South Yorkshire Fire & Rescue

WORKING FOR A SAFER SOUTH YORKSHIRE

Review of Retained Duty System (RDS) Cover

Proposals for changes to service delivery

October 2011

Contents

Glossary

The following terms and abbreviations may be used in these business cases:

Term	Description
Appliance	Alternative name for a pump, or traditional fire engine
ASB	Anti-social behaviour
AVLS/Automatic Vehicle Location System	Computer system that enables us to send the nearest pump to an incident, not necessarily the one based in that station area
BA	Breathing Apparatus
CM	Crew Manager
CPC/Close Proximity Crewing	Alternative method of crewing a fire station, recommended in section 6
Dual contract	Full-time firefighter who also works as a retained firefighter in between his/her full-time shifts
FDR1	Fire affecting life or property
FF	Firefighter
Footprint	Area within which we can respond from a fire station within a certain time
IRMP	Integrated Risk Management Plan - the document which must be produced by all English Fire & Rescue Services to show how they will get the right resources in the right place at the right time
Make up	When an incident commander calls for additional pumps or other resources to be sent to an incident
Output Area (OA)	An output area is a geographical area used for statistical purposes, as defined by the Office of National Statistics, containing an average of 300 residents.
PDA/Pre-determined attendance	Our minimum standard level of response for an incident of that type
Pump	A traditional 'fire engine'
RDS/retained	Part-time firefighters working the Retained Duty System (RDS)
Roving Pump	Fire engine additional to our core provision, to enable a fire crew to attend Training & Development Centre
RTC	Road traffic collision
Secondary fire	Smaller fire to an item of lower value (eg. bin, grass, rubbish)
SIU/Small Incident Unit	New vehicle to tackle smaller incidents, leaving pumps available for more serious incidents
Spate conditions	Extremely busy periods, such as during a drought or major flooding event
Special Service	Other emergency, such as a road traffic collision
Lower Super Output Area (LSOA)	An LSOA is made up of approximately 5 output areas, and is a geographical area of approximately 1500 residents and 400 households, as defined by the Office of National Statistics. The classification enables comparison of small area statistics.
Wholetime	Shift system enabling 24/7 crewing of fire stations by full-time firefighters in four watches
WM	Watch Manager

1. Summary of Proposals

At a glance

It is proposed to remove the retained duty system (RDS) crews at Edlington and Royston stations. Royston fire station would close. Edlington would still be staffed by the full-time crew.

Why are these changes being proposed?

Both these RDS crews attend only a small number of incidents. Our first response to most emergencies in the Edlington area comes from the Edlington full-time crew. Our first response to most emergencies in the Royston area comes from the full-time crews at either Barnsley or the new Cudworth fire station.

Both these RDS crews are available less than 50% of the time due to their other commitments.

The number of incidents we attend throughout South Yorkshire is declining significantly:

South Yorkshire-wide	2003/04	2010/11	% reduction
999 calls (excluding duplicates)	32,000	16,595	48
Accidental dwelling fires*	1,004	665	34
Accidental dwelling fire deaths and injuries	155	56	64
Deliberate fires	15,463	5,266	66
Road traffic collisions attended	1,027	494	52
False alarms (faulty fire detection systems)	4,239[+]	1,957	54
Malicious false alarms	804[+]	99	88

*Fires in properties where people live – such as houses, flats and apartments
[+]Data from 2005/06

2. Background information

The financial situation

2.1 The Fire and Rescue Service, along with other public bodies, has an obligation to provide the best possible service, within the available budget. The Government's Spending Review has resulted in a reduction of grants to South Yorkshire Fire and Rescue (SYFR) totalling £4.7m over the period from 2011-13. This is expected to be followed by further cuts to the budget over the following two years (2013/14 and 2014/15).

This is one of a number of associated business cases which were initiated to help SYFR to identify where the required savings could be achieved whilst endeavouring to maintain or improve, as far as possible, the quality and extent of frontline service provision.

Professional input and data analysis support

2.2. Our process of reviewing service provision has been led throughout by fire officers with many years' experience in the Fire & Rescue Service. Many of these officers grew up in South Yorkshire and have served here throughout their entire careers. These officers have used their extensive knowledge of their profession, and of the local area, to investigate potential changes which they believed were suitable for consideration in South Yorkshire.

In order to support this work, and identify the implications of these reviews, two computer software programmes have been used to test the theories put forward by these experienced officers. Dozens of scenarios have been modelled using the Government's Fire Service Emergency Cover (FSEC) Toolkit, and Process Evolution's Analyser.

