Public Safety Plan

2016-2025

Looking to the future in an ever changing environment



Surrey Fire and Rescue Authority



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Prologue

So what's the situation?

The social, environmental, political and economic world in which we operate is changing.

To adapt, Surrey Fire and Rescue Service is changing too.

Our aim is to deliver high performing services that our communities expect and deserve without reducing frontline delivery, yet remaining within our new financial constraints.

This plan seeks to show you how we will meet the demands on our service going forward.

Your continued support is invaluable to us and we welcome and encourage your comments and feedback on our plan.

For more information, and to help guide you through our plan, we have developed a frequently asked questions (FAQ) and Glossary of Terms starting on page 37 – LINK

Chapter one Organisational context

Our mission

To provide a professional and well supported fire and rescue service which reduces community risk in order to save lives, relieve suffering, protect property and the environment.

To our communities

The Public Safety Plan (PSP) is our key planning document that describes how we will play our part in keeping Surrey residents, and those that work or travel through the county, safe over the next 10 years. It outlines our understanding of the risks and challenges facing the county and how we will maintain, adapt and enhance our service accordingly.

Our current PSP

Our current PSP was developed in 2011 and runs to 2020. As with any plan operating over a 10 year period the context within which plans were developed has changed, both locally and nationally. As a result, this document has been produced to refresh the vision outlined in 2011 and looks toward 2025 in order to respond to all drivers for change and to maximise public safety in this ever changing environment.

Our focus

Surrey County Council (SCC) is the Fire and Rescue Authority (governing body) for Surrey Fire and Rescue Service (SFRS). As a service of the county council, SFRS helps to achieve the council's priorities: wellbeing, resident experience and economic prosperity.







999 calls to fires across the country and in Surrey have fallen. This can only be a good thing. It is in part testament to our public education efforts about how to prevent fires and road traffic collisions (RTCs) occurring in the first place. Our prevention work will continue, with a particular focus on older and vulnerable adults who are the group most at risk from fire. We recognise we also have an important part to play in improving the life chances for young people, hence delivering of a number of other effective prevention activities.

Whilst fulfilling our vital 999 emergency service, we plan to broaden our capabilities to deal with other risks. With the constant threat from terrorism and climate change as well as a growing population, there is much for us to do to meet the changing needs of our community. Our workforce, vehicles and equipment also need to be resilient and flexible to respond to the constantly changing environment we find ourselves in.

A key focus will be collaboration – a path which could see us joining together with other emergency services in partnerships that benefit the public. We are mindful that like all public services our budget is reducing and we need to do more for less. Working with others in a meaningful integrated way is one way to protect the taxpayer's purse, and exploring commercial opportunities may be another.

Our Proposals

This document outlines proposals to transform the service and ensure it is best placed to keep Surrey's communities safe by:

- 1. Undertaking an options appraisal on working closer with other fire and rescue services, behaving as one, whilst maintaining our current frontline provision.
- 2. Increasing integration and meaningful collaboration with other emergency services to assist them to respond to an increasing demand for services, where we can improve community safety and add public value.
- 3. Continuing to review mobilising arrangements with our emergency service partners (Fire, Police and Ambulance) to develop a next generation mobilising system to improve how we communicate, share information and respond to incidents to enhance public value.
- 4. Reviewing our training requirements and introducing more realistic training to offset the reduction in real-world experience created by the fall in demand for our traditional services.
- 5. Anticipating changes to the demographic profile across Surrey to identify and target residents and businesses most at risk of fire in our communities by using a broad range of data, including information shared with us by other agencies, to assist us with this work.
- 6. Examining our communities to see where we can either enhance the provision of on-call firefighters and volunteers or change their role(s) to better meet community needs.
- 7. Exploring all options to maximise income and avoid, reduce or recover costs to enable us to invest in our workforce, facilities and community.

We find ourselves in changing and challenging times, but we are confident our plan shows we are well placed to deal with the current economic climate, changing demography and the variety of incidents we may face in coming years.

We welcome your thoughts on our refreshed Public Safety Plan for 2016-2025.



Cabinet Associate Member for Community Safety Services

Kay Hammond



Surrey Fire and Rescue Service
Chief Fire Officer

Russell Pearson

Why do we need to change?



Fall in demand for traditional services

Traditional demand in Surrey (eg. Fires) fell by 33% between 2006/07-2012/13, yet demand is increasing in other areas, such as <u>Telecare</u> and the <u>Immediate Emergency Care Response</u> pilot where we now work in partnership with the South East Coast Ambulance Service (SECAmb).



Shift in population characteristics

More people move to Surrey than leave each year. Surrey's population estimated to have increased by 4,500 due to migration in 2013 (net increase of 4000 from within UK and 500 from overseas)



Less money

Austerity measures, expected to continue beyond 2020, require us to make significant savings year on year. These are described in our Medium Term Financial Plan (MTFP).



Reviews and changes to policy and legislation

Government reviews and policy discussions regarding fire and rescue authorities identified necessity to adapt to the changing social, political, economic and physical environment.



Public Service Transformation

Supporting grants are available from central government to transform public services. These include the Fire Transformation Fund and the Police Innovation Fund.



Rise in birth rate

Surrey's population was 1.15m in 2013. This is projected to increase by 19% by 2037. By this time, 57% of the population will be of working age and 18% will be under 16.



Aging population

The number of people aged 65+ and 85+ are projected to increase by 13.3% and 26.6% respectively by 2020. By 2037 25% of the population will be 65+.



Busier roads

The kilometres travelled by all vehicles in Surrey increased between <u>3.4% between 2010 and 2014</u>, yet, during the same period, road traffic casualties have declined by approximately 4%.



Environmental factors

The impact of climate change and projected extreme weather conditions has the potential to affect incident rates (eg. flooding and wildfire), which in turn will have an impact on our resourcing requirements. We must consider the environmental wellbeing of our local area.

"Close working is necessary for reasons of efficiency and to protect the public"

-Surrey Police Chief Constable, Lynne Owens

Context and vision

Risk management

The government produces and updates a Fire and Rescue National Framework which sets out what it expects from Fire and Rescue Authorities (FRAs). Part of this framework requires all FRAs to produce an Integrated Risk Management Plan (IRMP) that considers all the fire and rescue related risks that could affect our communities. This planning process helps us to identify our longer term priorities, to make sure we have an up-to-date assessment of risk in place, and to plot the best strategy for change with the knowledge currently available.

Our IRMP is set out in our <u>current PSP</u> which looks forward to 2020. This plan remains largely valid, however within a constantly changing environment both new threats and new opportunities have emerged. This new document outlines how we will respond and adapt to these changes and continue to deliver a high performing, sustainable and cost effective service that enhances safety by focusing on community risk reduction.

We face some difficult challenges if services are to remain affordable and meet changing community needs

Service priorities

Service priorities and risks are changing, yet our aim remains to work together to save lives. For example, there has been a significant fall in demand for the traditional fire and rescue activities, such as fires and automatic fire alarms, over the last decade. Furthermore, the population structure is shifting, with a greater proportion of older people predicted – those over 65 years of age tend to be more vulnerable to house fires and require a greater number of emergency services more regularly.

