



integrated risk management  
**irm** 2004/05



04/05

# East Sussex Fire Authority

INTEGRATED RISK MANAGEMENT ANNUAL ACTION PLAN 2004/05

A Consultation Document

*driving down risk - making our communities safer*



## Foreword

This is the Fire Authority's first Integrated Risk Management (IRM) Plan and it has been introduced in response to a directive from the Office of the Deputy Prime Minister (ODPM) whose Government department is responsible for fire. The introduction of Integrated Risk Management is part of the ODPM's long-term agenda to modernise the Fire Service and to improve standards of service delivery at local level. This concept is explained in more detail later in this report.

It is notable that the ODPM white paper, which sets out this new agenda, was published under the title 'Our Fire and Rescue Service' which finally gives recognition to the changing role of the Fire Service.

East Sussex Fire and Rescue Service already engages in a wide and diverse range of activities to protect and safeguard our community and those who visit or pass through it. During recent years we have concentrated on developing and improving our links with other partners and stakeholders who, despite differing responsibilities, share our own interest in the benefits of a combined community safety agenda.

We have a compressed and challenging timeframe in which to implement the first stages of our plan and the changes will therefore be incremental. However, the long-term benefits to you will be a more effective and cost efficient service emanating from an evolving process which includes an opportunity for all stakeholders to contribute to its future direction.

We will seek to continue our investment in operational resources to ensure firefighters are properly resourced to effectively deliver a vital and important public service.

**Mike Murphy**  
Chairman of East Sussex Fire Authority



## The IRM Strategic Plan

East Sussex Fire Authority has also published a Strategic Plan, outlining their vision for implementation of IRM over the 2003-06 period. Copies are available on request - see the back cover for contact details.



# Contents

Executive Summary .....03 - 04

**Section One**  
Introduction .....05

**Section Two**  
Timescales .....05

**Section Three**  
Our Proposals .....06

**Section Four**  
Related issues .....07

**Section Five**  
Explanations and Definitions .....07

**Section Six**  
Response to Automatic Fire Detection Calls .....08 - 10

**Section Seven**  
Response to Road Traffic Collisions .....11 - 12

**Section Eight**  
Aerial Appliance Disposition .....13 - 20

**Section Nine**  
What happens next? .....21

**Section Ten**  
Your Opinion Counts/Contact Information .....22

## Section Eleven

**Appendix A** - Related Issues being considered by the Fire Authority.  
Page 24

**Appendix B** - Future Action Plans.  
Page 25

**Appendix C** - Options considered but discounted by the Fire Authority.  
Page 25 - 27

**Appendix D** - Existing Standards of Fire Cover.  
Page 28

**Appendix E** - The Effects of Reducing the Number of Retained Crews  
Despatched to AFD  
Page 29

**Appendix F** - Glossary of Terms.  
Page 30 - 31

**Appendix G** - Distribution of Incidents.  
Page 32 - 34



## Executive Summary

This consultation document outlines proposals to change the way that East Sussex Fire Authority delivers its services.

We would like you to consider our proposals for change, and to give us feedback. Once we have received your views, we will consider them and publish the responses we have received. Your views will help to inform the Fire Authority in determining their implementation plan which will commence in April 2004.

You have until the 20th February 2004 to give us your views. Details of how to respond are on page 22.

There are four main areas that we propose to make changes to; our response to Automatic Fire Detection systems (AFDs), our response to Road Traffic Collisions (RTCs), how we use our aerial appliances and a series of changes that we describe as Related Issues. Each proposal is summarised below. Fuller details of each proposal, and supporting information, can be found in the main body of the plan.

### **Automatic Fire Detection Systems (AFDs)**

We propose to send 1 fire engine to AFD calls, so that we can re-deploy other crews for community safety activities (e.g. providing home safety checks, giving safety advice to children and elderly citizens). Note that we will continue to send 2 fire engines to calls that originate from domestic fire detectors.

### **Road Traffic Collisions (RTCs)**

We intend to adopt a standard which states that we will aim to attend 50% of all RTCs in 8 minutes, and 90% in 13 minutes.

### **Aerial Appliances**

We currently have 4 aerial appliances (high-reach vehicles such as Turntable Ladders and Aerial Ladder Platforms). They are based at Hove, Brighton, Eastbourne and Hastings.

We propose that these vehicles are not sent as part of the initial attendance to buildings, but are available to the Incident Commander on request. In addition aerial appliances may be mobilised at the discretion of the Mobilising & Communications Centre Supervisor on receipt of information from the caller.

Furthermore we propose that at Hove only, a crew are not designated solely for an aerial appliance. The crew will spend the bulk of their time on community safety activities but will be available if requested to crew the aerial appliance. The aerial appliance at Brighton will provide the initial response for the City of Brighton and Hove.

## Related issues

There are a series of issues that the Fire Authority will need to address in conjunction with the main proposals listed in the Executive Summary. These are mainly internal management issues that will assist us in providing more flexible service delivery.

### **Reasons for change**

The main reason that we are proposing to introduce these changes is so that we can provide a more proactive service for the community focused on preventative safety initiatives, rather than responding to a large proportion of our calls that turn out to be false alarms, whilst not exposing firefighters to unnecessary risk.

Community safety initiatives are crucial in driving down risk and making our communities safer as they are the primary method for preventing people from needing our emergency attendance. We would rather help people to avoid getting into a situation where they need our emergency response.

The proposals above should allow East Sussex Fire Authority to provide a better service to the people of East Sussex and Brighton and Hove, without unnecessary or unjustifiable increases in the amount of money that we collect from you via your local Council Tax.

The proposed changes also allow your Fire & Rescue Service to retain sufficient capacity for those infrequent larger incidents that may occur and maintain firefighter safety at operational incidents.

Finally the proposals are intended to ensure that crews are available to deal with genuine incidents, rather than having to respond to false alarm calls.





## 1. Introduction

- 1.1 On 2nd April 2003 the Office of the Deputy Prime Minister (ODPM) issued Fire Service Circular 7/2003, which provided guidance to Fire Authorities in Integrated Risk Management Planning (IRMP).
- 1.2 Integrated Risk Management will replace the existing rigid Standards of Fire Cover, which are based on generic principles linked to speed and weight of response to fires in buildings. These were initially prescribed in the 1930s and are no longer relevant to the more complex and dynamic requirements of our local communities. IRM will also allow a holistic view of risk to be taken, including the effectiveness of preventative measures. The use of IRM will allow Fire Authorities to make more effective and cost efficient use of existing resources to meet local demands. Decisions on response options will be based on processes and procedures for analysis and risk assessment.

## 2. Timescales

- 2.1 **Jun - Sep 2003.** Detailed data analysis and risk assessment carried out  
**Oct 2003.** Fire Authority adopts the Strategic and Annual IRM plans for consultation purposes  
**Nov 2003 - Feb 2004.** Consultation with community, work force, ODPM and other stakeholders  
**Mar 2004.** Fire Authority to formally consider the outcome of the consultation and any proposed revisions and formally adopt the IRM Strategic Plan 2004-06 and the Annual Action Plan 2004-05  
**1st Apr 2004.** Implementation of action plan

### 3. Our proposals

- 3.1 Our proposals in this first year of Integrated Risk Management broadly relate to freeing up staff time to devote to community safety initiatives. We firmly believe that proactively preventing incidents from occurring is the best service that we can provide.
- 3.2 We recognise that despite our best efforts, there will still be a number of emergency incidents arising, although we will work to ensure that the frequency of these often devastating events is reduced. We will aim to retain sufficient capacity to deal effectively with emergency situations as they arise, whilst at the same time ensuring that our staff spend their time in the most effective way to make our communities safer.
- 3.3 If we implement the proposals described below, we plan to be able to spend more than 18,000 additional person-hours per year on preventative work, instead of responding to incidents where there is overwhelming evidence to suggest that it is likely to be a false alarm or that our crews are not needed.
- 3.4 The Fire Authority is seeking your views on the following proposals;
- 3.5 **Automatic Fire Detection systems (AFDs)**  
We currently send 2 fire engines to any building where an AFD has activated. However, our analysis shows that on 99.5% of occasions, our crews are not needed to extinguish a fire. We therefore propose to send 1 fire engine to AFD calls, so that we can re-deploy other crews for community safety activities (e.g. providing home safety checks, giving

safety advice to children and elderly citizens). Note that we will continue to send 2 fire engines to calls that originate from domestic fire detectors.

- 3.6 The Fire Authority proposes to lobby central Government to allow a provision for Fire Authorities to levy a charge against the owners/occupiers of premises that generate AFD calls that are not genuine calls to actual fires. (See page 10 for further details.)

3.7 **Road Traffic Collisions (RTCs)**

We currently have no statutory obligation to attend RTCs, and no performance standard. We intend to adopt a standard which states that we will aim to attend 50% of all RTCs in 8 minutes, and 90% in 13 minutes. (See page 11 for further details.)

3.8 **Aerial Appliances**

We currently have 4 aerial appliances (high-reach vehicles such as Turntable Ladders and Aerial Ladder Platforms). They are based at Hove, Brighton, Eastbourne and Hastings. These vehicles are often sent to incidents automatically whether there is a specific need for them or not but our analysis shows that they are currently used at less than 2% of the incidents they attend. We propose that these vehicles are not sent as part of the initial attendance to buildings but are available to the Incident Commander on request. In addition aerial appliances may be mobilised at the discretion of the M&CC Supervisor on receipt of information from the caller. This will allow us to use more of these crews' time for community safety activities.