The FSEC uses a geographical information system and actual historical data relating to incidents attended over a five-year period. It calculates risk levels based on a relationship between response time and fatality rates for each type of incident we face.

Process Evolution's software simulates the location of stations and appliances to predict response options and their impact. This tool has been used to add a further dimension to the analysis and test the recommendations within this business case.

Through the modelling process we can predict what effect the implementation of any recommendations are likely to have upon the public in relation to risk and any impact on our ability to respond across the county.

Firefighter posts

2.3 It is intended to make all the changes proposed in these business cases through natural wastage, by not replacing firefighters as they retire. It is not intended to make any wholetime firefighter redundancies.

Mosborough station

2.4 Mosborough fire station, as a current retained station, is regularly mentioned in this review. However, it should be noted that a proposal to close Mosborough station to provide an improved level of service through a new full-time station at Birley is made in the separate but associated business case, "Review of Sheffield Emergency Cover."

3. About This Review

Crew Availability

3.1 Retained firefighters are highly skilled and provide an excellent service to their local communities. They live in the community they serve and, often, provide emergency cover in addition to other full-time commitments with SYFR or other employers.

Initial work into this review looked at how often each of our eight retained duty system crews were actually available to provide fire cover to their local community.

The table below covers the calendar years 2008-10 for incidents attended, and April 2009 – December 2010 for availability.

It shows that, whilst Dearne and Mosborough were available for a very high proportion of the time, Edlington's availability is less than 30% and Royston's is 44%. The retained crews at Edlington and Royston also attended a low number of incidents in total, an average of less than one per week over the three-year period.

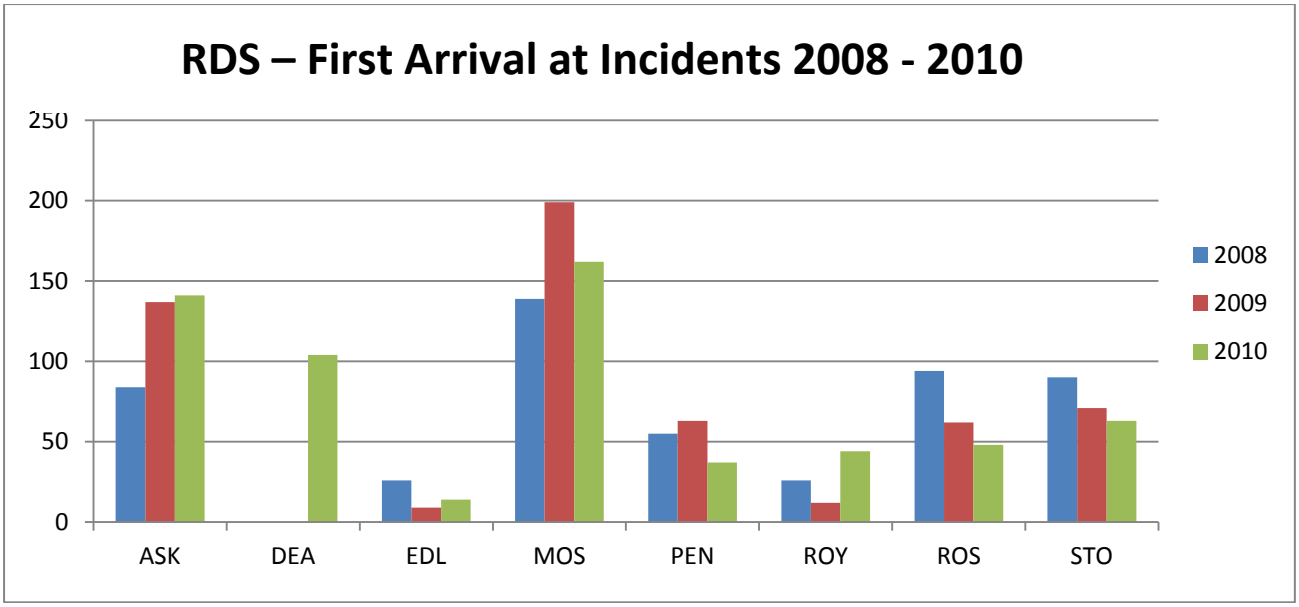
RDS Pump	All Incidents Attended*	**Average Availability****	Total		
			All 1st Attendances (first pump to arrive at an incident)	1st Attendance Single Pump (smaller incidents)	1st Attendance Multiple Pumps (larger incidents)
Dearne	241	**97.6%**	104	75	29
Mosborough	617	**82.9%**	500	430	70
Stocksbridge	314	**75.1%**	224	152	72
Askern	455	**73.0%**	362	276	86
Penistone	192	**59.2%**	155	122	33
Rossington	253	**53.4%**	204	157	47
Royston	140	**44.0%**	82	64	18
Edlington	147	**29.6%**	49	36	13