"Surrey Fire and Rescue Service must work with other emergency services to unlock savings"

> -Surrey Fire Brigades Union

Redefining the budget

The public money available to Surrey Fire and Rescue Service (SFRS) and other public services has been diminishing and will continue to do so over the foreseeable future. This emphasises the need to consider alternative models of delivery and operation to support the broadening range of activities delivered by fire and rescue services. Much has been said about transforming emergency services by collaboration across the three emergency services (Fire, Police and Ambulance) to secure huge savings and efficiencies, as well as the opportunity to invest back into frontline services. There is also an opportunity to explore greater collaboration within or across the fire sector.

Leading innovation

We recommend that now is the time for Surrey to consider these options if it is to remain strong and sustainable with a viable frontline delivery and the opportunity to invest back into frontline services. This plan is the right place to recommend that analysis which will compare and contrast the options for public consultation and explore the opportunities available to us.

We are recognised as a high performing Fire and Rescue Service through our peer reviews. We will continue to lead in equipment and vehicle investment for staff, and in actively encouraging a positive work environment where staff are motivated and supported to pursue career development within a professional framework.

We are leading innovation both within our service and across the emergency services network, working in conjunction with the Fire Brigades Union (FBU) to co-design proposed plans and activities.

Additional information

Throughout this plan we link to other documents and sources to provide more detailed information on particular issues to aid understanding.

SFRS are not responsible for content held on external websites linked to this plan. The inclusion of any such links does not necessarily imply a recommendation or endorse the views expressed within them. We have no control over the nature, content or availability of information held on external websites.



Who we are and what we do

Our service

In Surrey the county council is the Fire and Rescue Authority (FRA), which oversees on behalf of the public, the work of SFRS which undertakes the physical delivery of fire and rescue related safety and emergency services.

As of April 2015, SFRS operates from 26 fire stations with 35 fire engines and 29 specialist vehicles, and we have:

- 553 wholetime firefighters
- 100 on-call firefighters
- 27 Joint Emergency Communication Centre (JECC) staff
- 76 support staff
- 100 volunteers

We provide services to over 1.2m people and cover an area of 1,663km², which includes large urban areas, vast stretches of motorway and close proximity to two major airports. We handle approximately 17,000 calls and attend around 10,700 incidents per year.

We provide a spectrum of services: Prevention, Protection, Regulation, Preparedness, Response, Stabilisation and Recovery. As well as providing an emergency response service, we focus efforts on education and prevention, including raising awareness amongst the most vulnerable in our community.

Partnership working

In addition to all our emergency services collaboration work, we work with partners in a number of different areas. One example is the county's Youth Justice Service and the Educational Welfare Service who identify young people considered at risk of falling out of education and/or becoming involved in antisocial behaviour and crime. We co-developed and deliver the Youth Engagement Scheme to give these young people the opportunity to develop practical and social skills through a number of different activities.



We also collaborate with other local and national services to provide multiagency response to widespread flooding and other water rescue incidents, and emergencies that may involve hazardous or radioactive materials. We provide information and advice on community issues affecting public safety as well as enforcing fire safety legislation on buildings.

Case study: Telecare

Surrey Fire and Rescue Service began a pilot in 2013 to respond to vulnerable members of the public who need assistance in their home due to health or mobility issues.

On-call firefighters in Walton and Chobham respond to non-emergency situations, such as falls, when an ambulance is not required and where there is no relative or carer to assist. Firefighters are alerted via a Telecare system which is linked to the resident's mainline telephone via a pendant or other sensor.

The scheme has generated much praise from clients, including Kim*, a 54 year old Surrey resident who suffers with Multiple Sclerosis and Cancer. Watch Commander Keith explains:

"On a number of occasions firefighters have been requested via Telecare to attend this lady's property during various times of the night. Unfortunately Kim has serious mobility issues and often falls whilst moving from her bed to her wheelchair. Kim has no strength in her legs so she totally relies on her carers, neighbours, the ambulance service or Surrey Fire and Rescue Service to respond to her community alarm which she can activate if she has fallen.

During the night her carers are often unavailable and as a fall without injury is a low priority call for the ambulance service, she has in the past been on the floor for some time. Since the Telecare trial started we have visited Kim on many occasions helping her back into bed and making her comfortable, with an average response time of just 20 minutes."

Kim is one of nearly 400 clients we have responded to since the trial began.

*Name has been changed to protect identity

Risk in Surrey

While Surrey is one of the safest places to be in the UK, there are always incidents and events that we must be ready to respond to, particularly vehicle collisions that cause a significantly greater number of deaths and serious injuries than fires. SFRS focus prevention activity on those most at risk, and have identified age and health as two key factors that contribute to fire risk. Factors relating to areas or housing type are not as apparent. We also know that young drivers are at greatest risk from being involved in vehicle collisions.

For all emergency types we experience an increase in demand from approximately 7am, gradually increasing to a peak during the evening rush hour. From 1am to 6am the average level of demand is very low. There is little variation across the days of the week or the time of year; those changes that do occur are often dependent on the prevailing weather conditions.

Our crewing models

We need to consider different crewing models and greater use of on-call firefighters. This is one of the ways of responding to the reduction in emergency incidents in recent years while meeting the challenges posed by reductions in government funding, particularly in rural or other lower risk environments.

On-call units are potentially more economical than Wholetime or Variable crewing models of providing fire cover and we are considering where we could increase our proportion of on-call units. However, these units are not without limitation and any economic gain is only achieved when personnel are available throughout the working day. We face challenges regarding the relationship between demand and personnel availability, which can impact response times.

Case study: Immediate Emergency Care Response (IECR)

As of September 2015, specially trained firefighters will respond to medical emergencies on behalf of South East Coast Ambulance Service (SECAmb).

The ground-breaking trial means that members of the public may be assisted by a firefighter rather than a paramedic on occasions when Surrey Fire and Rescue Service is able to attend an incident quicker than SECAmb. This includes helping people who have chest pains, breathing problems or are suffering a cardiac arrest.



Vulnerable Groups

Surrey experiences relatively low numbers of fatalities and injuries in fires. Our challenge is to continue to reduce these small numbers and this means the accurate targeting of those who are most vulnerable. We must also maintain our contribution to the reduction of casualties associated with road traffic collisions and will continue to focus on young drivers.

In broad terms, vulnerable groups include those less able to help themselves in the circumstances of an emergency, for example: individuals with mobility or mental health difficulties and others who are dependent, such as children.

An example of our prevention activity is the <u>Keeping YOU Safe from Fire</u> project which won **Fire and Rescue Project of the Year 2014** in the Improvement and Efficiency Awards. This project is at the heart of Surrey's approach to vulnerable people. At the centre is a DVD-based multi-agency training package that allows agencies to train their staff in the dangers of fire to vulnerable people and how to refer these individuals to the fire service.

Across <u>Great Britain</u> in 2013/14, dwellings with no smoke alarm accounted for 38% of deaths in home fires and nearly 20% occurred where the smoke alarm did not work. SFRS Prevention and Protection teams regularly conduct free Home Fire Safety Visits (HFSV) to identify potential problem areas and offer advice on installation and maintenance of smoke alarms. Our policy targets people and areas considered most at risk, but anyone can <u>request a free HFSV online</u>. Going forward we will further collaborate with health organisations to improve identification of individuals most at risk.

