role of Director of Transformation. All three posts report directly to the Chief Fire Officer and Chief Executive.

The terms and conditions of service of these three posts are in accordance with the National Joint Council for Local Government Services Officers ("Green Book").

There are also a number of Heads of Department within the structure, some of whom are uniformed officers, who are paid in accordance with the NJC for Local Authorities Fire Brigades (the "Grey Book") and some of whom are paid in accordance with the National Joint Council for Local Government Services Officers ("Green Book").

The Localism Act requires the Authority to provide details of the policies relating to the remuneration of all of the Directors, Statutory Officers and Heads of Department.

The grading of these posts is determined following the application of the Hay Job Evaluation scheme. New employees are normally appointed to the minimum pay level for the relevant grade and progression within the grade is by way of annual increment. The normal increment date is 1st April.

The annual pay award is normally from 1st April each year and is negotiated nationally, not locally.

In addition to their basic salary, a recognition payment can be made to individuals who are required to undertake duties outside the scope of their normal duties over an extended period. Such payments are made in accordance with the criteria contained in Section 5 of the Pay and Recognition Policy, "Recognition Award Scheme".

"Grey Book" Heads of Department are eligible to join the Firefighters' Pension Scheme. The employee contribution rates for the 2015 scheme are between 10.5% and 14.5% of pensionable pay and the employer contribution rate is 14.3%. Some employees may be protected members of the 1992 scheme where contribution rates are between 11% and 17% and the employer contribution rate is 21.7%.

"Green Book" Directors and Heads of Department are eligible to join the Local Government Pension Scheme ("LGPS"). Under the LGPS the employee

contribution rates are between 5.5% and 12.5 % and the employer's contribution rate is 18.3%.

The Authority's annual statement of accounts includes details of the pay of Heads of Department with an annual salary of over £50,000.

Lowest paid employees

Support staff below the level of Head of Department are paid in accordance with the National Joint Council for Local Government Services Officers ("Green Book").

The basic pay for each Green Book employee consists of a salary scale containing a number of spinal column points on the NJC pay spine.

An increment within the spinal column range is awarded on an annual basis and recognises satisfactory performance up to the maximum salary scale. The normal increment date is the 1st April. The annual pay award is applicable from 1st April each year and is negotiated nationally.

As with all other staff, support staff are eligible for recognition awards, in accordance with the criteria contained in Section 5 of the Pay and Recognition Policy.

The lowest level of pay for employees of Cheshire Fire and Rescue is aligned to the Living Wage (LW). The LW is an hourly rate of pay set independently and updated annually by the Living Wage Foundation. The Foundation says that the LW is calculated to reflect the basic cost of living and is based on the principle that work should pay enough to provide for the essentials of life. The Foundation also states that the LW is intended to recognise the dignity of work and the importance of individuals and families being able to earn a living and spend time together, bringing wider social benefits.

The LW is adjusted every October and the current rate is £8.75 per hour. It is payable to all those over 18.

The only category of staff currently paid the LW are the Service's Apprentices. In respect of the Apprentices, as Cheshire Fire and Rescue Service has a total employee salary bill of above £3m a year, there is also a requirement to pay a Government levy. This is charged at a rate of 0.5% of the total annual pay bill but the Service incurs a levy allowance of approximately £15,000 per year to offset the levy payment. This levy is paid to HM Revenue and Customs (HMRC) through the Pay as You Earn (PAYE) process.

Payments on Termination of Employment

There are a number of circumstances where early retirement or voluntary redundancy payments may be paid to employees on ceasing to hold office. This can relate to individual circumstances, for example ill health, or can be the result of organisational change or in the interests of the efficiency of the

Service. In making such payments the Service will exercise its discretion reasonably and objectively and in accordance with its Reorganisation and Redeployment Policy and the Redundancy Policy.

For employees in the Local Government Pension Scheme with at least 104 weeks service the redundancy payment is enhanced and is based upon the statutory redundancy payments scale, multiplied by a factor of 2.2 and based upon actual weeks pay rather than the statutory maximum.

For all other staff redundancy payments are not enhanced and payments are calculated in accordance with the statutory redundancy provisions.

The payment of any early pension benefits where redundancy occurs will be made in accordance with the regulations as detailed within the relevant pension scheme and the Service's Statement of policy on making discretionary payments on early termination of employment.