* Incident dataset 01/01/08 to 31/12/10 - Please note that for all or part of this time Royston, Dearne and Edlington were wholetime and retained Stations.
**Average availability dataset 01/04/09 to 31/12/10

First arrival at incidents

3.2 Another part of this review was to investigate how frequently our retained crews were the first to attend an emergency incident. The chart below takes the data from the three right-hand columns of the table above, and presents it visually.

Again, the retained crews at Edlington and Royston provided the lowest number of first attendances at emergency incidents.



Key – ASK Askern; DEA Dearne; EDL Edlington; MOS Mosborough; PEN Penistone; ROY Royston; ROS Rossington; STO Stocksbridge
Note -Dearne (DEA) data limited to 2010 as no previous provision at this location

Attendance within station area

3.3 A further factor in this review was the number of incidents each retained appliance attended within its own station area, compared to the actual number of incidents in that area. The gap is the number of incidents within that area which were attended by other crews.

For example, Royston's data shows that 90.24% of incidents within the Royston area are actually attended by other crews. Even though Royston are available for 44% of the time, 1,072 of the 1,188 calls in their station area were attended by another appliance. This is either because the retained crew was unavailable, or a wholetime crew could attend more quickly.

Station	% calls missed	% Available	Missed	Total calls	
Royston	90.24%	44.00%	**1072**	**1188**	
Edlington	88.74%	29.60%	**812**	**915**	Covered by Wholetime
Rossington	70.47%	53.40%	**587**	**833**	
Dearne	66.67%	97.60%	**208**	**312**	Covered by Wholetime
Mosborough	56.37%	82.90%	**593**	**1052**	
Penistone	38.15%	59.20%	**103**	**270**	
Stocksbridge	37.50%	75.10%	**150**	**400**	
Askern	30.56%	73.00%	**143**	**468**	

Figures for incidents 1/1/2008 to 31/12/2010
Dearne retained started service April 2010
"Missed" means a call in that station area which was attended by an appliance from outside the area

Summary

3.4 All these factors indicate that the retained crews at Royston and Edlington have a lower availability and attend a lower number of incidents than other retained crews. They also show that a high proportion of incidents within their area are already attended by other crews.

4. About These Stations

4.1 More detailed information is now provided about the stations and station areas of Royston and Edlington.

4.2 Royston station is a single-pump station located on the northern extremes of Barnsley district. The station was changed from a wholetime and retained station in 2010, to its current retained-only status, coinciding with the opening of Cudworth fire station. It is in a poor state or repair, and requires approximately £750,000 spending on it to bring it to a reasonable standard in line with Health and Safety requirements.

The crew is available for only 44% of the time due to their other commitments, and they only attend 10% of incidents within their eight-minute emergency response footprint. The close proximity of the new Cudworth station and the availability of two pumps at Barnsley station provides the primary cover in this area.

- The station was built in 1963
- It services the following Local Authority ward areas: All Royston ward; most of Darton East and St Helens wards; part of Darton West and Monk Bretton wards
- The station covers an area of approximately 72.57 square kilometres
- It covers a population of approximately 34,000
- There are approximately 515 commercial properties in the station area
- Station resources – one rescue pump

In common with the incident reductions which have been experienced across South Yorkshire since the development of modern community fire safety and targeted risk reduction initiatives, the number of emergencies experienced in the Royston station area has reduced significantly since 2003:

Royston area	2003/04	2010/11	% reduction
Accidental dwelling fires*	18	8	56
Deliberate fires	575	123	79
Road traffic collisions attended	29	11	62
False alarms (faulty fire detection systems)	47[+]	8	83
False alarms malicious	4[+]	0	100

*Fires in properties where people live – such as houses, flats and apartments
[+]Data from 2005/06

4.3 Edlington currently has one pump staffed by wholetime firefighters and one pump staffed by retained firefighters. This station is located on the west side of Doncaster town centre, close to the main A630 and the A1(M) at junction 36. These roads provide easy access into the area from seven surrounding stations.

