



Communities Select Committee  
16 January 2013

**Surrey Fire and Rescue Service Update  
2011-13 Action Plan Review  
2013-16 Action Plan Proposals**

**Purpose of the report:** Scrutiny of Policy Development and Review

The second action plan in support of the Public Safety Plan is currently under consultation. This process includes a review of the 2 year action plan for 2011-13 and also the proposals for a 3 year action plan from 2013-16.

**Introduction:**

1. The Public Safety Plan 2011-20 is supported by a series of action plans, detailing the specific targets and actions for the current period.
2. The first action plan covers the period between June 2011 and March 2013.
3. The second action plan, covering the period between April 2013 and March 2016 is currently under consultation, in readiness for publication in April 2013.
4. This report provides an overview of progress against the first action plan and also details the intended actions and targets for the second action plan.

**Public Safety Plan Action Plan 2011-13 Review**

5. The first action plan supporting the PSP will conclude in March 2013. A number of the actions have been completed, including several that indicated the commencement of projects. There are a number of items that will be carried forward into the next action plan.
6. Several of these items were 'enabling items' to allow more significant changes to be made in the following action plan, notably the development of new Wholetime duty systems.

7. The development of new Wholetime duty systems has been commenced but in a different format than was initially proposed, having been superseded by the property changes prompted by the Horley issue and the requirements of the Medium Term Final Plan.
8. As a consequence it must continue to be noted that the provision of new locations for a number of fire stations is critical to the delivery of the savings required.
9. **Surrey Response Standard:** The Response Standard is embedded and the reporting mechanism is continuing to be improved. This is now business as usual. **Item complete**
10. **Mutual Assistance:** The arrangements with neighbouring Fire and Rescue Services under sections 13 and 16 of the Fire and Rescue Services Act have been reviewed and revised where appropriate. The agreement with West Sussex following the intended cessation of the ceded area arrangement is being reviewed again. **Item complete.** Notably, the revised agreement with London has been accompanied by a number of discussions at Chief Fire Officer level to establish improved response cover in the areas that border Surrey and London.
11. **Reform of the On-Call duty system:** Revised contracts and a new availability planning system will be in place by April 2013. A phased transition for staff will be implemented during 2013. Item will be completed.

There are a number of actions that are linked to the on-call duty system project:

- 24 hour provision at Cranleigh: This is a deliverable from the main duty system project.
  - Revised service delivery at Gomshall. The Service is continuing to develop the options for Gomshall and the staff based there. This may include crewing a special appliance.
  - Removal of 2<sup>nd</sup> appliances from Cranleigh, Godalming, Haslemere, and Oxted: The removal of the second appliances is also linked to the implementation phasing of the revised contracts. These appliances will not be available for emergency response but may stay in their locations to provide resilience.
12. **Wholetime duty system changes:** The requirement to provide resources to address the removal of the West Sussex fire engine from Horley and the acceleration of the plans for rationalisation in Elmbridge and Spelthorne has delayed the commencement of the work to reform the Wholetime duty system as described in the Public Safety Plan. Work has been refocused in order to provide a new model for firefighters to provide additional shifts in order to maintain cover against a reducing establishment. This element is expected to be delivered before the end of March 2013. This item will be **carried forward** in the next action plan.
  13. **Location of Fire Stations:** This is an ongoing item; specific details are covered in the Action Plan 2013-16 section of this paper.