- 3.9 Furthermore we propose that at Hove only, a crew are not designated solely for an aerial appliance. The crew will spend the bulk of their time on community safety activities but will be available if requested to crew the aerial appliance. The aerial appliance at Brighton will provide the initial response for the City of Brighton and Hove. If specifically required, the Hove crew will return to Hove Fire Station to collect the aerial appliance and take it to the incident. The crews at Brighton, Eastbourne and Hastings will remain with their vehicles but will also undertake more community safety activities. (See page 13 for further details.)



## 4. Related Issues - See Appendix A

- 4.1 Further details of the reasoning behind these proposals, and data relating to each proposal, can be found later in the document. The Fire Authority has also considered a range of proposals with regard to AFDs and aerial appliances. Those options considered but not adopted, can be found in Appendix C.
- 4.2 Note that the wider aims and objectives, as well as a timetable of future potential changes, can be found in our IRM Strategic Plan. Copies of this can be obtained by using any of the 'Contact Us' methods listed at the end of this document.

## 5. Explanations and Definitions

- 5.1 These explanations and definitions may be useful to help understand some of the concepts discussed later. A full glossary can be found in Appendix F.
- 5.2 Speed of response**  
For each category of incident, the Fire Authority will consider an appropriate speed of response, i.e. the time of arrival of the initial crew(s).
- 5.3 Weight of response**  
For each category of incident, the Fire Authority will consider an appropriate weight of response, i.e. the number and type of vehicles and resources that will form the initial response to an incident and the number of personnel that will attend on those vehicles.
- 5.4 Primary or Secondary crewing**  
A specialist vehicle (such as a Hydraulic Platform which allows access to taller buildings) may be Primary or Secondary crewed. A Primary crewed vehicle will have a crew permanently assigned to it. A Secondary crewed vehicle will have a crew that is taken from another vehicle as required.
- 5.5 Pre-Determined Attendance (PDA)**  
For each category of incident, the Fire Authority will consider an initial PDA that is deemed appropriate to deal with the likely severity of each incident. Additional resources are available to the Incident Commander on request.
- 5.6 Crewing arrangements at Fire Stations**  
There are currently three main types of crewing arrangements in East Sussex. Shift stations are permanently crewed, 24hrs per day. Day-crewed stations are crewed during the day and the crews are available via a pager from their homes at night. Retained stations have a crew that is summoned via a pager at the time of a call, day or night.
- 5.7 Standard vs Variable response**  
For each category of incident, the Fire Authority will consider a standard or variable response. A standard response will result in a fixed PDA for most calls. A variable response will allow scope to undertake a risk assessment and despatch the resources that are deemed most appropriate.

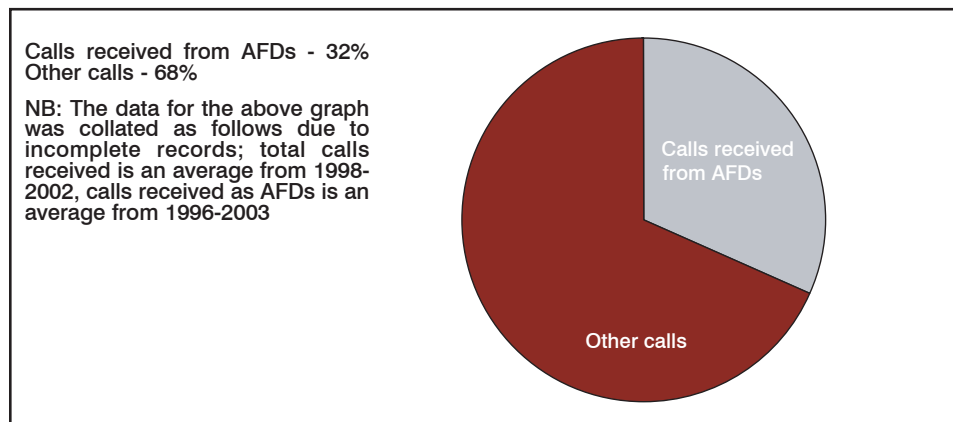


## 6. Calls from AFD Systems

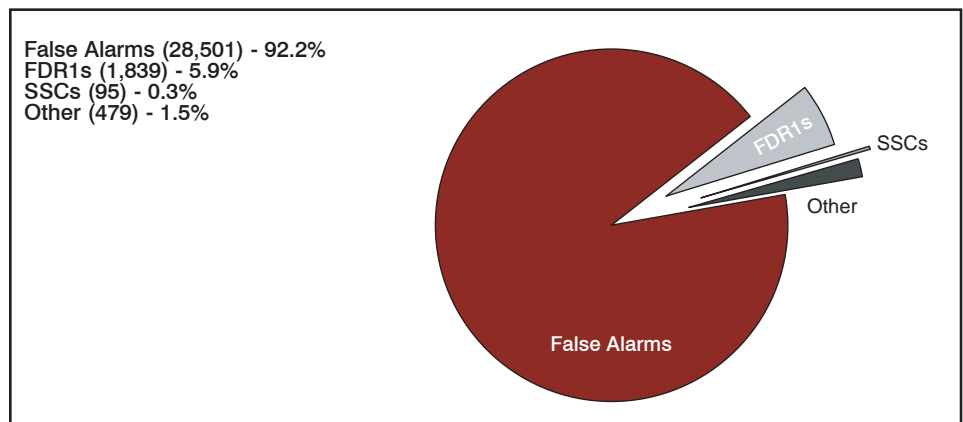
6.1 Incidents that originate from Automatic Fire Detection systems (AFDs) form a significant part of the demand for our services. On average, between 1996 and 2003, AFD systems accounted for 32% of all calls received.

6.2 Our analysis shows that a very small number of these calls result in an incident that requires any significant action from East Sussex Fire & Rescue Service. The present standards of fire cover require the Service to respond to fire alarm activation with exactly the same speed and weight of response as if we were responding to a confirmed fire.

**FIGURE 1** CALLS RECEIVED FROM AFDs AS A PERCENTAGE OF ALL CALLS 1996-2003

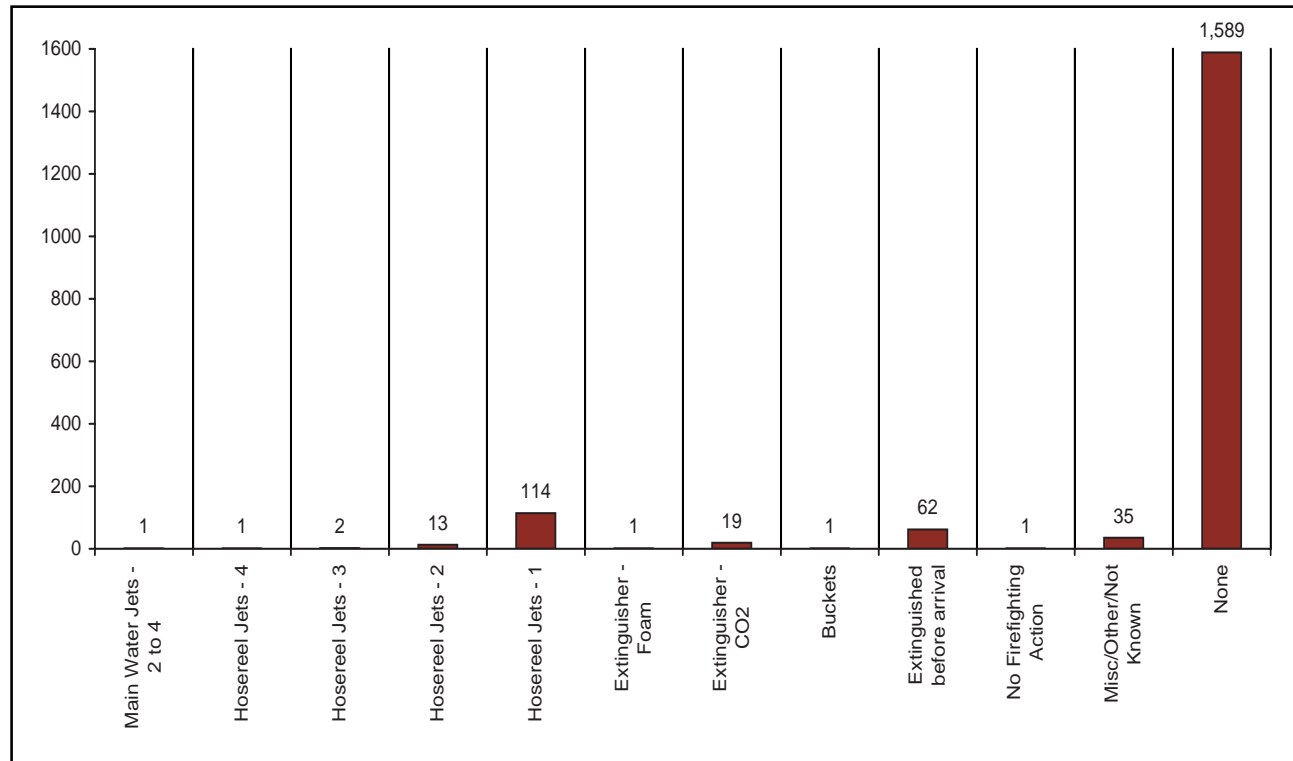


**FIGURE 2** FINAL CLASSIFICATION OF CALLS RECEIVED FROM AFDs 1996-2003 (TOTAL CALLS 30,914)





**FIGURE 3** EXTINGUISHING METHOD FOR AFD ALARMS THAT BECAME FDR1s 1996-2003 (Total incidents 1,839)



## FDR1 Fire Report

The ODPM requires Fire & Rescue Services to complete an FDR1 form (fire report) where particular criteria are met. The criteria can be broadly summarised as where fire causes damage to property, even if the fire has been extinguished or burnt itself out before the arrival of the Service.