The crew is available for only 30% of the time due to their other commitments, and they only attend 11% of incidents within their eight-minute footprint. The wholetime crew at Edlington station provides the primary cover in this area.

- The station was built in 1983
- It services the following Local Authority ward areas: All Edlington & Warmsworth ward; most of Conisbrough & Denaby ward; part of Silverwood, Torne Valley, Balby and Spotbrough wards; a small part of Great North Road ward
- The station covers an area of approximately 68.49 square kilometres
- It covers a population of approximately 41,300
- There are approximately 586 commercial properties in the station area

- Station resources – one rescue pump

In common with the incident reductions which have been experienced across South Yorkshire since the development of modern community fire safety and targeted risk reduction initiatives, the number of emergencies experienced in the Edlington station area has reduced significantly since 2003:

Edlington area	2003/04	2010/11	% reduction
Accidental dwelling fires*	47	23	51
Deliberate fires	832	300	64
Road traffic collisions attended	51	24	53
False alarms (faulty fire detection systems)	204+	27	87
False alarms malicious	14+	2	86

*Fires in properties where people live – such as houses, flats and apartments
+Data from 2005/06

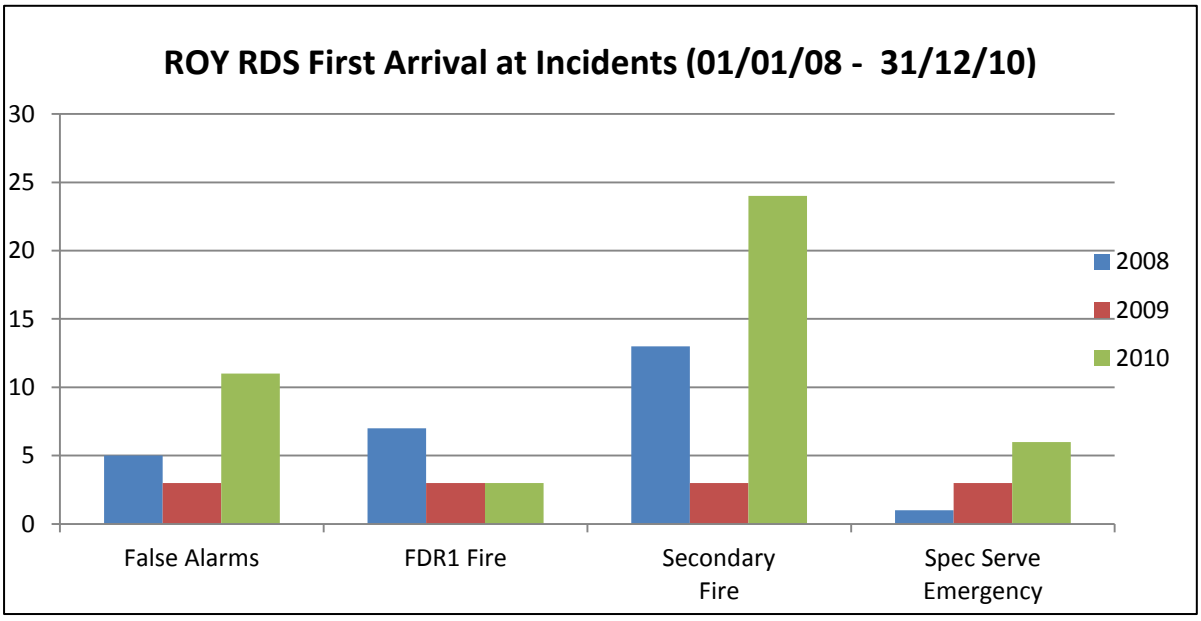
5. In More Detail

5.1 Having considered general issues to do with the incidents attended by these RDS crews, more detailed analysis was carried out into the specific types of incidents and risks in the Royston and Edlington station areas.