14. **Fire station facilities:** Review ongoing, with incremental implementation subject to budget availability. A number of fire stations are now being shared by Surrey Police and/or South East Coast Ambulance Service creating revenue income and operational benefits. The CFO is meeting with the new Surrey Police and Crime Commissioner and Deputy (designate) soon to further embed joint working principles.
15. **7 day a week working:** The Middle Management Review reduced the establishment of Middle Managers from fifty to forty and introduced a new working pattern to increase managerial availability at the weekends. **Item complete.**
16. **Operational Assurance:** Good progress is being made, with the second phase of operational audits currently underway. The revised post event review process is being implemented and the organisational learning and Service improvement packages are being delivered. This item will be **carried forward** into the next action plan.
17. **Increased Use of Volunteers:** The Service has increased the number of volunteers to 80 from a figure of fewer than 10 in 2011, and has established a framework for the increase in number of and use of volunteers across a wide range of activity. **Objective being achieved.**
18. **Review of Response/Call Challenge/Charging:** Not complete, this item is dependent upon a pan regional project as detailed in the 2013-16 plan.
19. **Development of sponsorship:** Initial research indicated that this item would require specialist assistance. New post created and appointed to in order to manage this element. Commences in January 2013.
20. **Governance review** - As set out in the initial action plan, work commenced. Seconded from the Department for Communities and Local Government appointed to lead on this project. The review will be broken down into 4 workstreams - analysis of the impact of current arrangements; review of possible models; assessment of future influencing factors; and an assessment of options for the future. It is envisaged that the work will develop options by end 2013. The next action plan will include the delivery of the review findings. **Item complete.**
21. **Analysis of data:** The revised Community Risk Profile will be published in April 2013. The annual review/revision of this item becomes business as usual. **Item complete.**
22. **Partnership review:** Partnership review completed with revised register/risk assessment. **Item complete.**
23. **London 2012:** Planning and exercising for the Olympics was completed in time. Significant Service commitment during the Olympics supported the successful delivery of the games, notably the road cycling events and the Olympic Rowing Village at Royal Holloway College. **Item complete.**

## Public Safety Plan Action Plan 2013-16

24. The Service intends to develop a 3 year action plan, to commence in April 2013. This will then encompass a longer period of the Medium Term Financial Plan and enable the Service to provide direction on a number of significant projects, mostly relating to property/location changes.
- 25. Fire station locations:**
26. In January 2012, Surrey Fire and Rescue Service presented a report to the Select Committee to review the location and suitability for operational purposes of SFRS fire stations.
27. The report described the potential developments required but was also clear that this may be subject to change;

### *10.8 Phasing of implementation*

*It is important to recognise that the implementation of the PSP will be subject to a number of external factors and influences and therefore may not accord exactly with the phases as described in the PSP.*

28. A number of external factors have contributed to the requirement for Surrey Fire and Rescue Service (SFRS) to engage with station relocations additional to those described within the Public Safety Plan. As a consequence, and in line with the budget planning for the Service, the phasing for implementation has now changed.

## Epsom & Ewell and Reigate & Banstead

29. West Sussex Fire and Rescue Authority (FRA) have decided to remove the fire engine from their Horley station in April 2013, as a result of their Fire Redesign consultation process. This affects the fire emergency response arrangements in Surrey as this fire engine was often the quickest response to incidents in the Horley area.
30. The West Sussex FRA has decided that the risk in their area and level of demand for the Horley fire engine is outweighed by the cost of basing that resource there. The majority of the incidents attended by that fire engine are actually located within Surrey and formal arrangements are in place so the quickest response is mobilised to calls for assistance. This formal agreement means that West Sussex Fire and Rescue Service (FRS) will receive emergency calls and mobilise resources to a specific "ceded" area around Horley on behalf of Surrey, for which an annual fee is paid.
31. Although West Sussex FRA will remove the Horley fire engine from April 2013, they plan to continue to base their technical rescue vehicles and other specialist vehicles at this site. They have also offered the

- opportunity for Surrey FRS to lease part of the site and base a fire engine there to assist with the provision of fire cover in the area.
32. SFRS have been in regular contact with West Sussex FRS during the consultation discussing the potential implications and options for addressing this change.
  33. Our mission 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. This needs to continue in Horley as a result of the pending change in West Sussex but it must also be maintained across the remainder of Surrey.
  34. An options analysis has been undertaken to consider a range of potential courses of action in response to the change proposed by West Sussex. These included doing nothing, relocating existing resources or funding additional resources from a range of sources and availability options. The options were considered in relation to their impact on emergency response performance, cost, achievability within time and resource constraints as well as anticipated public acceptability and conformity with the principles agreed under the Surrey Fire and Rescue Authority [Public Safety Plan 2011-2020](#). More detail on the options analysis is available in Appendix A.
  35. Public consultation is being undertaken to inform the options analysis, concluding on 1 Feb. In practice there are likely to be separate short-term (from 1 April 2013) and longer-term solutions. The financial factors and any necessary funding decisions will be integrated into that decision process.
  36. The preferred option is to create a chain of single fire engine fire stations running through the boroughs of Epsom & Ewell and Reigate & Banstead. This would mean relocating the 2<sup>nd</sup> fire engines from Epsom and Reigate fire stations to new optimal locations in the Burgh Heath and Salfords areas and redistributing existing staff, where possible on a voluntary basis, to crew these vehicles. This should result in improvements to the average 1<sup>st</sup> fire engine response to all emergencies and should minimise the impact on the Surrey response standard.
  37. The revenue costs are achievable within the revised medium term financial plan; however capital costs are still to be established. This option is in accordance with the PSP principles and public opinion will be gauged through the forthcoming consultation process.
  38. It should also be noted that the PSP indicated the potential to reduce the level of cover available from Epsom fire station to 1 x 24hour fire engine and one daytime only fire engine. The revised plan removes the creation of a daytime only fire engine and retains 4 Surrey Fire and Rescue engines within the two boroughs.
  39. However, it is recognised that this may not be achievable within the current timeframe, especially in relation to the change at Horley. Therefore it is proposed that temporarily the fire stations would be established at a potential site in Banstead which is being evaluated and