All severance payments made to staff on termination of employment are calculated in accordance with our policies and any statutory guidance. The Authority also takes into account guidance issued by the Audit Commission which remains relevant. Any severance payments in excess of £100,000 will need to be approved by the full Authority (and it will receive full details as required by guidance issued under the Localism Act 2011).

Re-engagement

It is not the Authority's policy to re-employ or to enter into a contract for services with employees who have been made redundant or who have resigned/retired from the Service, unless there are exceptional circumstances where their specialist knowledge and expertise is required.

The relationship between the remuneration of Chief Officers and other employees

The ratio between the highest paid employee and the mean (average) earnings across the Authority is recommended as the best way of illustrating the relationship between the two. This is called the pay multiple, and for this Authority the pay multiple for these purposes is 1:7.7.

The Hutton Review conducted in 2012 asked for a pay multiple between the highest paid and the lowest paid not to exceed 1:20. The current calculation for this is a multiple of 1:9.3.

Publishing of Gender Pay Gap Information

As an organisation that is fully committed to the principles of equal pay, Cheshire Fire and Rescue Service will publish information relating to pay inequalities in line with new gender pay gap reporting requirements. The data published will include the pay and bonus figures between men and women and will provide an annual snapshot based on a set date in March/April each

year which will highlight any equal pay risks.

Where required an action plan will also be published to address any gender pay discrepancies and equal pay risks. All of this information will be accessible via the Service's internet.

Annual Review

This pay policy statement will be reviewed on an annual basis prior to the start of the financial year, and will next be reviewed and approved by the Fire Authority in February 2019.

[NB: Some of the documents that are underlined will be hyperlinked when the policy is published on the internet]

CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: DIRECTOR OF GOVERNANCE AND COMMISSIONING
AUTHOR: ANDREW LEADBETTER

SUBJECT: CAPITAL FUNDING FOR A REPLACEMENT
FIRE STATION IN CHESTER

Purpose of Report

1. To secure the allocation of capital funding for the anticipated budget (and contingency) to build a replacement fire station on part of the existing site at St Anne Street, Chester.

Recommended That Members:

- [1] Allocate the sum of £5.51m plus a 5% contingency of £275,500 to allow the delivery of a replacement fire station at St Anne Street, Chester.

Background

2. The Fire Authority confirmed its intention to replace the existing fire station in Chester on the current site at St Anne Street when it met in December 2017. Members also agreed to market part of the existing site that will be surplus (given the smaller footprint required for the replacement fire station). The decision in December 2017 was publicised.

Information

3. Since the decision in December 2017 the following issues have been clarified:

The developer that the Authority was working with has now decided to develop the adjoining land that it owns. It is assumed, therefore, that the developer's land will no longer be available for any scheme associated with the current fire station site.

The temporary fire station that is required during the redevelopment of the site will need to be located on the land that will become surplus. Accordingly, the marketing of the surplus land will be postponed, with any sale only being feasible once the temporary fire station has been removed. Whilst this puts back the potential to secure a capital receipt which could be used to offset part of the cost of replacing the fire station, it also removes any potential planning complications of linking the

application for the replacement fire station and any application for an alternate use for the surplus land. The temporary fire station will now enter and exit the current site at the rear, rather than the front. It is anticipated that this will increase the response times slightly (estimated to be around thirty seconds).

4. Members may recall that the original budget figure for the replacement fire station was £5.62m (with a substantial amount of this being funded from the sale of a large portion of the existing site for development as student accommodation).
5. The orientation of the replacement fire station has changed now that it is entirely within the boundaries of the existing fire station site. This avoids some complications associated with site levels. Although the requirements are being checked again with operational colleagues it is not anticipated that they will change a great deal.
6. At this point the Authority's external advisers have confirmed that the anticipated budget for the replacement fire station is very similar to that which was previously reported. The figure has reduced slightly to 5.51m (with this all funded by the Authority, but with the intention to sell the surplus part of the existing site at a later date). As has been the case in the past the Authority is asked to also allocate a contingency of 5%, which is £275,500.
7. There are some costs/potential costs that are not included in the figures above. Firstly, any costs associated with moving and accommodating staff and community users away from the existing fire station site. Secondly, the possible delay and additional costs associated with any archaeological activities that prove to be necessary (which are unavoidable and can be considerable).
8. Officers have already procured all of the key parties that are required to deliver the replacement fire station. If Members allocate the funds officers intend to move forward quickly and it is anticipated that some engagement will be made with planning officers at the earliest opportunity.