Volunteers

Surrey Fire and Rescue Service has a bank of volunteers that provide vital support to the service. Members of the public of all ages and backgrounds give up their spare time for free to support operational staff at a variety of events, community visits and education schemes, including Junior Citizens and Firefighter for a Day. The volunteers also help promote important safety campaigns, including HFSVs and road safety awareness, take part in exercises and move vehicles around the county for a variety of service needs.

Protection and regulation

We are committed to supporting the business community and providing guidance for inspectors, businesses, organisations and the public. We develop and maintain our working practices using information and feedback from national guidance, local consultations, peer review, and internal quality assurance systems. We are committed to good enforcement practice and we follow the principles of good regulation. This is outlined in our <u>Statement of Assurance</u>.

We exercise our regulatory activities in a way which is:

- **Proportionate:** our activities will reflect the level of risk to the public and the regulation action we take will relate to the seriousness of the offence.
- Accountable: our activities will be open to public scrutiny, with clear and accessible policies, and fair and efficient complaints procedures.
- Consistent: our regulatory advice will be robust, reliable and evidence based and we will respect advice provided by others. Where circumstances are similar, we will endeavour to act in similar ways to other local authorities.
- **Transparent:** we will ensure those we regulate are able to understand what is expected of them and what they can anticipate in return.
- **Targeted:** we will focus our resources on higher risk enterprises and activities, reflecting local need and national priorities.
- **Supported:** we have put together a dedicated team to look at our statutory processes and the support we provide in line with the Competency Framework for Business Fire Safety Regulators.

Equality, fairness and respect

We place equality, diversity and inclusion at the heart of everything we do. We want to ensure that we provide the communities of Surrey with services that are accessible to all. We are committed to:

- Knowing our communities, staff and volunteers
- Protecting our most vulnerable people
- Taking action to make a difference

Evaluating our performance

We recognise that people have different needs and that some groups within our community share protected characteristics and have specific requirements. We aim to ensure that we identify risk factors for vulnerable people and address these both in our work and within the workplace.

Case study: Gaining entry

John Griffiths, Head of Operational Support from South East Coast Ambulance Service (SECAmb), explains how Surrey's firefighters are assisting their clinicians to help save more lives.

"In medical emergencies when patients are critically ill or unable to open their doors to our clinicians, we need to forcibly enter properties. Surrey Police has traditionally done this for us – as our members of staff lack the equipment and expertise to carry out the task.

As part of the Emergency Services Collaboration Programme which involves blue light services working closer together, it was identified that Surrey Fire and Rescue Service (SFRS) may be better placed to respond to these calls. There have been many benefits:

- Ambulance crews are receiving quicker access to patients due to the speed that fire service resources arrive at the scene. As many of the calls involve life threatening incidents, time saved could make a huge difference to patients in very vulnerable situations. The patient is also reassured that their property is being looked after whilst they are taken to hospital.
- The initiative is allowing the police to focus on other priorities. They may previously have sent two vehicles to this type of incident with less appropriate equipment to undertake the task.
- Fire crews' expertise in gaining entry and the equipment they carry means they often cause less damage to property than previously. Fewer properties have also had to be boarded up.
- In the first 4 months of 2015, SFRS was requested 210 times (an average of twice a day), attended on average in less than 8 minutes and only requested the boarding up contractor 14 times."

Achievements and performance

Our achievements

We published two action plans that gave details of targets and actions we set out to deliver in our last PSP (2011-2020). Our first action plan concluded in March 2013. A number of the items were 'enablers' to allow more significant changes to be made in the <u>following action plan</u> (2013-2016). Our achievements include:

- Embedding the Surrey response standard
- Mutual assistance with neighbouring fire and rescue services
- Reform of the on-call duty system
- Reviewing fire station locations
- Commencing income generation activities
- Reform of wholetime duty systems
- Review of Governance to form part of the Public Services Transformation Network.
- Provision of specialist capability and contingency crewing

We have made significant progress in delivering the 'enabling items' set out in the <u>previous</u> and <u>current action plan</u>. The next phase of the PSP will build on the current framework and encompass a longer period beyond the current Medium Term Financial Plan (MTFP) and enable us to provide direction on the challenges and opportunities we face.

Measuring performance

Some services measure performance by the time taken to get the first person on site; we measure our performance by the first fire engine on site, fully prepared to respond to the incident.

The Surrey Response Standard outlined in the last PSP states that we aim to have our first fire engine at an incident within 10 minutes and our second, if required, within 15 minutes on 80% of occasions. In 2014/15 we achieved this on 81% of occasions (excluding periods of industrial action). Any delays are usually by less than five minutes (83.8% occasions) and are due to factors such as incident location, and the traffic and/or weather conditions. We set this standard for ourselves and there is no agreed national standard for comparison.

We know that we cannot achieve this response time for incidents in the more remote areas of our county. We are exploring opportunities to increase geographically targeted prevention and protection activities in those areas. We cannot guarantee how quickly we will reach you but we can guarantee that we will be there as fast as we safely can. Our response standard accounts only for how quickly our personnel and equipment arrive, not how many of them there are.

We are implementing additional measures so that we can monitor our performance and report on it in a more meaningful way to both the service and our communities. We will outline these measures in our forthcoming Action Plans and our <u>Statement of Assurance</u>.

"It is now that fire and rescue services need to be looking at greater resilience and such resilience will be found through meaningful collaboration"

-SFRS CFO
Russell Pearson

Long term strategic collaboration

Where we stand

We have reached a steady state in achieving our performance targets outlined in the previous PSP and <u>public perception and council confidence in our ability</u> to respond is high.

We have been awarded accolades for our community fire prevention and protection activities, including <u>Safe Drive Stay Alive (SDSA)</u> and the <u>Youth Engagement Scheme (YES)</u> and have received government grants to invest in activities which support achieving medium to long term savings and cost efficiencies.

Achieving our outcomes

Despite the reduction in finances available to us, by co-designing our initiatives with the Fire Brigades Union we are on our way to achieving the majority of outcomes stated in the PSP 2011-2020, while maintaining our consistently high level of performance and protecting frontline service delivery.

We have reduced our crewing levels to four per fire engine while increasing the number of fire stations by two (Banstead and Horley). This means we are still able to respond to incidents as swiftly as before and, if necessary, can send more fire engines to an incident as overall demand has reduced compared with 10 years ago. We will continue to review our crewing levels based on our assessment of the level of community risk.

Finding efficiencies

There are a number of options available to a fire and rescue authority when it comes to making savings. One option would be to reduce the number of fire stations, firefighters and vehicles that we use on the frontline. We have already reviewed our frontline delivery and believe that any additional cuts would achieve only a marginal long term saving and an inevitable drop in performance, representative body cooperation and public confidence.