## 6. Automatic Fire Detectors (AFD) Data Analysis

- 6.3 We have examined data from 1996 to 2003. The primary data sources are taken from in-house databases that are used as part of the national reporting system used by central Government.
- 6.4 **Figure 1** overleaf shows the total number of incidents that originate from AFD systems, as a percentage of all incidents
- 6.5 **Figure 2** shows how calls that were received from AFD systems were finally classified, i.e. once crews had attended and investigated the cause of the call.
- 6.6 **Figure 3** looks at the FDR1\* (fire) category from the above figure (5.9%) and shows the extinguishing method used at those incidents.

## 6. Proposal for responding to AFDs

- 6.7 Reduce the pre-determined attendance (PDA) from the existing arrangements, to a maximum of one appliance for all AFD calls that are not immediately confirmed as actual fires.
- 6.8 AFD calls originating from houses of multiple occupation or domestic premises will receive an attendance of 2 pumping appliances.
- 6.9 Note that additional resources will be deployed by Mobilising and Communication Centre (M&CC) staff if further information was received that deemed such action was necessary.

## 6. Related proposal - potential charges for AFD calls

- 6.10 Under current legislation, the Fire Authority is unable to levy any charges against premises occupiers/owners who generate false alarm calls through their installed AFD systems. Whilst many occupiers/owners of such premises take action to reduce the level of false alarm calls, such unwanted calls nevertheless place a burden on Fire Authority resources. The Fire Authority are therefore minded to lobby Government via the Local Government Association (LGA) to seek a revision to current legislation, allowing a provision for Fire Authorities to levy a charge against the owners/occupiers of premises that generate AFD calls that are not genuine calls to actual fires

TOTAL AFD CALLS  
30,914

FDR1/FIRES 1839 =  
5.9% OF ALL AFD CALLS

ACTION REQUIRED 152 =  
0.5% OF ALL AFD CALLS

## 6. Summary of AFD analysis

- 6.11 It can be seen from the previous data that over the last 7 years, East Sussex Fire & Rescue Service has attended 30,914 calls that originated via AFD systems.
- 6.12 Of those calls, only 1,839 calls (5.9%) resulted in an FDR1 report being completed, i.e. a fire had actually occurred.
- 6.13 Fire & Rescue Service personnel were required to make a significant intervention in only 152 of those incidents where a fire report was filled out.
- 6.14 The number of incidents that required any firefighting action by Fire & Rescue Service personnel equates to only 0.5% of total AFD calls received.







## 7. Road Traffic Collisions (RTCs)

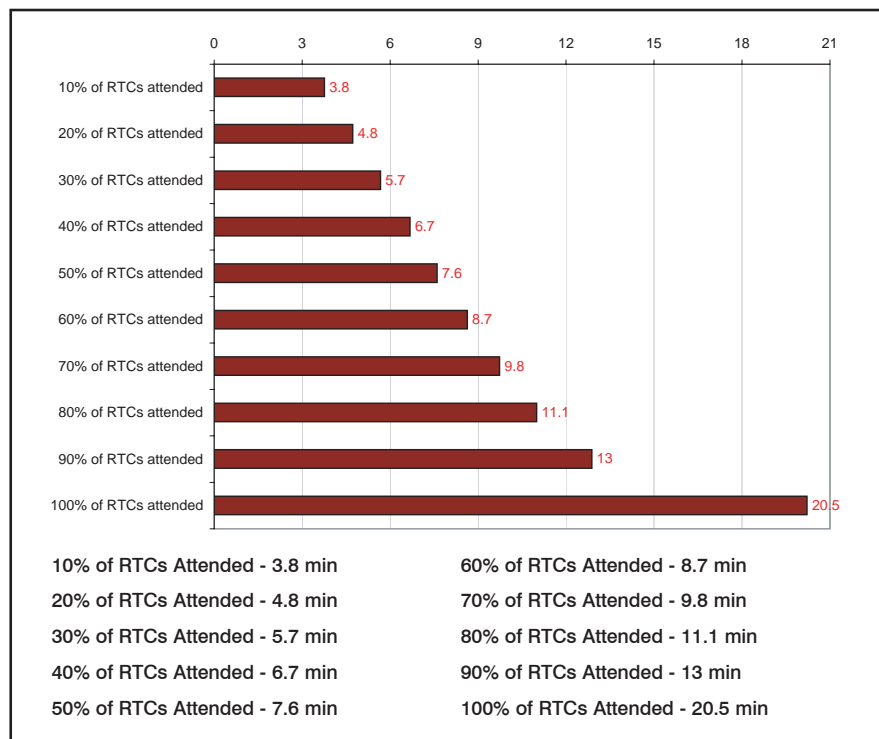
- 7.1 RTCs were not considered as a factor in the existing Standards of Fire Cover (see appendix D), which only relate to fire risks, primarily in buildings. The number and location of RTCs is not therefore considered when planning Fire Station sites or the levels of crewing at each station.
- 7.2 Road Traffic Collisions have become a significant part of the workload for all Fire Services with East Sussex Fire & Rescue Service attending a total of 470 in 2002/2003. At these incidents, 35 people were rescued.
- 7.3 According to the Department of Transport, a total of 315 people were killed or seriously injured in RTCs in East Sussex last year.
- 7.4 As stated above, the existing Standards of Fire Cover do not require East Sussex Fire Authority to set any standard for the provision of an operational response to RTCs. As part of our IRM planning process it is considered appropriate to review this matter.
- 7.5 If the Fire Authority agree to determine a standard for response to RTCs, it will be appropriate to review such an agreed standard with Sussex Ambulance, Sussex Police and other agencies.



## 7. Road Traffic Collision Data Analysis

7.6 Figure 4 shows attendance times for the first East Sussex Fire & Rescue Service appliance to attend 'on-scene' at an RTC - measured from time of receipt of call to arrival.

**FIGURE 4** TIME FROM CALL TO ARRIVAL OF FIRST CREW  
AVERAGED TIMES 1996/97 TO 2002/03



Note that in Figure 4, the slowest 0.1% (those that took us more than 20 minutes to attend) of attendances has been discounted. This equates to approximately 4 incidents per year, a total of 30 between 1996 and 2003.

## 7. Summary of RTC Analysis

- 7.7 Between 1996 and 2003, 50% of RTC incidents have had an appliance in attendance within 7.6 minutes of the call being received.
- 7.8 Between 1996 and 2003, 90% of RTC incidents have had an appliance in attendance within 13 minutes of the call being received.

## 7. Proposal for RTCs

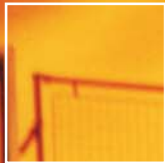
- 7.9 Adopt a standard for attendance at RTCs that requires the Fire and Rescue Service to attend, as follows; East Sussex Fire & Rescue Service will strive to ensure that the initial attendance to 50% of all RTCs arrives within 8 minutes of being mobilised and 90% within 13 minutes.

## 7. Possible Implications

- 7.10 Further collaborative work will need to be undertaken with Sussex Ambulance, Sussex Police, East Sussex County Council and Brighton & Hove City Council to establish whether the current disposition of crews and vehicles is appropriately placed to mitigate the effects of RTCs.

Further training and equipment implications may arise as a result of this work.





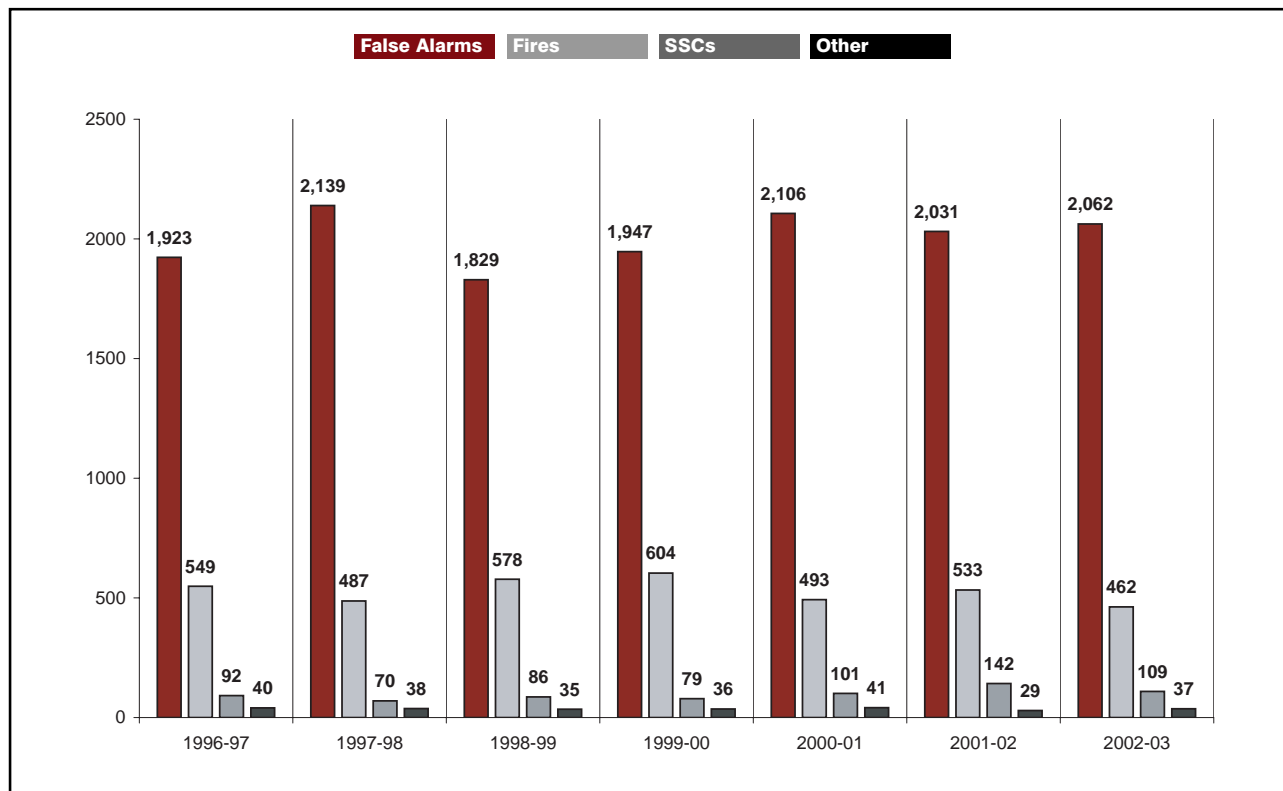
## 8. Disposition and use of Aerial Appliances