5.2. Royston Station

Type of incidents

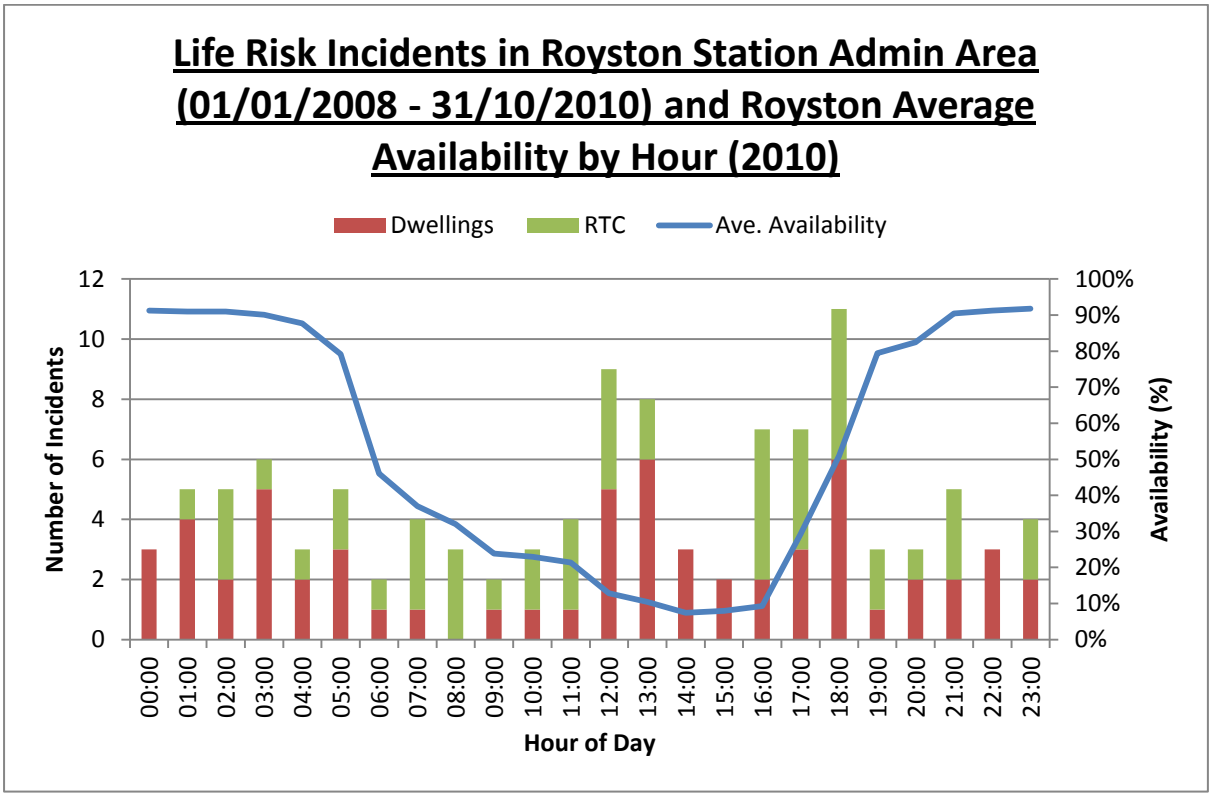
5.2.1 Most of Royston's calls are to attend minor (secondary) fires, which usually comprise small grass, bin and rubbish fires. Their second most usual mobilisation is to false alarms. From 2008-10 they attended ten Special Service Emergencies (usually road traffic collisions or "RTCs") – an average of one every 3-4 months. In each of the last two years, they have attended only three "FDR1" fires, which threaten life or property – one every four months.



Note
For the purpose of presenting data, all false alarms (malicious, good intent and apparatus) have been grouped together.

Availability v Life Risk Incidents

5.2.2 The graph below shows that the peak of life risk incidents within Royston's station ground (dwelling fires and RTCs) are during the afternoon and early evening – but this is when retained firefighter availability is at its lowest. The numbers of life risk incidents within the area are quite low; the bulk of incidents Royston respond to are secondary fires.