Long term strategic collaboration

"One size will not fit all, and it is important that services remain able to respond to different local needs and risks. However, there is much to be gained by working together more closely, both between fire and rescue services and with other partners"

-Chief Fire Officers
Association
President,
Peter Dartford

We could do this, but we think we have a better way. There is a possibility to make significantly larger savings through collaboration with our emergency service partners, and this work has already begun.

We need to change our structure to enable us to deliver public safety on the money we have

Collaboration: the key to unlocking savings

In parallel with our co-designed workforce reform, we are exploring closer working arrangements with other fire services as well as the Police and Ambulance services. Managing in this way would be a lot more complex as each service has a different structure, governance and culture; however collaboration would open up new opportunities to significantly reduce cost through combining resources whilst ensuring interoperability. Such collaboration will unlock further savings without reducing frontline delivery and performance standards. It may even enhance resident experience by reducing overlaps in service provision.

At this time we are looking at the changes we need to make to our frontline service and the opportunities available through our collaboration work.



Emergency Services Collaboration Programme

Joint working is nothing new to our emergency services. We are already working with Fire, Police and Ambulance services from Surrey and Sussex¹ and have formed the Emergency Services Collaboration Programme (ESCP), which has the aim of co-designing the way services are delivered across this sub-region to

¹ South East Coast Ambulance Service NHS Foundation Trust, Surrey and Sussex Police Forces, East Sussex, Surrey and West Sussex Fire and Rescue Services.

Long term strategic collaboration

"We must
ensure new
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patients and the
public"

-Association of Ambulance Chief Executives Managing Director, Martin Flaherty improve delivery, reduce cost, increase resilience and remove overlaps between services.

The collaborative programme is still in its early stages, but we have agreed key principles around further collaboration and can continue to build on current successful practices and benefits to our community. We currently operate Integrated Transport and Immediate Emergency Care Projects and have plenty more planned for the future. Surrey firefighters now provide assistance to other emergency services with defibrillator usage, missing person location, assisted entry and, if we are first to attend an incident, immediate emergency care. These projects are examples of how we can offer better value for money and a safer, more coordinated community response, which focuses on the needs of residents, to the changing nature of emergencies.

Emergency services are also reviewing how they receive, manage and respond to calls for assistance and are looking to collaborate on the provision of support arrangements, such as the management of vehicles and equipment, and also how to prevent emergencies through improving community safety.

Case study: Defibrillators

In April 2014, South East Coast Ambulance Service (SECAmb) worked with our trainers to develop a bespoke training course to skill firefighters in trauma care.

Additionally defibrillators were made available on all Surrey fire engines, in Officers cars and some of our 4 x 4 vehicles. All 26 fire stations will be fitted with a publically accessible defibrillator by the end of 2015.

Providing front line firefighters with training and additional trauma care equipment means they are now able to provide emergency care at their incidents, before ambulance crews arrive.

Over 200 members of staff have received training to date, examples of how they have used their newly acquired skills at incidents so far:

- Provided CPR at road traffic collisions;
- Administered oxygen;
- Assisted SECAmb clinicians in making casualties ready for the air ambulance;
- Used a SECAmb defibrillator to re-start someone's heart.

"By working closer with our emergency services partners, we can identify new and better ways of working"

-SECAmb Head of Operational Support, John Griffiths

Identity

Collaborating closely with our emergency partners, and in particular with other fire and rescue services, need not mean we lose our Surrey identity. Each service could combine individual functionalities, such as emergency call centres, to ensure a more efficient and better shared response across the region, with particular focus on our borders. One example would be borderless mobilising of resources; we would just behave as if we were a larger service.

The process of collaborating with our partners is complicated, yet the potential benefits, savings and value added are enormous. We are clear that collaboration between emergency services remains our aspiration for the future and we will continue to drive its development. However, we cannot rely on it entirely and are simultaneously exploring all opportunities for income generation to offset the required savings.

With the ongoing financial reductions facing the public sector, emergency services would get progressively smaller and weaker if they were to remain operating in isolation. As in other services, being sub-optimal in scale is not sustainable. This is not good for our communities.

Case study: Transport

In 2014, Surrey Fire and Rescue successfully bid to central government for £5.96 million to fund a project with police, ambulance and other fire services across Sussex and Surrey to deliver a joint emergency service transport function.

Currently these organisations independently procure, manage and maintain their emergency and non-emergency vehicles and equipment.

This project aims to integrate the transport provision and maintenance activities of emergency services into a single function, thus increasing resilience and reducing cost to the Surrey taxpayer.

Medium Term Financial Plan 2015–2020

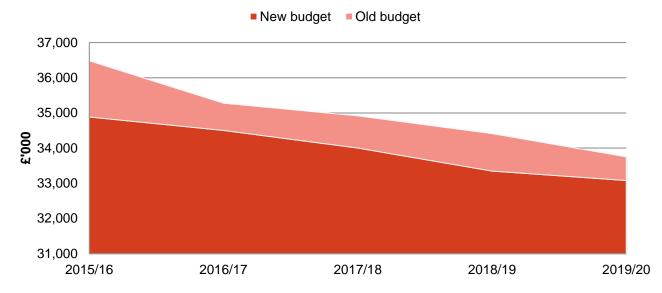
We are committed to operating as efficiently and effectively as possible. We have already saved £3.2m between 2010/11 and 2014/15, and have plans in place to achieve a further £5m by 2019/20.

The Fire and Rescue Authority produces a five year <u>Medium Term Financial Plan (MTFP)</u> which is reviewed annually. The following table highlights our current budget and savings commitments over the next five years. The annual budget includes assumed inflationary increases for staffing, supplies and services.

We need to develop new ways of working as more must now be done with less

Impact of MTFP on our budget

	2015/16	2016/17	2017/18	2018/19	2019/20
	£'000	£'000	£'000	£'000	£'000
Budget	£34,883	£34,504	£34,004	£33,348	£33,079
Savings	£1,599	£774	£911	£1,065	£673



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Planning

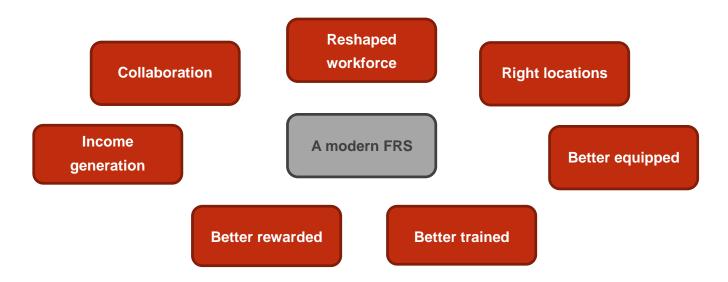
Our purpose is to provide a professional and well supported fire and rescue service which reduces community risk in order to save lives, relieve suffering and protect the environment and property

Planning assumptions

The key planning assumptions used as the basis of our previous PSP were:

- we will probably need to have fewer staff;
- they need to be in the right locations and,
- if fewer in number, need to be better trained, better equipped and potentially better rewarded.