the current Horley fire station on an interim basis whilst a more permanent move to the Burgh Heath and Salfords areas is arranged. Direct access on to the Brighton Road (A217) in Banstead from the potential site would need to be established.

40. In view of the short timescale associated with this change, parallel planning will be put into place to enable implementation in relation to Horley by 1<sup>st</sup> April 2013; subject to the decision of the Fire and Rescue Authority following feedback received during the consultation, which runs from 10<sup>th</sup> December 2012 to 1<sup>st</sup> February 2013.
41. The Burgh Heath element of the plan will also be included in this consultation to ensure that stakeholders are able to understand the overall plan for response cover through Epsom & Ewell and Reigate & Banstead.
42. Members are requested to provide feedback through this committee and also through the consultation mechanism.
43. The three consultation papers are attached as annexes to this report.

## **Woking**

44. In September 2012, Surrey County Council's Cabinet agreed to form part of the Woking Town Centre development company and consequently agreed to the relocation of the fire station from its current site in Causey Way.
45. Woking fire station is a relatively modern station that occupies a small footprint. This necessitated the building being set over a number of floors, which creates a number of functional and operational issues. The small footprint also limits the area available for practical training and also for car parking. The impact on training is obvious, whilst the limited car parking capacity negates the opportunity to create an 'on-call' unit at the station, which is an option that SFRS would wish to explore.
46. The location of the current fire station is considered to be very close to the optimal operational location, with a corridor of optimal sites which runs along Victoria Way down to Quadrant Court.
47. SFRS have been working with Property Services colleagues and Woking Borough Council to identify alternative locations. Several sites have been identified and assessed for suitability both in terms of location and footprint. This has been achieved through the use of emergency response cover modelling and also by using the Guildford fire station plans as the basis for assessing the suitability of the site footprint/layout.
48. A proposed site has been given provisional approval by Fire and Rescue based upon operational requirements. At the time of writing the location of the site was subject to the requirement for confidentiality due to commercial/contractual reasons.

49. The Service are currently considering contingency plans for an interim relocation should this be necessary.
50. Public consultation is ongoing, although the impact on the Surrey response standard is minimal and there are no significant planning issues with the proposed site.
51. The cost is fully funded within the redevelopment plan.
52. Target date for completion: **March 2014**

## Guildford

53. Guildford Fire Station is being replaced due to the condition of the existing building. The timescale from the consultants is for early works to begin January 2013 with start of construction on site by May 2013.
54. Detailed work is being done on the working at height and road traffic collision training at present with the consultants and firefighters at the fire station.
55. Preparatory works are being carried out on the properties due to be demolished in January 2013, as part of the enabling works. Jacobs are currently working with SCC Highways concerning the necessary works required on Ladymead, and regular design meetings on the different aspects of the build such as structures, external fabric, external works and internal finishes are currently taking place.
56. Property Services target date for completion: **July 2014**.
57. Phase 2 of the PSP is described as follows;

*9.2 It will be this second phase of changes that allow us to make the majority of the savings that have been identified in the current medium term financial plan. It will also provide the opportunity to improve our first fire engine response time to particular areas of the county. Due to the complexity of the factors outlined above, we cannot be explicit about where we think our fire stations will be and we are mindful that other opportunities to change may arise. However our current aspirations include the following:*

- a) *A fire engine located more centrally in Spelthorne. This would impact on the fire engines at Staines and Sunbury.*
- b) *A rationalisation of the number of fire stations in Elmbridge.*

## Spelthorne

58. The current provision within Spelthorne is one pump at Sunbury and one pump at Staines. These stations are located at either end of the borough. For Staines this means that the fire station is very close to the border

with London, with Feltham Fire Station situated approximately 3 miles away.