Highest Risk Properties

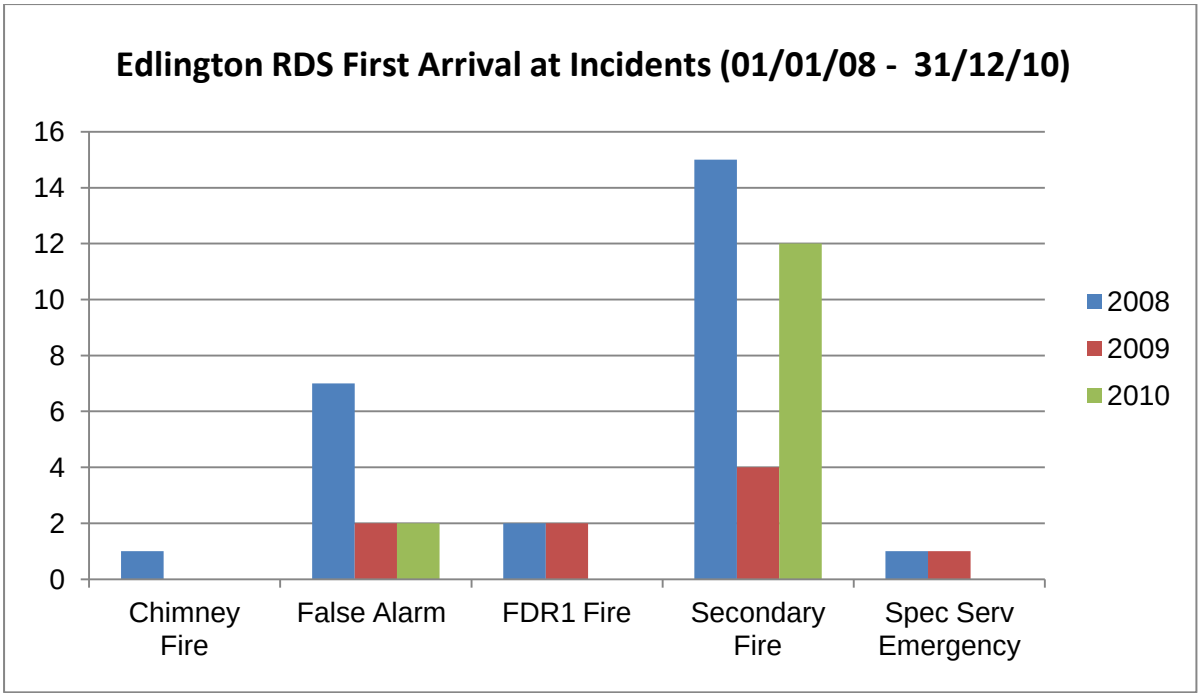
5.2.3 Analysis of the highest risk commercial properties in Royston's area have shown that they recorded 14 incidents in three years. Royston's retained appliance mobilised to one of these 14 incidents – it proved to be a false alarm.

5.3 Edlington Station

Type of incidents

5.3.1 The Edlington retained appliance was our first response to 49 incidents during the three years from 2008-10. To an even greater extent than Royston's, Edlington's retained crew respond primarily to small, secondary fires and false alarms.

In the whole of 2010, there were no life risk incident (property fire or road traffic collision) where this crew provided our first response – see the chart overleaf.



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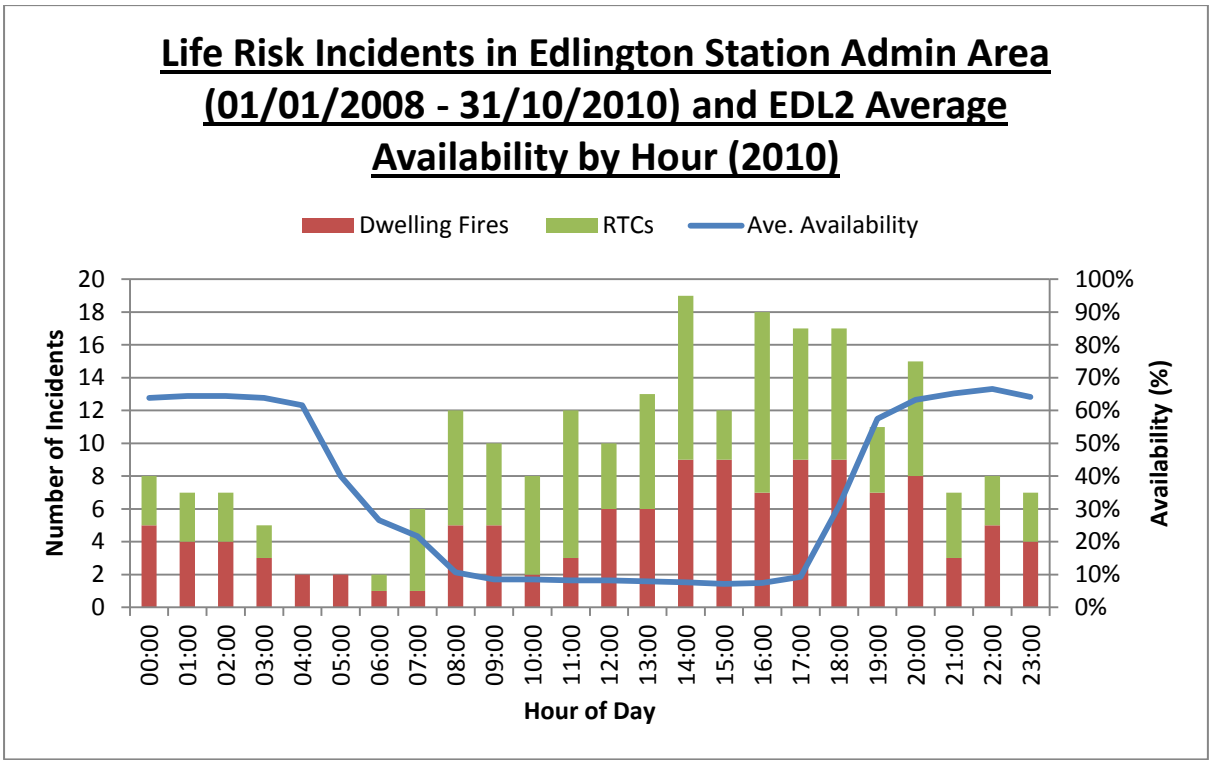