As we look forward to 2025, learning from our experiences and with a significant agenda for us to deliver, the planning assumptions are sound but need further refinement. We need to be mindful of the ongoing financial constraints, significant population growth, greater proportions of the population in the higher age bands, and the likely impacts of climate change. **So how have these factors informed our planning assumptions?**



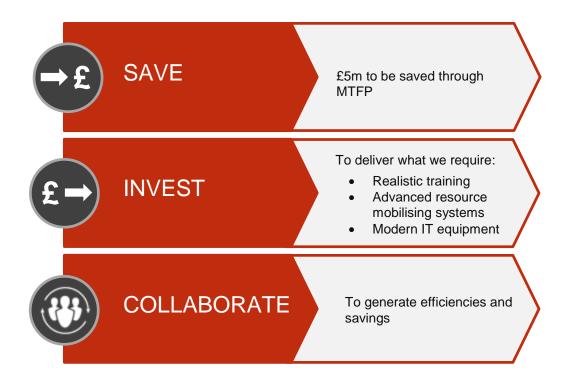
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Reshaping our workforce

We need a variety of people in defined roles, at the right times and able to meet anticipated demand. We must plan for the changing risk profile of Surrey, with terms and conditions that suit the service as far as practicable.

We will continue to look at the workforce to determine what shape it needs to be in the future. We will most certainly have fewer wholetime staff than we do now; however we may have more on-call staff and possibly more volunteers. We will also look at the roles of the private sector, volunteers and partner agencies – in the correct proportions for the right purposes, in a resilient form, to meet local, regional and national responsibilities and expectations. Any workforce changes will be made in the best interest of our community's safety and within the limits of our MTFP and will be developed in conjunction with the representative bodies.

While our staff will remain key to delivering and supporting our frontline services, some functions are likely to change as the potential for more ambitious collaboration within the fire sector, with emergency service partners or others, become clear and are implemented.



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Case study: Joint Contact Control and Dispatch

As part of the Emergency Services Collaboration programme, the Joint Contact, Control and Dispatch project aims to provide better links between 999 emergency control rooms. A direct electronic link up between Surrey Police and SFRS was set up in October 2014.

This link enables call handlers in both organisations to transfer fast time requests to deploy vehicles and updates to the other service instantly, replacing phone notifications that previously took four minutes per call on average.

The next phase of the project is to widen the link to include other emergency services later in 2015.

In the right locations

Station relocations require significant multi-million pound investment and our latest risk modelling shows that only small improvements in performance could be gained through further station relocation. We cannot justify the expense of station relocations. However, as with the current town centre redevelopments at Woking and Epsom, if there are any new opportunities to work with partners and boroughs to develop new locations with better resources and facilities for zero cost we will consult with you locally.

We want to get the most value and use out of the stations we have. So as we work more closely with other emergency services and other partners in the future we will seek to make all our stations multipurpose stations. These will be agile workspaces with flexible work areas, shared spaces which are multi-functional. We want to make sure that we are always considering both public safety and value.

We must invest in facilities that are able to simulate realistic conditions for training purposes, while remaining a safe and controlled environment for our staff. We also need to ensure that our staff have the time and appropriate equipment to enable them to maintain and develop their skills as we adapt to the needs of our communities

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Better equipped

Fire and rescue vehicles and equipment play a key role in keeping staff and residents safe. We have invested significantly over recent years in quality vehicles and equipment and propose to continue doing so. We want to continue to engage the end users, our residents, effectively so that we achieve the best outcomes. We are also looking at the environmental impact of vehicles throughout their lifecycle of production, use and disposal. We are committed to operating in a sustainable and responsible manner, assessing and balancing carbon footprints in line with operational requirements to ensure the highest standards of public safety continue to be met

Case study: Improvements to vehicles and equipment

Over 70 new vehicles have come into Surrey this year, each designed to enhance our emergency response to a variety of incidents. These include:

- The country's highest **Aerial Ladder Platform** which boasts a reach of 42m. This vehicle is used to access high rise housing and business premises.
- 24 new multi role vehicles to support off road, flooding and severe weather incidents where fire
 engine access is challenging. The vehicles will also be used to transport staff and equipment to those
 hard to reach incidents and also to school visits, community groups and other fire stations to provide
 operational cover.
- Three new water carriers each with a 17,000 litre water capacity. Water carriers transport water to
 incidents where water is not available for firefighting operations. This includes emergencies on
 motorways, in woodland and in rural areas.
- Two new Unimog vehicles to greatly enhance our off-road firefighting where fire engine access is difficult such as at a heathland fire.
- New **Officer Cars**, fit to operate in all conditions on a 24/7 basis.
- A full set of state of the art **cutting equipment** on every Surrey fire engine. This means residents receive help immediately at the scene of a road incident, rather than waiting for a special appliance to arrive.

Better trained

Our success in reducing fires over the last decade means we have less opportunity to maintain skills through attending and dealing with incidents. Furthermore, the range and complexity of incidents that we respond to, or must be prepared to respond to, is increasing.

Quality realistic training is essential and we are committed to ensuring our workforce is well prepared to deal with all types of emergency, which is particularly important if we are to be fewer in number.

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Better rewarded

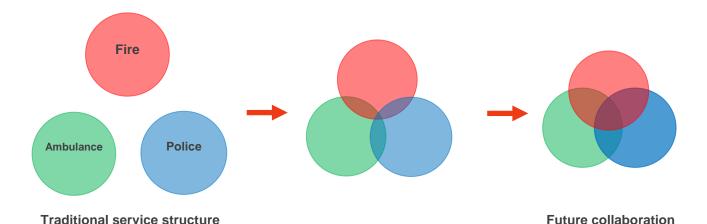
If we can continually improve outcomes for our residents by being smarter and more responsive about the services we offer, additional responsibilities and high performance may lead to improved reward. We want to develop options through our workforce strategy to see what is possible. It is important that we codesign any proposal with the workforce and representative bodies and we know this will require negotiation.

Collaboration

Emergency service organisations respond to an extraordinary range of incidents and provide a very good service to local residents, yet until recently they have traditionally done so with limited collaboration.

National reports have highlighted the need for local areas to respond to changes in demand for services. Locally, partners recognise that, by working more collaboratively, they would be in a stronger position to respond to emergencies across Surrey and Sussex and could achieve a joint prevention campaign that saves more lives, reduces risk and improves the quality of life for residents.

Furthermore, collaboration would deliver efficiencies that would generate significant financial savings that are essential as we know we will have less money in the future.



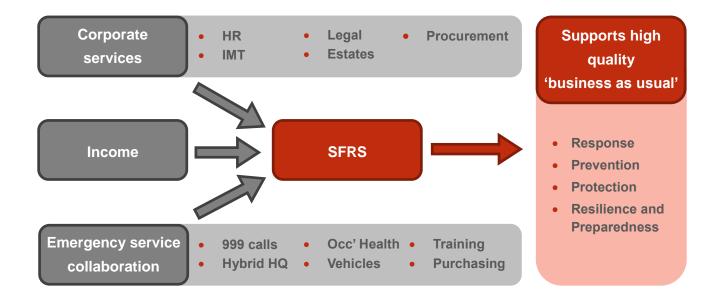
Income generation

We will focus on providing value for money by identifying innovative ways to generate income commercially, avoid expenditure and recover costs. We will adopt a number of methods to ensure this approach to fiscal management is resilient, sustainable and in line with our strategic values. To support the commercial income strategy we will work through South East Business Services, the SCC Local Authority Trading Company.