59. An optimal location in the Ashford Common area has been identified by Property Services and initial scoping work has commenced.
60. Property Services target date for completion: **March 2015**

### **Elmbridge**

61. The current provision within Elmbridge is one pump at Painshill, one pump at Esher and two pumps at Walton (1 variable crew, 1 on-call). Painshill is situated in an optimal location but there is the potential to rationalise the resources at Walton and Esher into a suitable site in the Hersham area.
62. Property Services target date for completion: **March 2016**

### **PSP Phase 1 works**

63. The paper to Select Committee in January 2012 described the requirement for an upgrade to the facilities at three stations, to facilitate the implementation of day crews.

63.1 The three stations are;

- a) Chobham
- b) Godalming
- c) Oxted

These items have been through the first stage of the investment panel capital planning process.

63.2 Further work is also required at Walton to enable the station to accommodate the change to 24hour Wholetime crewing.

64. The implementation of day crews at these stations will not be realised for some time, and at certain locations the plan may be revised due to other developments. This will be dealt with through the appropriate consultation and decision making process.

65. As a consequence this item is not being progressed at this time.

#### **66. Income generation**

Details the plan to increase the generation of income through a range of options.

#### **67. Review of Response/Call Challenge/Charging**

This is an item carried forward from the 2011-13 plan and is dependant upon the delivery of the products from the Fire and Rescue collaborative partnership. This partnership is developing standardised operational procedures and the supporting elements, such as risk assessments, task



analysis and training packages. Central government funding has enabled the establishment of a hub, to be based at Reigate, to accelerate the completion of this work and to form the basis of a steady state mechanism for review and revision of the documents.

The Service has already introduced the Incident Types that the partnership has produced, as has the Isle of Wight and has now commenced implementation of the Standard Operating Procedures.

During the 3 year plan the Service will seek from the Fire Authority confirmation of the requirement to continue to respond to incidents that do not form part of the statutory duty detailed by the Fire and Rescue Service Act 2004. This includes incident types such as animal rescue.

Confirmation of the response requirement will also enable the Fire Authority to consider the charging regime applied to emergency response where appropriate.

**68. Reform of Wholetime duty systems**

In order to support the further improvement in staffing flexibility and resilience, the Service will progress the development of Wholetime duty systems by the end of this action plan.

**69. Review of Governance**

The review of governance will deliver its findings during this action plan period. This will initiate a project to implement the recommendations following receipt of the appropriate approvals.

**70. Emergency response cover disposition**

The PSP contained a model of the potential disposition of fire engines as a result of the implementation of Phase 1 of the plan. Whilst the rationale behind this disposition plan has not changed, there is a change to the phasing of implementation, prompted in part by the external factors of Horley and Woking. This means that some of the potential disposition changes may not happen due, for example, to a change in fire station locations. This is the case for Epsom, where the implementation of a day crew is likely to be superseded by the establishment of a fire station in the Burgh Heath area.

The PSP also proposed the implementation of day crewed fire engines at Oxted, Godalming and Chobham. Whilst this remains an aspiration for the Service it is clear that due to the other planned changes described previously this is not a priority action. The implementation of the revised on-call duty system and associated availability requirements will be reviewed and revised where appropriate.

71. The PSP described the creation of additional capacity to support training and community safety activity. The requirement for this capacity remains but the Service will continue to examine the most appropriate method for delivery.

72. The PSP also described the intention to match resources to demand. This involved redressing the imbalance between night time, when currently there is more cover but less demand, and day time when the reverse is true. This remains the intention and the changes in the availability of the on-call duty system will see the first steps in achieving this.

73. The Service understands how valued both the Youth Engagement Scheme and Safe Drive Stay Alive are, and continues to deliver both of these schemes successfully. There are significant resource implications from these that must also be considered in future planning.