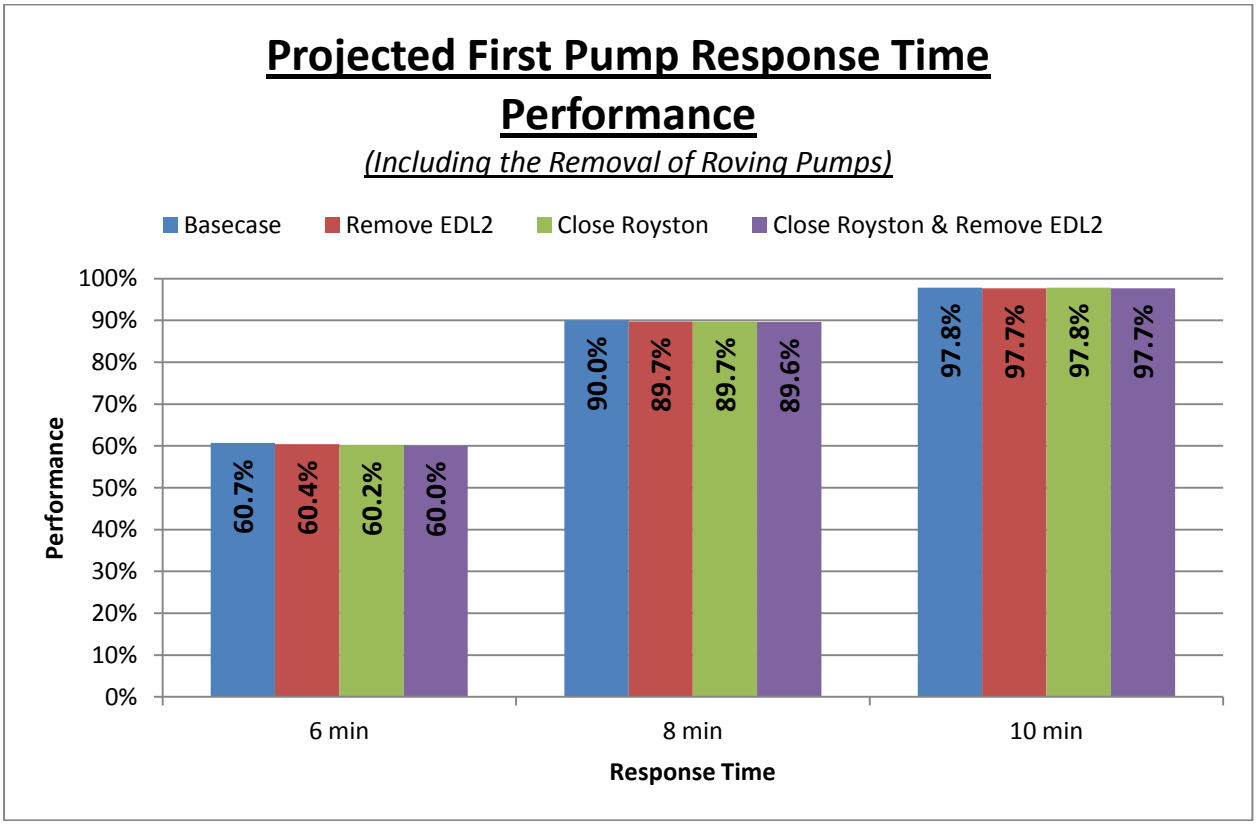
Highest Risk Properties

5.3.3 Analysis of the highest risk commercial properties in Edlington's area shows that 138 incidents occurred in the highest risk premises over a three-year period. Edlington's retained pump was mobilised to just 14 of these 138 calls, 12 of which proved to be false alarms. They did not arrive as the first appliance at any of these incidents.