Legal Implications

9. The redevelopment of the existing fire station site will be pursued using the processes that have been utilised on the other new build sites previously, i.e. the NW Construction Hub framework. Much of the documentation is already in place, which should allow the project to move forward quickly.

Financial Implications

10. The capital required for the replacement fire station will be funded from reserves. It is hoped that the surplus land can be sold and provide a capital receipt to offset some of the outlay for the replacement fire station. However, this will be delayed until some time after the replacement fire station has been completed and the temporary fire station removed.

11. Given that this is a very different proposition to the previous one (when the Fire Authority anticipated a significant proportion of the build costs being funded by a sale of the surplus land to a developer) the paragraphs below summarise and compare the modelling of the projected costs of partial demolition and refurbishment of the existing fire station and the cost of the replacement fire station.
12. Model 1 - to retain the existing station, refurbishing as necessary with some demolition where possible/appropriate, with a complete refurbishment within 10 years.

Model 2 – to construct a new, fit for purpose, fire station on the existing site and disposing of the unused portion of the site on the open market.

There will be revenue costs associated with both models, with the new build revenue cost being lower than the continued use of the existing building. In order to give a full cost evaluation of both options the development costs have been mapped over a 10, 20 and 25 year timeframe.

Financial Model	Total capital and revenue costs (estimated)		
	10 years	20 Years	25 Years
Existing Station	£4.33m	£5.72m	£6.42m
New Station	£4.83m	£5.70m	£6.14m

As can be seen the costs for the two models over 10 and 20 years is relatively comparable with the new build option being preferable at 25 years.

Equality and Diversity Implications

13. A replacement fire station will be designed to better accommodate equality and diversity issues.

Environmental Implications

14. A replacement fire station will lead to environmental improvements over the existing fire station. The replacement fire station will aim for the same environmental rating as the other new builds – BREAAAM good.

CONTACT: JOANNE SMITH, FIRE SERVICE HQ, WINSFORD
TEL [01606] 868804
BACKGROUND PAPERS: None

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CHESHIRE FIRE AUTHORITY

MEETING OF: CHESHIRE FIRE AUTHORITY
DATE: 14TH FEBRUARY 2018
REPORT OF: DIRECTOR OF GOVERNANCE AND COMMISSIONING
AUTHOR: PAUL BINYON

SUBJECT: SALE OF TARPORLEY MUSEUM BUILDING

Purpose of Report

1. To secure approval for the sale of the building that previously housed a Fire Museum at Tarporley.

Recommended: That Members

- [1] Authorise officers to arrange for the sale of the building formerly operated as a fire service museum in Park Road, Tarporley.

Background

2. The Fire Authority has owned a small building in Park Road, Tarporley known as Tarporley Old Fire Station. For some years the building operated as a fire museum containing a variety of pieces of fire service equipment and memorabilia. It was run by a volunteer curator rather than by an employee of the Service.

Information

3. When officers made enquiries about the operation of the fire museum it became apparent that it was no longer opening to the public. The curator has confirmed to officers that he did not wish to continue operating the fire museum and in recent months the building has been emptied of the fire service equipment.
4. Officers have sent a letter thanking the curator for all his work over the years, providing members of the public with interesting insights into the fire service. This was very warmly received by him and he replied to note his thanks for the correspondence.
5. Some valuations have been obtained and it is hoped that the building is capable of being sold.

Financial Implications

6. There will be costs associated with the sale. Some of these may need to be committed before a binding contract is entered into. The Authority will obtain a capital receipt.

Legal Implications

7. The current legal title is not perfect; it shows the ownership to be possessory rather than absolute. It is assumed that the title deeds were unavailable when the title was registered at HM Land Registry. This could impact on the value so a sale may be delayed until the title can be rectified.

Equality and Diversity Implications

8. There are no equality and diversity implications.

Environmental Implications

9. There are no environmental implications.

**CONTACT: JOANNE SMITH, FIRE SERVICE HQ, WINSFORD
TEL [01606] 868804
BACKGROUND PAPERS: NONE**