- 8.1 An aerial appliance is a specialised vehicle that is used to access higher levels than can be reached via conventional ground ladders (typically between 4 and 10 storeys high).
- 8.2 It can be used as a rescue platform from upper floors, or as a water tower to direct water into a building from above. It can also be used as a general access and observation platform at a wide range of incidents. Aerial appliances are currently available in two basic designs, either as a Turntable Ladder or as an Aerial Ladder Platform.
- 8.3 The current purchase cost of an aerial appliance is in the region of £385,000 to £400,000. East Sussex Fire & Rescue Service has 4 operational aerial appliances, one based at each of the following stations; Hastings (Bohemia Rd), Eastbourne, Brighton (Preston Circus) and Hove. Due to the fairly high maintenance requirements of these specialised vehicles, there is also 1 spare appliance.
- 8.4 At present, each of these aerial appliances has a permanent crew of 2. As each appliance is on a full-time shift station with 4 shifts, this means 8 staff are employed to keep each appliance available (12 at Hastings) - a total of 36 staff across the Service.

## 8. Aerial Appliances Data Analysis

- 8.5 East Sussex Fire & Rescue Service continues to work with relevant responsible authorities/organisations to ensure effective fire precautions are maintained in high rise buildings. There are occasions where the fire precautions in some high rise buildings (HMOs) are found to be inadequate.
- 8.6 Figure 5 shows a summary of the number of incidents attended by all aerial appliances, by type of incident.

**FIGURE 5** AERIAL APPLIANCE TURN OUTS BY INCIDENT TYPE 1996-2003  
(TOTAL CALLS 18,678)



### Did you know ?

High buildings are required to have extra fire protection in place, which means we do not usually need to use aerial appliances as means of escape from higher floors. These requirements include the following:

Automatic Fire Detection Systems for early detection

Enough protected stairs, corridors and escape routes for occupants to descend to lower floors

Emergency Lighting

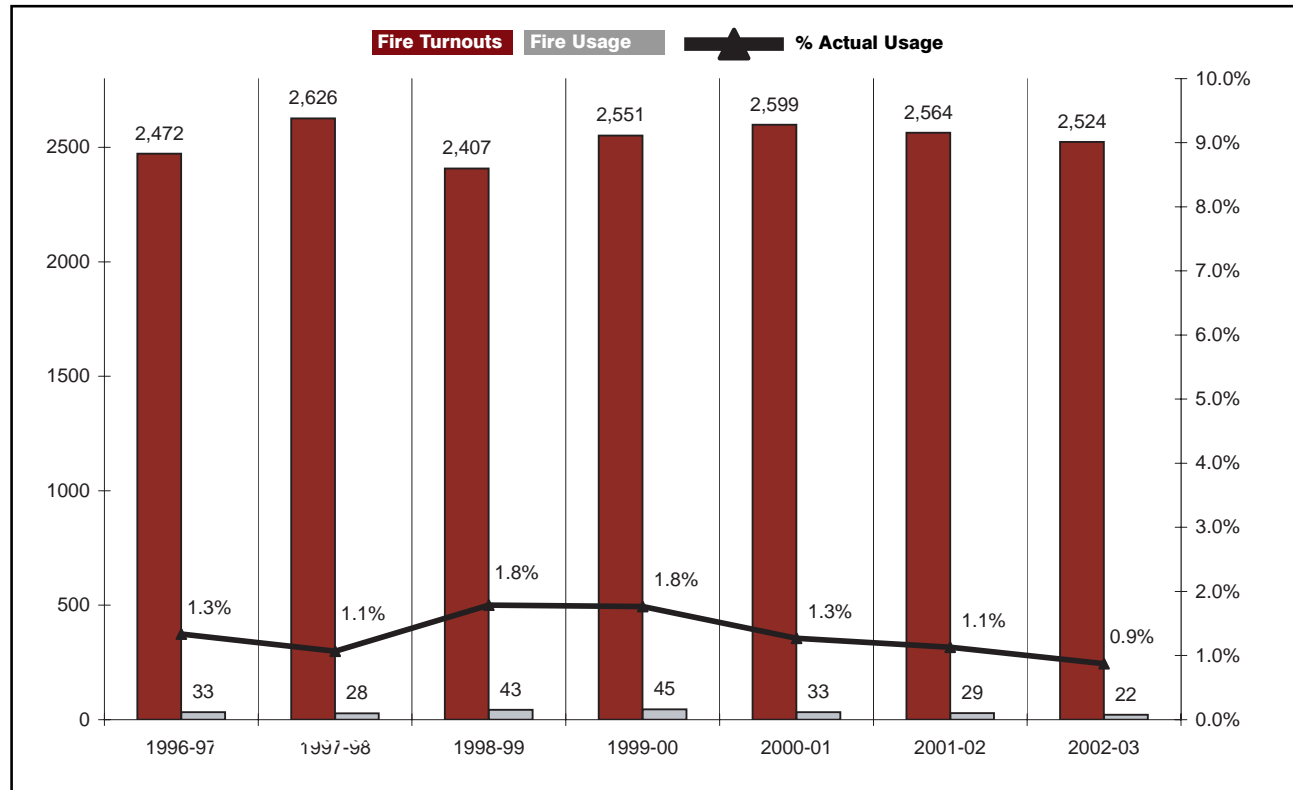
Firefighting Equipment





integrated risk management

**FIGURE 6.1** TURNOUTS VERSUS ACTUAL USAGE AT FIRE INCIDENTS  
1996-2003 (TOTAL INCIDENTS 17743)

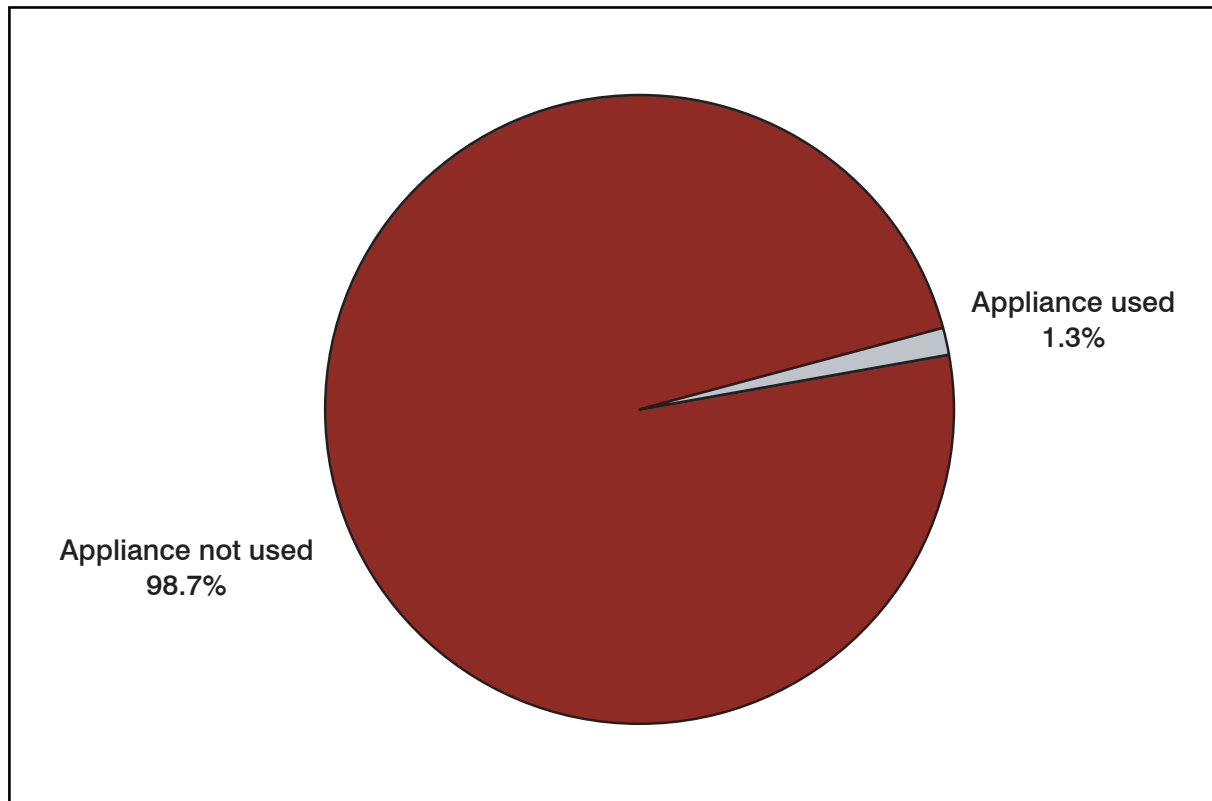


## Fire & False Alarm Calls

every call that is received via an AFD system is treated as if it were a fire. therefore, figures 6.1 and 6.2 include all calls that were attended in response to either fires or false alarms



