

# Plan to Reduce Reliance on Pre-Arranged Overtime and Associated Spend

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<b>Report to:</b>	<b>Date:</b>
Commissioner's Board .....	8 March 2023
Deputy Mayor's Fire and Resilience Board.....	28 March 2023
London Fire Commissioner	

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**Report by:**  
Jonathan Smith, Deputy Commissioner, Operational Preparedness and Response

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**Report classification:**  
**For decision**

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**For publication**

I agree the recommended decision below.



**Andy Roe**  
London Fire Commissioner

**Date** This decision was remotely signed on 07 April 2023

# PART ONE

## Non-confidential facts and advice to the decision-maker

### Executive Summary

This report sets out the plans in place to reduce the London Fire Brigade's use of operational staff overtime.

#### For the London Fire Commissioner

That the London Fire Commissioner agrees to delegate authority to the Deputy Commissioner, Operational Preparedness and Response to take forward and, where appropriate, implement the proposals in this report, this general delegation includes but is not limited to the following specific authorisations:

1. Implementation and use of the Priority Crewing Guide from 1 April 2023;
2. Continuing the roll out of Training as a Watch;
3. Enhancing recall arrangements as set out in this report;
4. Introduction of formalised operational demand forecasting and financial controls as set out in this report;
5. Review and suggest amendment of the arrangements for 'hanging on'.

### 1 Introduction and background

- 1.1 This report sets out the plans in place to reduce the reliance on pre-arranged overtime (PAO) to provide operational availability.
- 1.2 PAO is how the London Fire Commissioner (LFC) makes good any staffing deficiencies to maintain immediate availability of the required number of appliances. PAO is managed by the Establishment Performance Team (EPT) in Central Operations, which falls within the Fire Stations department.
- 1.3 PAO direct costs totaling £7,552,938 were incurred between April 2022 and the end of December 2022. This is against an annual operational overtime budget of £ 2,384,430. Greater detail is provided in appendix one.
- 1.4 In August 2022, a working group was established to identify the underlying causes and develop realistic proposals to address those whilst reducing unnecessary spend in this category, plus spend related to casual and operational overtime.
- 1.5 The working group comprised representatives from Fire Stations department, including Central Operations and EPT, in addition to People Services, Learning and Professional Development, Strategy and Risk, Finance, and Information Management. Consultation also took place with Operational Policy and Fire Safety (Protection).
- 1.6 The outcomes were presented to LFC and directors in October 2022, receiving agreement in

principle to progress with the recommended actions which could equate to an initial £8,328,000 in cost avoidance for 2023/24, whilst producing longer term efficiencies. Following further development, this report sets out how the proposals are being / will be implemented.

## 2 Objectives and expected outcomes

- 2.1 The 2022 HMICFRS inspection of the London Fire Brigade (LFB) stated: *"Fire and rescue services should manage their resources properly and appropriately, aligning them with the services' risks and statutory responsibilities."* In the case of LFB, the report stated: *"the brigade relies on overtime to maintain its operational response. Figures for 2019/20 show that £4.48m was spent on overtime. This increased in 2020/21 to £8.12m. Eighty-nine percent of this was spent on wholetime firefighters."*
- 2.2 The HMICFRS report set a clear requirement for better workforce planning within LFB, to avoid unnecessary vacancies and skills shortages. Whilst that work is undertaken as a separate project, there is robust consultation to ensure a joined-up approach with the actions set out below.
- 2.3 The causes of the increase in use of PAO are considered to be:
- the operational recruitment freeze instigated in 2020;
  - the agreed average vacancy margin of -296 operational staff;
  - impact from operational staff needing to utilise leave which accrued and could not be used during the Covid-19 pandemic;
  - staff sickness at above target levels;
  - the impact of the training schedule;
  - lack of qualified drivers and other skills.
- 2.4 Whilst the leave issue has not continued into 2023, the other causes listed above continue to create negative impacts and are covered in the body of the report.
- 2.5 It should be noted however that there is no system currently for capturing the reason for each PAO shift allocation. This will need to be addressed in the longer term when resources allow.
- 2.6 The actions to be put in place are set out in section 3 of the report. Current indications are that the measures set out in this report will create cost avoidance in the region of £8,388,000 during the 2023/24 financial year. However, it must be noted that the figures provided are provisional, modelled on historical data and therefore subject to change if there are circumstances outside of LFC control e.g., external supplier availability, extreme weather conditions.
- 2.7 Every effort has been made to provide reasonable financial forecasts. Financial and operational monitoring is being put in place to facilitate early identification and opportunity to mitigate any risks arising, as PAO and other overtime will still be needed to ensure staff levels meet service needs.

## 3. Actions to reduce reliance on pre-arranged overtime (PAO)

- 3.1 **Introduce Priority Crewing Guidance (PCG):** the Priority Crewing Guide – which is a degradation model developed by Information Management specifically to help address the spend on PAO – is an agile model of resourcing based on historical operational response information combined with the Target Resourcing methodology adopted by LFC during the recent Covid-19 pandemic. It seeks to make best use of the staff that report to their base

stations, in order to minimise the number of standby movements required, or PAO put in place e.g., for known or planned absence such as long-term sickness, training or leave.