Pg. 25 Planning

Surrey is strategically placed to provide training, facility use and expertise to partners. We are also working collaboratively with partners to locate services to combined locations, generating savings across services and maintaining quality at reduced cost to the tax-payer.

- We will continue to build a reputation for quality, service and partnership working.
- We will build a client base of customers in businesses and emergency sectors that links to our areas of expertise.
- We will develop our products and infrastructure through partnerships to generate income and employment opportunities for SCC and the surrounding economy.



Outcomes and aims

What we want to achieve

The safety of our communities and our staff is the most important aim of Surrey Fire and Rescue Service. Our target outcomes highlight what we want to do over the lifetime of the PSP to ensure we can achieve our aims.

These target outcomes are high level and more detail on how we will measure and review the success of our strategies is in our <u>Statement of Assurance</u>.

Access to our range of fire and rescue services

We want to make sure we provide a service where we understand the community, infrastructure, risks and intelligence in order to meet the needs of our communities.

Improved safety of our communities

We want to provide earlier and more effective services to manage community risk.

Improved services through partnership

We want to collaborate with other services and organisations to deliver transformational change to increase efficiency, enhance delivery and generate savings.

Develop a culture of high performance

We want to deliver a high performing, valued and cost effective fire and rescue service. Innovation will lead us to being effective, resilient, affordable and valued.

Our aims

Response

Plan for potential emergencies and make a high quality, effective and resilient response.

Prevention

Engage with, inform and educate communities in how to reduce risk of fire and other emergencies and do all we can to support prevention of crime.

Protection

Work with businesses to protect people, property and the environment, reducing Community Risk.

Resilience and preparedness

Major emergency incidents and events are another factor in risk management. They include flooding, train derailments, major spillages, fires, chemical incidents, civil unrest, terrorist attacks and flu pandemics. The <u>Civil Contingencies Act 2004</u> places a legal duty on all emergency services to carry out risk assessments in their area. Significant risks are recorded on the <u>Surrey Community Risk Register</u>.

Our resilience planning ensures we have capacity to deal with such large scale, unpredictable events. In addition to our business continuity arrangements, which help us deal with industrial action and other service delivery disruptions, this involves agreements with other emergency services and partners in the <u>Local Resilience Forum</u>. These arrangements have been successfully tested on numerous occasions, providing our communities with a good level of cover during such periods.

Chapter two Fire Brigades Union

A few words from the Surrey Fire Brigades Union

Throughout the development of this plan we have worked closely with the FBU. It is important that they have the opportunity to comment on our proposals and our vision for the future of Surrey Fire and Rescue Service.

Austerity

The Fire Brigades Union (FBU) in Surrey is acutely aware that the substantial budget reduction Surrey Fire and Rescue Service has suffered over the last few years will continue for the foreseeable future. These substantial budget reductions have already reduced the crew size on fire engines from five to four members and reduced the overall number of fire engines available to respond to emergency calls. Both of these cuts increase the overall risks encountered by firefighters and detract from their ability to provide an effective emergency service for the public.

The fundamental flaw with the current funding model for fire and emergency services is that it is based on cost rather than outcomes. This means that SFRS can model only those options for Surrey which meet the funding it receives. The alternative would be to set the funding to meet the outcomes we all want in terms of community safety and the wider social and economic benefits of having a highly effective emergency service. The result is that we have to send all the necessary resources to an emergency incident over a protracted period when we know that the outcomes of these emergencies would be much better if all the resources arrived in much closer succession.

A good example of this is this would be a road traffic collision on the M25 in rush hour. On average, for every minute of delay in clearing the road, the traffic jam lengthens by one mile which causes havoc in the daily lives of thousands of commuters. Our current funding does not allow all the necessary resources to be there to extricate and render first aid to casualties and then allow the other agencies to clear the road as quickly as the public would like.

Increased demand for additional services

In addition to the financial pressures, SFRS like others, are facing increasing demand due to a range of changing factors beyond its control, eg. growing population, aging population, increased traffic causing longer emergency response times, spate weather conditions associated with climate change (see our drivers for change in Chapter One) and the need to diversify the service we supply in support of SECAmb. In non-austere times, these additional demands

would probably lead to increased budget rather than substantial reductions. So this is the simple equation we now face and it does not balance:

Substantial Funding Reductions ≠ Meeting Substantially Rising Demands

Continue on our own

If we continue as a lone fire and emergency service financing and supplying our own services and support functions, we will continue to shrink in size and capacity. Our frontline emergency service capability will be drastically reduced year after year. Our firefighters would face unacceptable uncontrolled risks though the inevitable under-resourcing of the incidents they attend. We will not be able to support SECAmb or any other emergency service as we would not have enough funds to provide our own services to an acceptable standard for the public or to a standard of relative safety for our firefighters. Producing further savings would force continuing cuts in the frontline service we provide.

With this backdrop of austerity and increasing demand, the challenge of providing an effective frontline emergency service for the residents, businesses and those commuting through Surrey, is quite simply one we cannot achieve on our own. If we try to do so, we will fail.

Collaborate, share, save, invest and diversify

The only viable alternative is for SFRS to work closely with its neighbouring emergency services to reduce costs by ending the duplication of functions that currently exist across these services and realising the economies of scale by working like a much larger emergency service. Such savings should not cause detriment to the frontline service we provide but would provide the necessary investment to improve and diversify the services we provide to cater to growing public expectation and other increasing demand factors.

Transitional period

This collaborative approach has the potential to realise substantial cost reductions across all the emergency services but we will need a period of stable funding in order to work through the substantial transformation required to realise these savings.

Conclusion

FBU Surrey knows that the collaborative approach described here is the only viable option to secure a safe future of not just the people and firefighters in Surrey, but the whole of the south east. Therefore we fully support the collaborative approach outlined in this Public Safety Plan and are fully committed to jointly working towards realising these savings and investment opportunities with the all emergency services concerned.

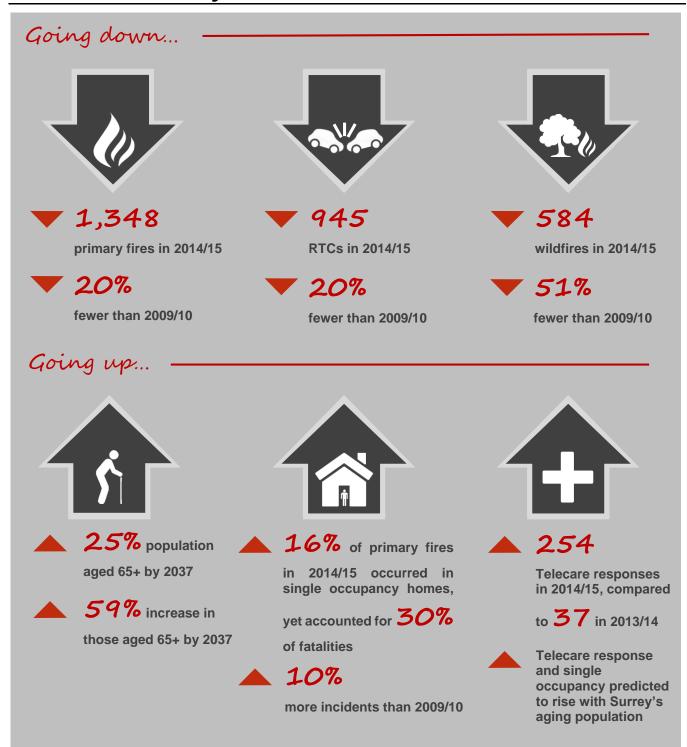
However, we will oppose any cuts in frontline services that cause any loss of safety for the people of Surrey or its firefighters, which could have been avoided by realising collaborative options.