**FIGURE 6.2** USAGE AT FIRE CALLS (INCLUDING FALSE ALARMS)  
ATTENDED BY AN AERIAL APPLIANCE 1996-2003



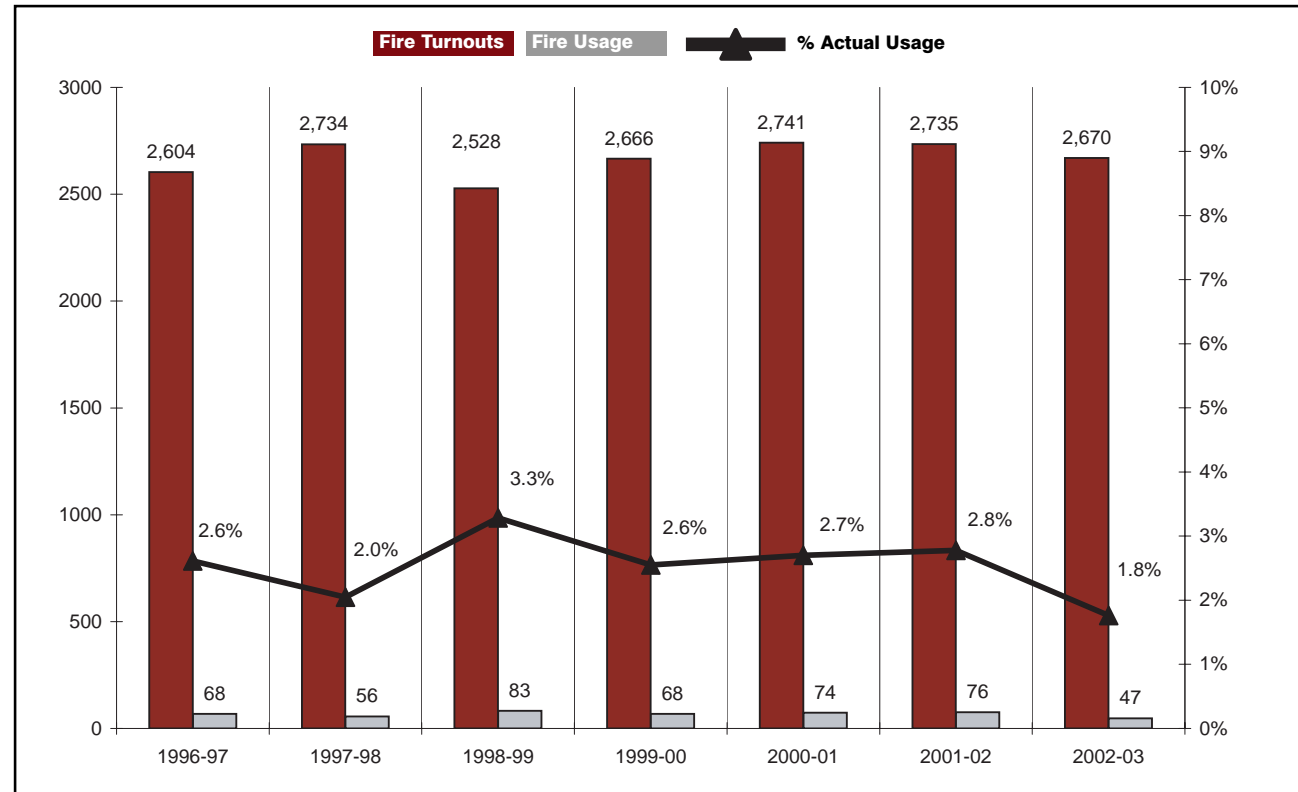
## 8. Aerial Appliance Data Analysis

- 8.7 Figure 5 gives a 'first glance' at the activity of all aerial appliances. It should be noted that the number of incidents listed indicates the type of call that the aerial appliance attended. It does not indicate that because it attended a fire, it was actually used as part of the firefighting effort - only that it was in attendance at an incident that ultimately required an FDR1 report to be completed. The 'other' category in Figure 5 includes incidents such as very small fires (rubbish, etc), chimney fires, and assistance to neighbouring services.
- 8.8 Figure 6.1 and 6.2 show turnouts vs actual usage at fire incidents. Examination of the actual usage of aerial appliances at fire calls indicates that the number of incidents attended is approximately 2,500 per year. This includes both the fire and false alarm categories from Figure 5. On average, aerial appliances are used at 33 fires per year.