**74. Provision of Specialist Capability/Contingency Crewing**

During this action plan the Service will be implementing a one year pilot scheme during 2013 for the provision of a contingency crewing capability to provide fire and rescue response during periods of staff shortages. This is with a Dorking based company, Specialist Group International Ltd. This meets the statutory requirement as confirmed in the Fire and Rescue Service National Framework.

In addition to the contingency crewing element, the contract also incorporates the provision of specialist services, incorporating a wide range of special rescue activity, including rescues from surface and sub-surface water, confined spaces and heights. One of the recommendations from the Cabinet Paper which initiated this contract is for a thorough review to be undertaken during the period of the pilot. This review will report its findings to the Communities Select Committee.

**75. Reviews of Action Plan 2011-13 items.**

Items completed during the previous action plan will be reviewed where necessary. This will include the reforms of the On-Call duty system.

**Update on the Isle of Wight**

**76.** Statement from Steve Apter, the Chief Fire Officer of the Isle of Wight Fire and Rescue Service, regarding the mobilising contract provided for the Isle of Wight by Surrey Fire and Rescue.

*'Despite natural early concerns by some members of staff and the community, it is clear that the mobilising partnership between the Isle of Wight Fire and Rescue Service and Surrey Fire and Rescue Service has already proved very successful. Unlike Surrey FRS, we cannot easily seek support from neighbouring Services for additional appliances and therefore have finite resources. This means our system of availability, particularly for Retained staff, fluctuates greatly and provides its own unique set of challenges for mobilising staff when dealing with incidents.*

*Despite this, the mobilising of all our appliances and the general movement of vehicles and staff is controlled in a seamless fashion from Surrey FRS, our staff are now used to this mobilising arrangement and procedures are fully embedded to deal with any response issues that have or may arise.*

*Surrey FRS and ourselves meet on a regular basis to monitor and manage the performance of this arrangement, this has seen changes and improvements for both parties through a formalised change management process. More importantly the performance of emergency response has not worsened for the Island, indeed improvements have been made in some areas. We are currently reviewing our response strategy and look forward to continuing this positive business arrangement for the benefit of the Service and our community.'*

## **Conclusions:**

### **Financial and value for money implications**

77. The cost and timing assumptions set out above are being taken into account in preparing the proposed 2013-18 Medium Term Financial Plan. It is worth emphasising that any additional costs which may be associated with the change in arrangements for Horley have not yet been allowed for, pending consultation; and that the timing of other changes in station location is the single most critical factor to delivering the savings required.

### **Equalities Implications**

78. The proposed location changes will be subject to staff and public consultation. Equalities Impact assessments will be completed where necessary.

### **Risk Management Implications**

79. The Medium Term Financial Plan savings are based upon the delivery of the station rationalisations as described. The delivery of these savings remain as a risk.

80. The property strategy for SFRS mitigates community risk as it provides improved facilities in more appropriate locations.

### **Implications for the Council's Priorities or Community Strategy**

81. The continued provision of an effective Fire and Rescue Service supports all of the key priorities

## **Recommendations:**

82. a) The Communities Select Committee note the progress against the action plan for 2011-13.

b) The Communities Select Committee consider the proposed items in the action plan for 2103-16.

c) The Communities Select Committee continue to provide feedback as part of the consultation process on emergency response cover in Epsom & Ewell and Reigate & Banstead.

<b>Next steps:</b>
--------------------

The Communities Select Committee will be kept updated as the proposed actions are implemented.

The aforementioned station location changes will all be subject to public consultation. The Select Committee will be made aware of these consultations prior to their commencement.

Regular reporting against the 2013-16 Action Plan will be delivered through the Programme Management board of SFRS.

-----  
**Report contact:** Gavin Watts, Area Manager – Operational Development  
**Contact details:** Tel: 07968-834580 e-mail: [gavin.watts@surreycc.gov.uk](mailto:gavin.watts@surreycc.gov.uk)

**Annexes:**

**1: Consultation on changes to fire engine deployment in the boroughs of Epsom & Ewell and Reigate & Banstead**

**2: What does this mean for Epsom & Ewell?**

**3: What does this mean for Reigate & Banstead?**

**Sources/background papers:**

Surrey Fire and Rescue Authority Public Safety Plan 2011-20  
Public Safety Plan Action Plan 2011-13