Chapter three Picture of Surrey

Community Risk Profile

We publish a <u>Community Risk Profile (CRP)</u> for the county to provide a picture of the changing landscape of community risk in Surrey, highlighting areas of concern, identifying plans for improvement and exploring the impact of geography, demographics and lifestyle of community risk.

Picture of Surrey



Managing risk as we explore our options

As we consider our options through the PSP we will assess the risks, develop strategies to reduce the risks, and continually monitor and review as we deliver and develop our options.

Community risk represents the **likelihood** of an emergency incident occurring in a given location and its expected **impact** on the community. Intelligence and an assessment of what, where and when emergencies may occur feeds into our risk modelling and helps us understand how our efforts can impact on the risks we identify. This provides an advantage when planning to protect the community and generates knowledge to inform critical decision-making.

Community risk reduction underpins our planning assumptions

We will work with our main interest groups to design and create risk models for all foreseeable risks facing the county and will use integrated risk maps as a tool to help us visualise risk and plan our services accordingly. We will consider, but not fully rely upon those assets in our neighbouring fire and rescue services. We will publish our methods for scrutiny and the approach will produce the following products, which we will review and refresh annually:

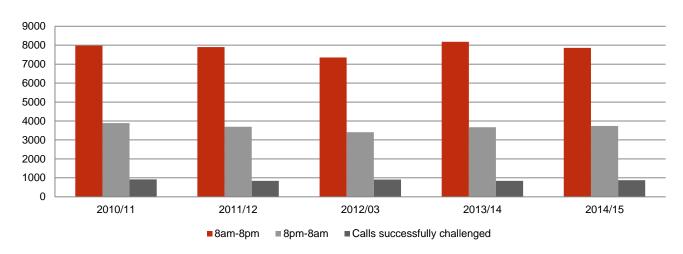
- Risk assessment methodology
- Integrated risk model
- Tactical risk models (those targeted at specific incident types, such as flooding or dwelling fires)
- Community resilience programmes

If we consider changing how we arrange our resources we can model these plans and use our understanding of the underlying risk to inform us of the likely impact. We can critically evaluate our plans using this feedback and improve them where required. Critical feedback and testing is an important part of the modelling process and models will undergo rigorous assurance as to their suitability.

We are reviewing how we manage our response to incidents on an ongoing basis. If this is likely to lead to any changes we will work together to look for suitable solutions. We will consult with you and, once a suitable solution is agreed, we will implement the recommended changes.

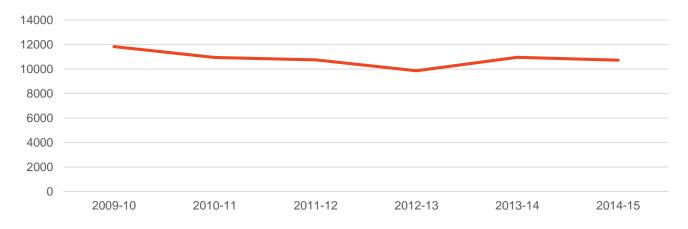
How well we are delivering our services

Calls received



We receive approximately double the number of emergency calls between the hours of 8am-8pm than the corresponding night-time hours. Approximately 8% of the emergency calls we receive don't require an emergency response. Call challenging reduces the number of incidents we attend and ensures our resources remain available to attend genuine emergencies.

Incidents attended

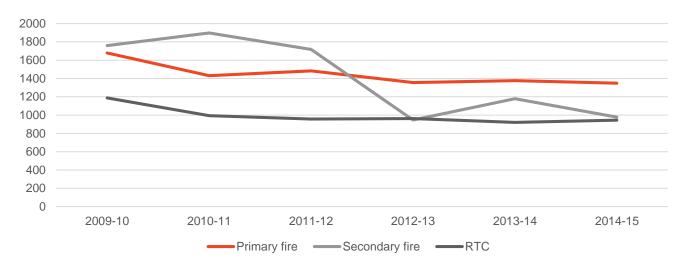


The number of incidents does not reflect the complexity of the events in which we attend. For example, the major flooding event of winter 2013/14 saw a long term service response, with national support, to rescue all those affected. Despite a decline in traditional service demand, the number of incidents we attend could increase in future

due to increased collaborative working across the emergency services network, such as assisted entry and immediate emergency care response.

The lower incident rate in 2012/13 was largely a result of fewer outdoor fires (45% fewer than the previous year), in large part due to the above average rainfall that year.

Fire and road incident attendance rates



Both primary and secondary fires have seen a decline between 2010-2015. This success can be attributed to our increased focus on prevention and protection work with the most vulnerable members of our community through our <u>Keeping You Safe from Fire</u> campaign, free <u>Home Fire Safety Visits</u> and <u>Youth Engagement Scheme</u>. The steep decline of secondary fires in 2012/13 is due to the above average rainfall that year.

Road incidents have also seen a decline over this period, however the slight rise in 2014/15 is reflected in <u>national figures</u>. Road traffic collisions do not always require attendance from a fire and rescue service and between 2010-2015 we only needed to respond to an average of 25% of all reported road injury incidents in Surrey. The downward trend is the result of a combination of improved vehicle safety engineering and our increased focus on prevention work with the most vulnerable members of our communities through youth focused <u>Safe Drive Stay Alive</u> courses. Since these courses began in 2005, reported injury incidents have fallen by 18% in the county.

The trends outlined in this graph contribute to the overall reduction in traditional demand seen across national fire and rescue services and highlights our need to expand into collaborative work that allows us to support and help our communities in other ways.

Have your say

This plan explores the issues we face over the coming years and some of the changes we may need to make along the way. If we stay as we are, the only option is further cuts to frontline services and, in turn, performance standards. If we collaborate more effectively with our partners and other emergency services we will be able to provide a stronger response across a wider spectrum of incidents, providing a more effective, efficient and sustainable service into the future.

Following consultation on our draft plan we will release action plans to demonstrate specifically how we will achieve our proposed outcomes. We also aim to provide updates on our progress towards achieving these outcomes so that they can be checked against our strategy.

Anything else?

Let us know anything else you wish to say about our refreshed plan. You can reach us directly by emailing: **psp@surreycc.gov.uk**

Surrey Fire and Rescue Authority



Frequently asked questions (FAQs)

Will lives be put at risk?