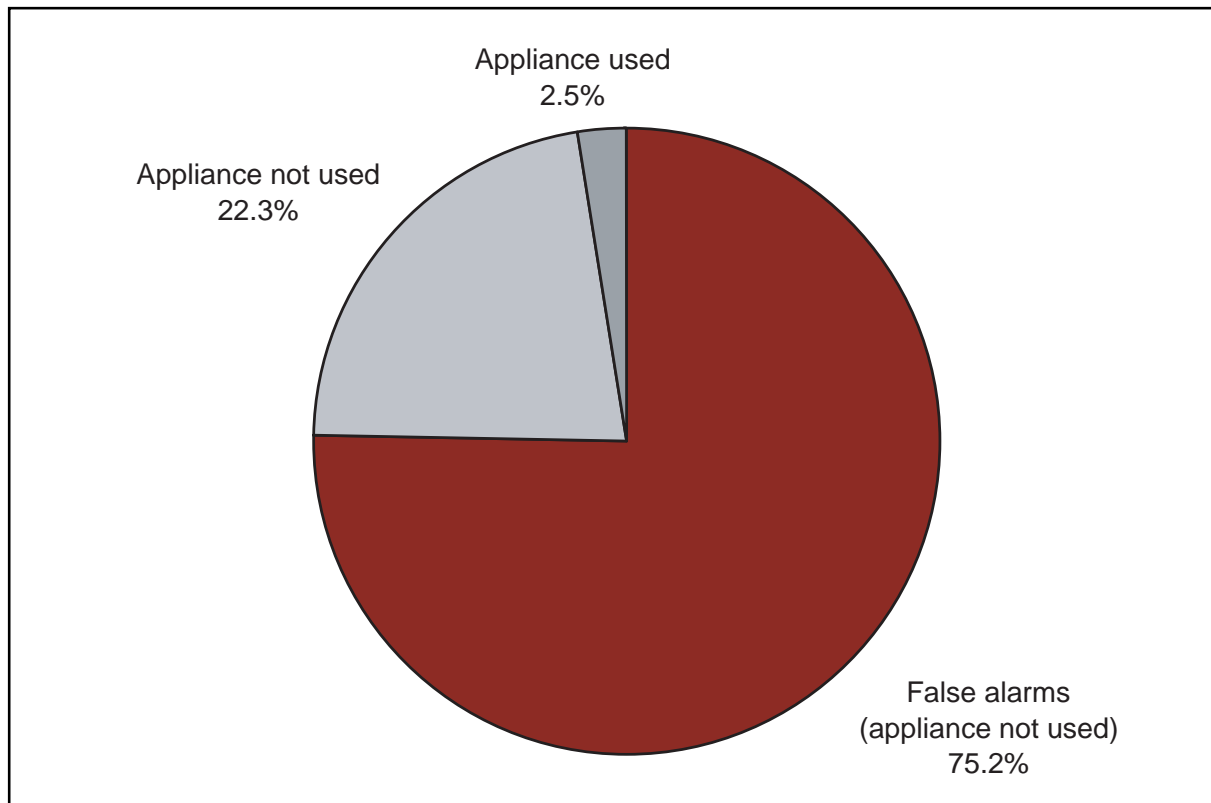


integrated risk management  
IRM PLAN

**FIGURE 7.1** TURNOUTS VERSUS ACTUAL USAGE AT ALL INCIDENTS  
(1996-2003) (TOTAL INCIDENTS 18678)



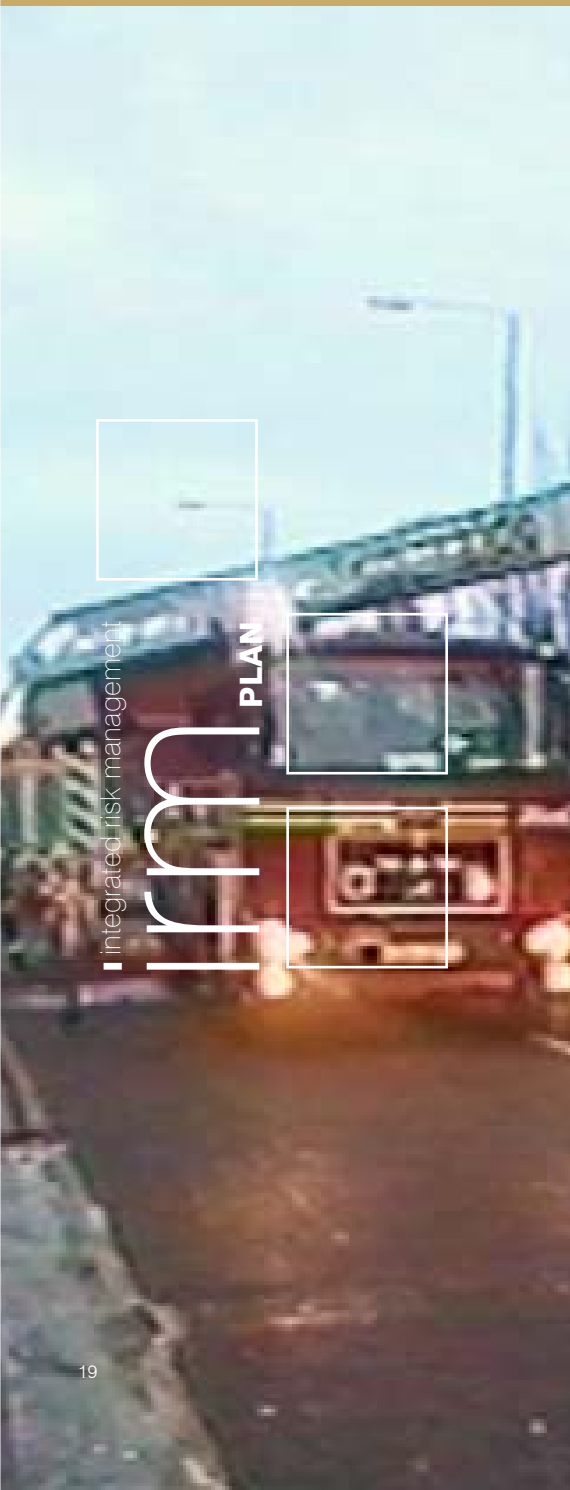
**FIGURE 7.2** USAGE AT ALL INCIDENTS ATTENDED BY AN AERIAL APPLIANCE 1996-2003



## 8. Aerial Appliance Data Analysis

8.9 Figure 7.1 and 7.2 show turnouts vs actual usage at all types of incident (fires and Special Service calls). The Figures indicate that the proportion of times that the aerial appliances are actually used is marginally greater than in figures 6.1 and 6.2. This is to be expected, as aerial appliances are not sent automatically to many types of Special Service calls but are requested only if a specific need is identified.

8.10 Allowing for the higher proportion of usage in 7.1 and 7.2, the percentage of actual usage rises from 1.3% for fires, to 2.5% for all incidents.



## 8. Summary of analysis results

- 8.11 Between 1996-2003, 75.2% of incidents to which an aerial appliance was sent turned out to be false alarms.
- 8.12 When looking at fire incidents (including false alarms), only 1.3% of those attended by an aerial appliance involved any actual usage of that appliance.
- 8.13 In the same period, only 2.5% of all incidents attended by an aerial appliance involved any actual usage of that appliance.

## 8. Proposals for Aerial Appliances

- 8.14 Only send an aerial appliance to incidents on request from the fire ground / incident scene, once it has been established that there is an actual requirement or if M&CC receive additional information from the caller that indicates the need for an aerial appliance to be mobilised.

AND

- 8.15 Keep the current arrangements of primary crewing at Brighton (Preston Circus), Hastings and Eastbourne and re-deploy the current dedicated aerial appliance crews at Hove to other duties including community safety activities. Retain the vehicle, which will be available if specifically required by recalling the crew from their community safety duties. The aerial appliance at Brighton (Preston Circus) will provide cover for the City and further afield as required.

### Summary Table

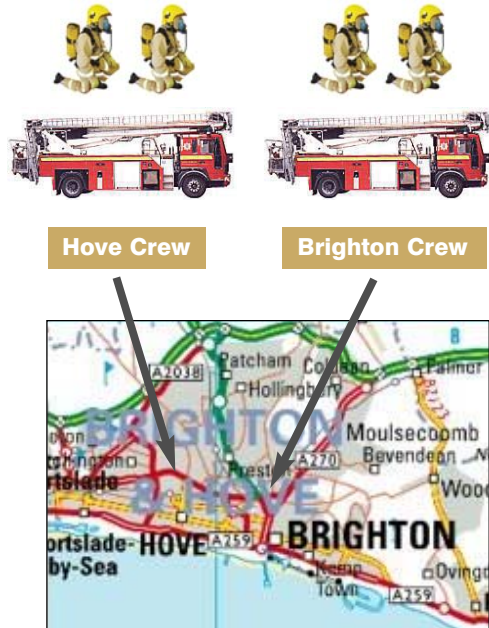
Description of event	Average No of Calls	% of all attendances
Aerial appliance attended an incident that turned out to be a false alarm	2005 false alarms approx.  501 false alarms per aerial appliance	75.2%
Aerial appliance attended a fire call (including false alarms) and was used	33 fires per year involved usage. Each aerial appliance used at approx 8 fires per year	1.3%
Aerial appliance attended any type of call (including SSC) and was used	67 incidents per year involved usage  Each aerial appliance used at approx 17 calls (of all types) per year	2.5%



## 8. Illustration of effects of proposal

**Present Situation**

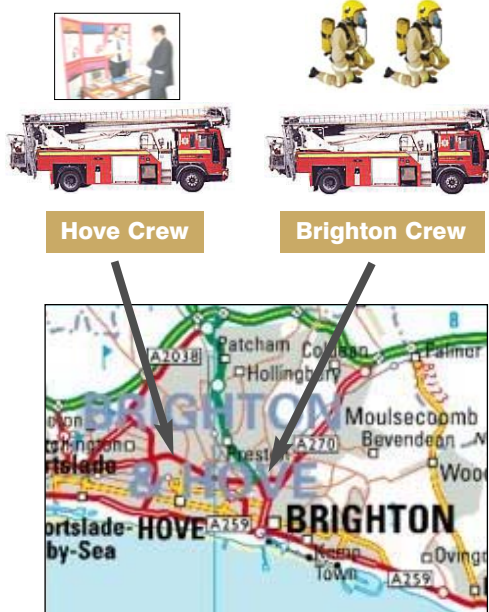
Both crews permanently 'attached' to their respective vehicles. Hove aerial covers Hove, Brighton aerial covers Brighton.



Hove Crew Brighton Crew

**Proposed situation**

Hove crew focused on other duties such as community safety, Brighton crew 'attached' to vehicle. Brighton aerial appliance covers Brighton and Hove. Hove aerial appliance available on request.



Hove Crew Brighton Crew





## 9. What happens next?

### 1. Consultation

This report is now to be issued for public consultation.

It will have a wide distribution, and seek to engage with the broadest range of stakeholders.

Consultation methods will include the following:

- ◆ Web Site
- ◆ Local Press
- ◆ Libraries
- ◆ ORS (independent opinion research consultants)
- ◆ Local Strategic Partners
- ◆ Direct Correspondence

### 2. Responses and Review

Responses received will be made publicly available (unless the respondent has requested anonymity). As this is the first such consultation process within the IRM process, we will need to consider the number and range of responses that are received before deciding on the appropriate means of reply.

Once the consultation phase is completed, the Fire Authority needs to consider whether the Plan needs to be adjusted, in light of the responses received. As the Fire Authority will commence implementation of the Plan in April 2004, it will need to consider and discuss the responses at a CFA meeting in March 2004 to allow time to decide whether the Plan needs to be modified.

### 3. Implementation

The Authority will commence implementation of the Annual Action Plan in April 2004.



# your opinion counts

East Sussex Fire Authority is keen to hear what you think of the proposals contained in this Strategic Plan, and would welcome your comments. Please fill out the questionnaire overleaf, detach and send to the Headquarters address below to reach us by 20th February 2004. Alternatively you can email your comments to [irm@esfrs.org](mailto:irm@esfrs.org), or write to us at Fire & Rescue Service Headquarters, 20 Upperton Road, Eastbourne, East Sussex, BN21 1EU (FAO The IRM Team).

We would like you to provide your name and contact details, so that we can clarify your comments if required, and respond to you in due course. We also plan to make the comments received publicly available - if you would prefer not to be identified, please let us know.

## we want to hear your view...



your opinion

Surname:

Address:

Postcode:

Contact Telephone No:

Email Address:

First Name:

Title:

**Is this Annual Action Plan clear and easy to understand?**

Comments -

- Strongly Agree
- Agree
- Neither Agree or Disagree
- Disagree
- Strongly Disagree

**Do you support the proposal by the Fire Authority with regard to calls received from Automatic Fire Detection systems (AFDs)? See page 10**

Comments -

- Strongly Agree
- Agree
- Neither Agree or Disagree
- Disagree
- Strongly Disagree

**Do you support the proposal by the Fire Authority with regard to calls to Road Traffic Collisions (RTCs)? See page 12**

Comments -

- Strongly Agree
- Agree
- Neither Agree or Disagree
- Disagree
- Strongly Disagree

**Do you support the proposal by the Fire Authority with regard to Aerial Appliances? See page 19**

Comments -

- Strongly Agree
- Agree
- Neither Agree or Disagree
- Disagree
- Strongly Disagree

please turn over...