6. Community Impact

6.1 The chart below indicates the predicted effect upon response time performance to life-threatening incidents if the retained provision from Royston, Edlington or both stations were to be removed. It includes the effects of the associated business case of removing the roving pumps. It can be seen that there is little impact on the percentage of life-threatening incidents which could be attended within the stated times.

For these crews, this equates to a very small number of incidents in reality, as both pumps attended less than ten life risk incidents each as shown in the tables in sections 6.1 and 7.1.



7. Benefits

The main benefits of removing the retained provision from Royston are:

- A continued service provision comparable with that currently provided.
- A reduction in the number of staff (retained and dual contract), saving on salary costs.
- Capital savings by not having to spend money on refurbishment
- Removal of an under-used appliance which can save on capital, maintenance and running costs.

The main benefits of removing the retained provision from Edlington are:

- A continued service provision comparable with that currently provided.
- A reduction in the number of staff (retained and dual contract), saving on salary costs.
- Removal of an under-used appliance which can save on maintenance and running costs.

The net impact of these proposals would be to remove 19 retained duty system firefighter posts from the establishment. This would save around £275,000 per year, and provide an additional one-off saving of £250,000. It would also no longer be necessary to carry out around £750,000-worth of backlog maintenance work at Royston station.

8. Recommendation

Remove the RDS crews from Royston and Edlington stations, and close Royston station, during the 2012-13 financial year.

9. Equality Impact Assessment

An equality impact assessment covering all of these related business cases has been produced and is available to download by visiting www.syfire.gov.uk.

Whilst there will be differential impacts on people according to where they live, it is not considered that any of the changes being proposed impact on any individual purely as a result of their status in relation to the nine protected characteristics under the 2010 Equality Act.

We are carrying out a 90-day consultation with organisations which have an interest in equality-related issues to consider whether this view needs to be further developed, or reconsidered.

Q & As

1. **How often is Edlington 2 (RDS) mobilised whilst Edlington 1 (wholetime) is out on a call?**

There were 73 occasions from 2008-10 when Edlington 2 were mobilised to an incident and Edlington 1 were out on another call. Of these, 39 incidents were secondary fires, 16 false alarms, 2 chimney fires, 4 special service other, and 9 FDR1 (life or property risk) fires. This includes occasions where the pump was supporting other appliances.

2. **How many times was Edlington 2 called out to incidents as a secondary pump?**

The RDS pump was turned out on 71 occasions in total as a second pump attendance at incidents over a three-year period. Only 16 of these were to FDR1 fires. The majority were secondary fires (30).

3. **Are there any costs associated with attendance at over the border incidents, where West Yorkshire attend incidents within the Royston area and vice versa?**

There is a charging agreement in place with West Yorkshire, however due to the small number of calls neither service have charged the other in recent years.

In 2010 the RDS pump attended four incidents in West Yorkshire's area as a supporting appliance only. During the period when Royston was a wholetime station prior to Cudworth

opening the wholetime appliance attended 11 incidents in total in West Yorkshire, six of which were supporting appliance only.

We would ensure that consultation on any station closure included our bordering FRAs, to ensure their input is sought on the proposals and the impact fully understood. Similarly we have reviewed the proposals of West Yorkshire's IRMP business cases and have concluded that there is no change in risk to our area.

4. What would be the impact on response times for communities within the Edlington and Royston station areas if we were to remove the RDS pumps?

As shown in the graph on page 12 above, there would be a minimal impact on the response of first appliances to incidents, as both pumps attend very few life risk incidents (dwelling fires and RTCs) – currently less than 10 each per year.

As our response times are based on life risk, the real risk to people in the surrounding communities will not increase due to the removal of the retained pumps, our vehicle location system will usually identify that a wholetime pump is available in a quicker time. For the Royston area this would be Cudworth, and for Edlington the wholetime pump stationed there. Currently Royston only attend around 10% of incidents within their eight-minute footprint, and Edlington 11%.

5. What will the impact on the local community and fire cover be?

As stated above, there will be little impact due to the availability of other full-time resources nearby. In 2010 Royston's RDS crew were called to attend just three fires which affected life or property. For Edlington RDS this figure was nil.

6. What will the impact on firefighters be?

We will no longer employ RDS crews at these stations. Some of the firefighters at these stations are currently employed on 'dual contracts'; they will still retain their full time employment with SYFR.