All our proposed changes are informed by risk and local circumstances. If we stay with the way we operate today as a stand-alone service, a shrinking budget is likely to result in a lengthening of response times in the future. Implementing our proposals will give us the options to make efficiency savings in some parts of the Service thereby creating capacity to maintain our current level of operational response. Our emphasis on helping you prevent a fire occurring in the first place or having your early warning system such as a smoke alarm will help save lives in your community.

What about firefighter safety?

We are committed to maintaining and improving firefighter safety. All firefighters are trained to make decisions based on the resources they have available to them and if they need more resources, whatever is needed will be sent. This response ensures our firefighters have the equipment they need and are trained and experienced to meet the challenges that they face. We have already invested additional resources to improve firefighter safety. We remain committed to protecting the public and our staff. We have a strong track record in improving the safety of our staff and we aim to continue this approach.

Will staff be made redundant?

To ensure we can operate in a more cost effective way, we will need to operate with fewer firefighters. We have a commitment at this time to avoid making compulsory redundancies. In working to achieve the reduction in staff numbers required, we are limited by the number of staff who leave through normal turnover each year. By offering staff new contracts, changing the shift system and increasing flexibility from our whole time staff and increased reliability from our on-call staff, we will get a better service.

What are 'on-call' and 'wholetime' firefighters?

On-call: These units, previously known as retained units, are crewed by fully trained men and women who have other jobs or are homemakers but carry an alerter and take on their fire-fighting role when an incident occurs. When crews are available, this type of crewing arrangement is very economic as, apart from an annual retainer fee and paying for training time, firefighters are only called in as and when needed.

Wholetime: Elsewhere we have fire engines that are permanently crewed with firefighters working on a system of two day shifts, two night shifts and four days off, working an average of 42 hours per week.

How will we show improvement?

We will publish our performance on the Surrey County Council website as part of our accountability to Cabinet.

Have we considered alternatives?

In developing this plan we also considered and discounted alternatives. One alternative would be to make cuts in the service provision that are not informed by an intelligence-based approach that considers our community risks. We have modelled the impact of this alternative and whilst we could achieve similar savings, the risk to community safety is increased. This is in contrast to the proposals in this plan, where we can make savings without increasing the risk to community safety.

What happens to incident response across our borders?

If you live in Surrey, you are our responsibility. If you live in close proximity to a border we will ensure a fire engine gets to you, whether it be from Surrey or one of our neighbours.

Where is the additional income generation coming from and will this reduce our normal service?

Our priority is to deliver our core service of Fire and Rescue activity and to maintain the high standard to which our communities expect. Whenever we are not performing these core activities we will look to generate income from other activities that may emerge from

collaborating with partners, both in and out of the emergency services network. We will seek to do this only to maintain the high level of service that we wish to deliver and to reinvest in our workforce, not to generate profit for profit's sake.

Will we need to save more money in the future?

The financial climate will always impact on public services and we expect there to be more challenging times ahead. Although we will have to wait until 25 November 2015 when Government publish its Spending Review, we know that there is a focus on innovation and greater collaboration across emergency services. Our plan supports this and sets out how we can be even more efficient and effective whilst maintaining high performing services with community safety at its heart.

Glossary of terms

Assisted entry / gaining entry

In medical emergencies when patients are critically ill or unable to open their doors to medical clinicians it is necessary to forcibly enter properties. Surrey Fire and Rescue Service does this on behalf of the Ambulance service as medical staff lack the equipment and expertise to carry out the task.

Call challenging

Checking whether incoming emergency calls might be hoax, non-emergency or a false alarm. Also allows the service to mobilise the correct resources.

Emergency services

The three emergency services referred to in this document are the Fire, Police and Ambulance services.

Fire and Rescue Authority (FRA)

The governing body responsible for setting the strategic direction, policies and priorities of a fire and rescue service. In doing so it must ensure the service has the people, equipment and training needed to carry out its duties in relation to:

- Fire prevention
- Fire safety
- Fire fighting and rescue
- Road traffic collision extrication and rescue

Other emergency rescue activities, eg. responding to flooding or terrorism

Immediate Emergency Care Response (IECR)

This co-responding scheme sees firefighters from across the county attend certain 999 calls on behalf of South East Coast Ambulance Service (SECAmb) when they are able to attend an incident quicker.

Firefighters taking part in the trial have been given extra training in conjunction with SECAmb to allow them to respond to certain life-threatening emergencies such as cardiac arrests, breathing problems and chest pains. They will also, if necessary, be able to use a defibrillator, which they will carry as part of their clinical equipment, to attempt to restart a patient's heart.

Fire and rescue emergencies will always come first for Surrey Fire and Rescue Service so please be assured that fire cover in the county will not be compromised. We will only respond to 999 ambulance calls if crews and vehicles are available.

Local Authority Trading Company (LATC)

A trading company that is wholly owned by a council but operates as a commercial enterprise, providing more opportunities to compete for contracts. Any profits are either returned to the local authority, which remains the main

shareholder, or ploughed back into the company to improve services.

On-call firefighter

Previously known as retained, these fully trained firefighters have other jobs or are homemakers but carry an alerter and take on their firefighting role when an incident occurs. When crews are available, this type of crewing arrangement is very economic as, apart from an annual retainer fee and paying for training time, firefighters are only called in as and when needed.

Primary Fire

Fires with one or more of the following characteristics:

- All fires in buildings and vehicles that are not derelict or in outdoor structures,
- Any fires involving casualties or rescues,
- Any fire attended by 5+ fire engines

Reported road injury incident

Road collisions where injury has occurred to one or more people and have been reported to Surrey Police. Such statistics do not include 'damage-only' incidents or any incidents where injury may have occurred but were not reported.

Road Traffic Collision (RTC)

The law defines a reportable road traffic collision as an accident involving a mechanicallypropelled vehicle on a road or other public area which causes:

 Injury or damage to anybody - other than the driver of that vehicle.

- Injury or damage to an animal other than one being carried on that vehicle (an animal is classed as a horse, cattle, ass, mule, sheep, pig, goat or dog).
- Damage to a vehicle other than the vehicle which caused the accident.
- Damage to property constructed on, affixed to, growing in, or otherwise forming part of the land where the road is.

SECAmb

South East Coast Ambulance Service

Secondary Fire

Fires in derelict buildings and most outdoor fires including grassland and refuse fires, unless they involve:

- Casualties or rescues
- Property loss
- 5+ fire engines

SFRS

Surrey Fire and Rescue Service

Single occupancy dwelling

Any individual home which has just one occupant. This includes individual flats within a larger complex.

Telecare

A response service to vulnerable members of the public who need assistance in their homes due to health or mobility issues. On-call firefighters respond to non-emergency situations, such as falls, where an ambulance is not required and when there is no relative or carer to assist.

Firefighters are alerted via a Telecare system which is linked to the resident's mainline telephone via a pendant or other sensor.

Variable crewing firefighter

Permanent firefighters that work only Monday-Friday between 7am-7pm. They do not work evenings or weekends – this time is covered by on-call units.

Wholetime firefighter

Permanent and full time firefighters working on a system of two day shifts, two night shifts and four days off, working an average of 42 hours per week.