**Do you support the proposals by the Fire Authority with regard to 'Related Issues'? See appendix A**

Comments -

- Strongly Agree**
- Agree**
- Neither Agree or Disagree**
- Disagree**
- Strongly Disagree**

**Are there any other comments you would like to make with regard to the range of services provided by East Sussex Fire Authority?**

Comments -

thank you for your comments





## 10. Appendices

**Appendix A** - Related Issues being considered by the Fire Authority.  
Page 24

**Appendix B** - Future Action Plans.  
Page 25

**Appendix C** - Options considered but discounted by the Fire Authority.  
Page 25 - 27

**Appendix D** - Existing Standards of Fire Cover.  
Page 28

**Appendix E** - The Effects of Reducing the Number of Retained Crews Despatched to AFD  
Page 29

**Appendix F** - Glossary of Terms.  
Page 30 - 31

**Appendix G** - Distribution of Incidents.  
Page 32 - 34

## Related Issues being considered by the Fire Authority

**A.1 The issues and actions described in this year's Action Plan are the start of a process, not an end in themselves.**

**A.2 In order to facilitate the effectiveness of future year's initiatives, the Fire Authority are seeking to consider the following issues;**

- ◆ Define 'core' or essential stations (and/or locations) to improve availability of vehicles and crews, especially during daytime
- ◆ Enable outposting between all shift, day-crewed and retained Fire Stations and personnel
- ◆ Agree system for recognising and using personnel willing to undertake pre-arranged overtime
- ◆ Ensure widest appropriate pool of personnel are trained to operate 'special' appliances
- ◆ Consider the benefits that may arise from providing Automatic Electronic Defibrillators on some Fire & Rescue vehicles and training selected crews in dealing with cardiac arrest

**A.3 It should also be noted that the Fire Authority are already introducing a range of related initiatives, including**

- ◆ The establishment of dual contracts to allow full-time firefighters to provide cover in their off-duty periods as retained firefighters
- ◆ New guidelines for retained firefighters to help ensure the availability of fire appliances
- ◆ The purchase of Maxicab fire appliances, which give greater flexibility in terms of how many crew and appliances are despatched to an incident
- ◆ The introduction of a new duty system for day-crewed stations, which increases the availability of appliances and the speed at which they can respond to certain incidents



## Future Action Plans

### B.1 Action Plan 2005/06

Areas for investigation:

- ◆ Speed and weight of response to operational incidents including\*
- ◆ Preventative, collaborative arrangements with other agencies and services
- ◆ Evaluation of recent community safety activities
- ◆ Evaluation of command and control resources

\* *Dwelling fires - Sleeping risks (commercial) - Commercial fires - Public building fires - Heritage risk fires - Environmental risk fires - Vehicle fires - Secondary fires - Chimney fires - Animal rescues - Flooding (internal & external) - Hazardous Material Release - Lock in/out - Lift release - Collapsed structures - Other assistance (emergency & non-emergency)*

### B.2 Action Plan 2006/07

- ◆ Crewing levels and utilisation of wholetime and retained personnel.
- ◆ Variable attendance by time of day, week, month etc.
- ◆ Amalgamation of Integrated Personal Development System (IPDS) consequences (ability to maintain competencies etc.) with crew numbers, equipment types, location of resources (including stations).
- ◆ Future resource provision in Brighton & Hove, Hastings, Eastbourne and the North area of the County.

## Options considered but discounted by the Fire

### C.1 AFD calls - discounted options

The following options were considered but not adopted by the Fire Authority.

- C.2 Option 1 - Retain the existing arrangements, whereby two appliances (and an aerial appliance where appropriate) are sent to all calls originating from AFD systems. This is based on the presumption that all calls from AFDs are likely to result in actual fires.
- C.3 Option 2 - Do not mobilise appliances to AFD calls automatically but introduce a system of interrogation on receipt of each AFD call to investigate whether the alarm has been generated by an actual fire or to determine whether assistance from East Sussex Fire & Rescue Service is required before taking the decision to mobilise crews to the site.



## Options considered but discounted by the Fire Authority

### C.4 Possible implications of Options 1 and 2

Option 1 - This would not result in any savings and would severely reduce the opportunities to redirect personnel to preventing incidents rather than responding to them.

C.5 The only 'benefit' is avoiding the slightly increased risk at 0.5% of actual fires that originated from AFD systems.

C.6 Option 2 - This is a system that has been trialled in Oxfordshire, and is being recommended for adoption by many Fire & Rescue Services in the UK. In essence, when a call is received from a commercial AFD system, M&CC staff will encourage a responsible person on the premises to physically check the building for any sign of fire. If there is nothing found, no attendance is sent. If the responsible person is unsure, or unable to check for themselves, then a reduced attendance may well be sent (e.g. one appliance). Calls from private domestic smoke detectors including houses of multiple occupation will be responded to as if they were a confirmed fire.

C.7 Based on recent data, adopting this policy will free up approximately 28,900hrs of wholetime staff time, and 9,100hrs of retained staff time.

This will enable a significant increase in community safety activities, resulting in a safer community and enabling East Sussex Fire & Rescue Service to continue driving down risk and promoting community well-being.

**M&CC**

Mobilising and Communication Centre - the department at HQ responsible for receiving 999 calls and mobilising appropriate resources to incidents as necessary (within Standards of Fire Cover requirements)



## Aerial appliances - discounted options

- C.8 The following options were considered but not adopted by the Fire Authority.
- C.9 Option 1 - Maintain the current arrangements of sending an aerial appliance automatically to all high rise buildings where there is a report of a fire or where an AFD system has activated.
- C.10 Option 2 - Permanently remove the aerial appliance from Hove, and re-deploy the crew to community safety duties.
- C.11 Option 3 - Permanently remove the aerial appliance from Hove, and reduce the Service establishment by 8 posts.
- C.12 Option 4 - Permanently re-deploy the current dedicated aerial appliance crews to community safety activities at all stations. If an aerial appliance is required, the pumping appliance crew is used (resulting in that pumping appliance being unavailable).

## Possible Implications of Options 1 to 4

- C.13 Option 1 -This option would result in no change to the existing arrangements and reduced opportunities to use crews for proactive community safety work..
- C.14 Option 2 - This option would remove the actual vehicle from Hove (either for use as a spare, or for disposal). The crew would be removed from Hove's operational establishment and redeployed to full-time community safety activities.
- C.15 Option 3 - This option would remove the actual vehicle from Hove (either for use as a spare, or for disposal). The crew would be removed from the Service's operational establishment, resulting in a net reduction of 8 posts and a consequential revenue budget saving.
- C.16 Option 4 - This option retains all 4 aerial appliances where they are (at Hove, Preston Circus, Eastbourne and Hastings) but removes all crew members from the appliances.
- C.17 This would result in a total of 36 posts being made available for re-deployment to full-time community safety work (8 each from Hove, Preston Circus and Eastbourne, and 12 from Hastings).

## Existing Standards of Fire Cover

- D.1 The Home Office last revised the Standards of Fire Cover that all UK Fire & Rescue Services are working to in 1985. Monitoring the performance of Services in meeting these standards is now the responsibility of the Office of the Deputy Prime Minister (ODPM).

The current standards can be summarised by the tables below

Risk Category	1st Pump Arrival time	2nd Pump Arrival time	3rd Pump Arrival time
A	5 MIN	5 MIN	8 MIN
B	5 MIN	8 MIN	
C	8 -10 MIN	8 MIN	
D	20 MIN		
Remote Rural	No standard		

Table 1 - current Standards of Fire Cover, speed of arrival

Risk Category	Description of typical type of risk
A*	Densely populated city centres, major docks
B	City and large town centres
C	Suburbs of cities and larger towns, smaller town centres
D	Sparsely populated rural areas, small villages
Remote Rural	Isolated from any centres of population, and contain few buildings

Table 2 - current Standards of Fire Cover, definition of building risk

- D.2 *\*Although there are a significant number of buildings that meet the 'A' risk criteria in Brighton, there are insufficient within the guidance on building categorisation for any part of the City to receive an 'A' risk classification. Therefore, the highest standard applicable for East Sussex Fire & Rescue Service is 'B' risk. No part of the Service's area is designated as Remote Rural.*
- D.3 East Sussex Fire Authority has a current policy of sending 2 pumping appliances to all fires in buildings in 'C' and 'D' risk areas.
- D.4 One of the main issues with the existing Standards of Fire Cover is that they are designed to protect buildings and property, rather than people. Crucially, they take no account of any fire prevention measures within the building that may reduce the risk to people within it. The Standards focus on protecting buildings from fire and take no account of the vast range of life and property threatening incidents that the Service responds to, such as road traffic collisions, chemical spills and releases, animal rescues, flooding etc.



## The effects of reducing the number of retained crews despatched to AFDs

- E.1 East Sussex Fire & Rescue Service attends approximately 4,400 calls each year that originate from AFD systems.
- E.2 Precise figures for attendance times at an AFD incident are not available, but it is reasonable to assume that the attendance, investigation, return to station and either resumption of the interrupted activity and/or completion of related paperwork, takes up to one hour.
- E.3 Approximately 10% of these calls are attended by personnel from retained Fire Stations. This equates to in the region of 440 calls, each attended by 2 appliances carrying, on average, 9 crew. This represents 3,960 staff hours (9 x 440).**A**
- E.4 9% are attended by mixed crews of retained and day-crewed personnel, outside normal shift hours (9am-5pm). This equates to 396 calls, each attended by 2 appliances carrying, on average, 9 crew. This represents a further 3,564 staff hours (9 x 396).**B**
- E.5 8% of these calls are attended by day-crewed station personnel during normal shift hours (9am-5pm). Attendance is made up as follows:
  - 1st appliance from personnel already on shift i.e. currently available on site
  - 2nd appliance using retained personnel (from that station or an adjacent one as appropriate)
- E.6 This equates to 352 calls, each attended by 1 day-crewed appliance and 1 retained appliance. This means that we are using a retained crew 352 times and using an average of 4.5 crew per appliance (9 crew between 2 appliances). This is the equivalent of a further 1,584 staff hours (352 x 4.5).**C**

- E.8 It is possible to give approximate costs (and potential savings), based on the figures above.

### Retained Staff

Value A =	3,960 staff hours
Value B =	3,564 staff hours
Value C =	1,584 staff hours
<b>Total =</b>	<b>9,108 staff hours</b>

- E.9 A total of 9,108 retained staff hours per year are being spent attending 1,188 AFD calls (27% of all AFD calls).
- E.10 As less than 6% of these calls are finally classified as fires of any description, those 9,108 retained hours were required to attend 71 fires.
- E.11 Only 8% of those 71 fires typically require any significant intervention by East Sussex Fire & Rescue Service, this is approximately 6 fires per year.
- Shift staff**
- E.12 73% of AFD calls are attended by personnel from wholetime shift stations. This equates to 3,212 calls, each attended by 2 appliances carrying, on average, 9 crew. This represents 28,908 staff hours (9 x 3,212).
- E.13 Consultees are reminded that these figures are taken from a statistical analysis of operational data and that it would be difficult to realise all the potential time saved for proactive and preventative work.
- E.14 However, the Fire Authority believes there are significant gains to be made in terms of community safety by diverting staff away from work that contributes little to community safety or firefighter welfare and support.
- E.15 The above does not represent a cash saving opportunity, rather an opportunity to optimise resources at wholetime shift stations and re-deploy staff hours where necessary into community safety work.



## Glossary

<b>Aerial Appliance</b>	A vehicle used for high-rise rescue and provision of a water tower. Typically can reach to about the 10th storey.
<b>Automatic Fire Detection</b>	A system that is installed in a building to detect a fire and raise the alarm. Can range from a single battery-operated detector in a domestic property, to a computer-controlled, 'intelligent', fully automatic and integrated unit in a high-risk building.
<b>Community Safety Work</b>	The process of informing and educating to improve awareness of safety matters.
<b>Defibrillator</b>	An electronic device used to establish normal heartbeat.
<b>FDR1</b>	Fire Damage Report One. The Office of the Deputy Prime Minister requires Fire & Rescue services to complete an FDR1 form where particular criteria are met. The criteria can be broadly summarised as where fire causes damage to property - even if the fire has been extinguished or burnt itself out before the arrival of the service.
<b>Fire Service Circular</b>	A formal letter from the Office of the Deputy Prime Minister circulated to all Fire Authority in England and Wales detailing new initiatives, requirements and policy changes etc
<b>Hazardous Material</b>	Any substance that is hazardous to life or environmental conditions. This includes chemicals and toxic substances but also anything that may endanger wildlife e.g. alcohol, milk etc
<b>HMFSI</b>	Her Majesty's Fire Service Inspectorate - a government body responsible for reporting on the performance of Fire & Rescue services in England and Wales to the ODPM.
<b>Integrated Risk Management</b>	The development of a balanced approach by the Fire & Rescue Service to risks within the community, combining prevention, protection and intervention measures on a risk-assessed basis in order to improve community safety.
<b>Intervention</b>	Action taken by the Fire & Rescue Service
<b>M&amp;CC</b>	Mobilising and Communication Control
<b>Mobilised/Mobilising</b>	When appliances are instructed by M&CC to attend an incident.
<b>ODPM</b>	Office of the Deputy Prime Minister - the central government department that has responsibility for both guiding and ensuring that Fire Authorities comply with their statutory duties.

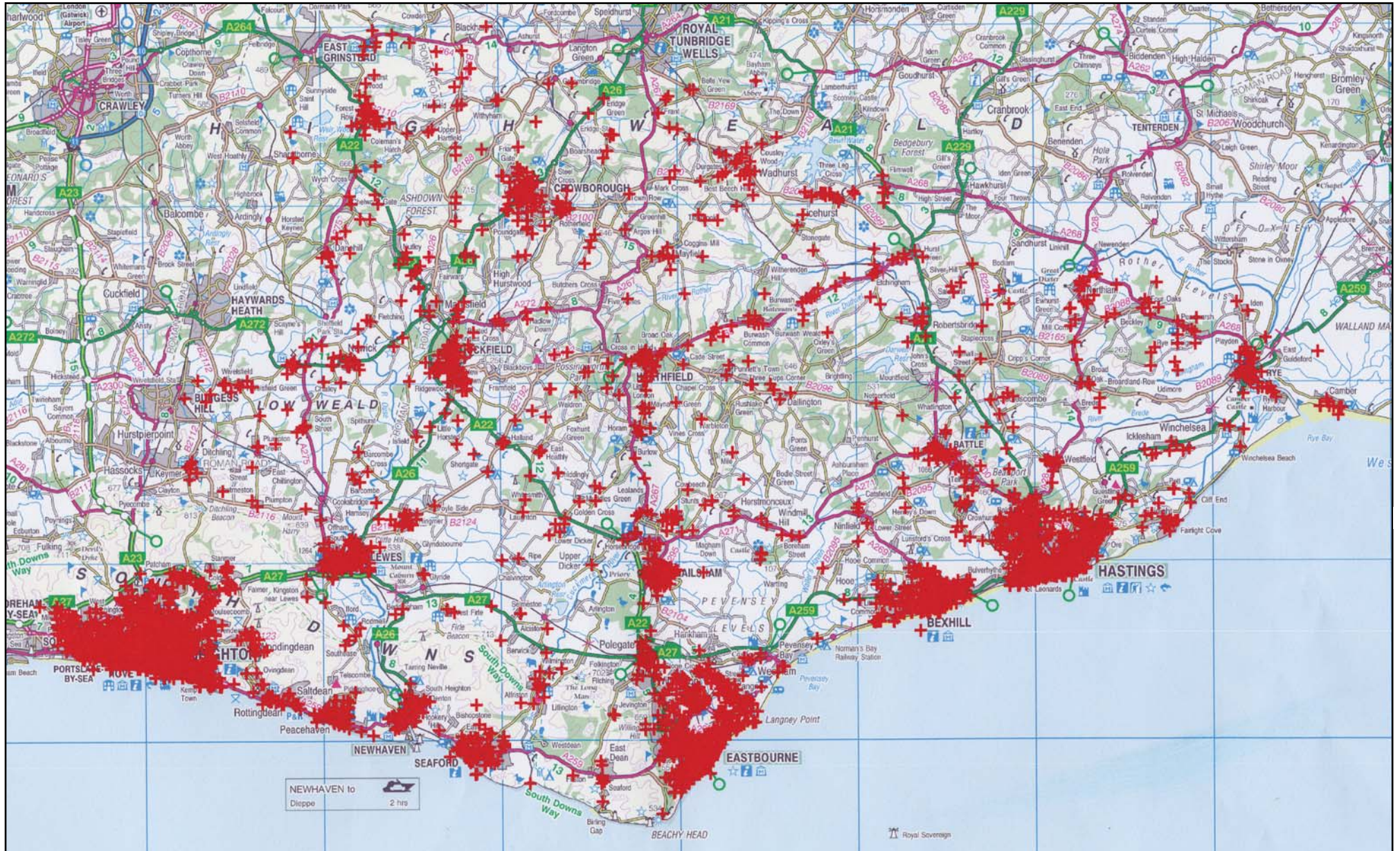
## Glossary

<b>Pre-Determined Attendance</b>	A pre-set level of response that is deemed appropriate to deal with the likely severity of each incident.
<b>Prevention</b>	Activity that attempts to prevent a fire from happening e.g. creating awareness of the most common causes of fire
<b>Primary Crewing</b>	A primary crewed vehicle has a crew permanently assigned to it.
<b>Protection</b>	Activity intended to help preserve life (should a fire occur) before Fire & Rescue Service attendance e.g. ownership of smoke alarms, fire blankets and escape ladders, creating awareness of the correct action to take in the event of a fire.
<b>Secondary Crewing</b>	A secondary crewed vehicle is crewed by staff taken from another vehicle as required.
<b>Secondary Fires</b>	Small fires outside of property e.g. rubbish in the street or grass etc.
<b>Sleeping Risk</b>	A commercial property where people stay overnight e.g. hostels, hotels, hospitals etc.
<b>SSC</b>	Special Service Calls - Attendance at non-fire incidents e.g. flooding, road traffic collisions, hazardous material leakage, animal rescue etc.
<b>Standard Response</b>	A standard response will result in a pre-determined attendance being sent to an incident.
<b>Standards of Fire Cover</b>	Requirements put in place by the Government (last issued by the Home Office) which dictated minimum levels of response to incidents.
<b>Unwanted Fire Signal (UFS)</b>	An alarm generated by an AFD system when there is no good cause.
<b>Turnout</b>	When an appliance is mobilised to an incident.
<b>Variable Response</b>	A variable response permits staff to perform a risk assessment and despatch the resources that they deem most appropriate.
<b>Weight of Response</b>	The number and type of vehicles that will form the initial response to an incident and the number of personnel that will attend on those vehicles.

## Distribution of Incidents

The following maps show the distribution of various categories of incidents.





Automatic Fire Detection (AFD) Calls between 1996 - 2003





Road Traffic Collision (RTC) Calls between 1996 - 2003





Aerial Appliance Turnouts between 1996 - 2003





## East Sussex Fire Authority

Fire & Rescue Service Headquarters

20 Upperton Road, Eastbourne

East Sussex, BN21 1EU

Tel: 0800 7319119 Fax: 01323 725574

Email: [irm@esfrs.org](mailto:irm@esfrs.org) Website: [www.esfrs.org](http://www.esfrs.org)

*driving down risk - making our communities safer*



Awarded for excellence

Best Value



INVESTOR IN PEOPLE

*driving down risk in the community*