- 3.2 The aim is to use PCG as a tool when required, starting on 1 April 2023. Some broad modelling of the concept is set out in appendix two, shown in Part 2 of this report.
- 3.3 The PCG will ensure that all areas of London are covered and that average target attendance times of 6 and 8 minutes for the first and second appliance will be maintained.
- 3.4 The PCG identifies the minimum number of special appliances and fire engines to be operationally available on days where a normal level of emergency response is expected i.e., days without predicted severe weather or other significant operational, risk or event related intelligence. Once that minimum number of vehicles has been staffed (through base station staff, standbys or PAO), no further steps (that would incur costs) will be taken to make more of a particular appliance type operationally available in the first instance.
- 3.5 The PCG will go live from 1 April 2023. Both financial and operational risk monitoring will take place to ensure that any risks associated with this approach are identified and dealt with, which could impact costs if significant changes to the PCG are necessary. Any such changes and impact will be proactively reported.
- 3.6 The cost avoidance associated with the PCG element of these proposals is modelled at up to £7,800,000 per year.
- 3.7 **Introduce Training as a Watch (TaaW):** until January 2023 staff did not, in most cases, attend training courses as a watch (station personnel) or team (other staff and work groups). Staff were allocated to training on different days alongside those from other fire stations / teams.
- 3.8 There is a minimum number of staff required on each type of fire appliance to safely deploy to incidents. This is referred to as ridership or the ridership level. The previous method of allocating staff for training therefore could impact on fire appliance availability, by removing one member of staff for training and decreasing watch availability below minimum ridership levels. PAO was used to arrange cover for staff absence through training.
- 3.9 From 1 January 2023, the TaaW project has begun to phase in the allocation of suitable training to watches as a group, either at their station location or a training venue. The roll out schedule is attached as appendix three.
- 3.10 Along with avoiding spend on PAO, this approach has the benefit of enabling staff to train within their usual team, strengthening the relationships and understanding of watch members.
- 3.11 TaaW also enables entire watches to be recalled to operations, in the event of a major incident.
- 3.12 In terms of cost avoidance, TaaW means that PAO is not required to provide operational cover, however this crosses over with the PCG when it is in operation, as the PCG also means that PAO is not required to provide operational cover. It is therefore difficult to provide meaningful cost avoidance figures at this point, but work is being carried out to identify these and to ensure that double counting does not take place. In the longer term, TaaW will reduce the need for PAO when the PCG is not in use.
- 3.13 **Recall to provide operational response:** it should be acknowledged that all operational staff on duty – not just those training as a watch - are available for deployment to provide operational capability or cover. To support this, guidance will be provided to duty Assistant Commissioners (ACs) and supporting officers, setting out the range of options which can be employed to ensure that all on duty operational staff can be made available at their base station for further deployment. Recall arrangements are set out in appendix four, along with a snapshot of the number of staff that could be returned to operations from the planned release of personnel (PROP) which includes staff undertaking training. Appendix five is the memorandum of understanding (MOU) which has been agreed with the Metropolitan Police to enable the

transport of LFB staff in the event of a major incident.

- 3.14** Joining instructions for all courses with operational personnel in attendance will include an explicit reference to recall and the potential for its enactment if circumstances demand.
- 3.15** It should also be noted that the smartphone application which was created to support pre-arranged overtime registration and volunteering (known as the PAO app), can be used to contact off duty staff in a situation such as that experienced during the July 2022 wildfires. In that instance, a further call for people to undertake PAO was sent out on the day of 19 July 2022, resulting in increased numbers of staff available for that night shift and across 20 and 21 July 2022. In exceptional circumstances, the app can also be used to offer staff PAO for coming in during the current shift i.e., not waiting until the start of the next shift, if necessary. This decision would need to be made as early as possible to maximise the effect of bringing staff in at such short notice.
- 3.16 Introduce formalised operational demand forecasting and financial controls:** there is currently a daily meeting of the Duty officer team to review conditions and operational availability, this will be utilised along with a weekly meeting to forecast PAO and standby requirements. The weekly meeting will incorporate costing of the resources required to support the level of overtime proposed. The framework for this is set out in appendix six to this report.
- 3.17** Unused leave data will be factored into the weekly strategic forecasting meeting where it will be taken into account to predict ridership levels. The key issue to highlight is although there is the ability to forecast staff numbers and predict the levels of ridership, this can change dramatically on the day if the unused leave is booked after the forecasting is completed. This will result in amended ridership numbers and lead to lower levels of availability. This can be picked up and addressed in the daily meeting of the Duty officer team referred to above.
- 3.18** The learning arising from the July wildfires reported separately in 'LFC-23-014 Major Incident Review: Extreme Weather Period 2022', includes a recommendation to adopt a 'states of readiness' approach to preparedness, which will support and when agreed, be incorporated into, the forecasting arrangements.
- 3.19** Appendix seven sets out the framework for authorising the forecast PAO spend requirement. The authority to sign off the resource costs will be based on the type of risk i.e., where PAO is required to bring the Brigade up to the minimum levels set out in the PCG, the authority to do so will sit with the Establishment and Performance Team as part of their duties. Where the PAO requirement links to an identified operational risk, triangulated with strategic leads from Central Operations, Establishment and Performance Team, Resource Management Centre, Operational Resilience, Learning and Professional Development and Strategy, the authority to make the decision will be provided to all DACs for resilience purposes, however in practice it will usually be DAC Central Operations. Lastly, where there is no operational risk, but officers still consider that PAO should be incurred due to a business need outside of predicted operational demand, the authority to decide will lie with all ACs, however in practice it will usually be AC Fire Stations. The AC making the decision, in any case, to have consulted a Deputy Commissioner. The aim is to ensure that resources are aligned with risk in a robust and auditable manner, prior to spend being incurred.
- 3.20** Monthly financial reporting will take place, reporting to the Establishment Board chaired by the Deputy Commissioner, Operational Director for Preparedness and Response. Station staff attendance data will be reviewed against forecasts to improve the process and to build the information available to support future decision making.
- 3.21 Increase the number of firefighters trained to drive fire appliances:** At the time of drafting this report, the LFC has 1568 qualified drivers at firefighter level, against a requirement

of 1952, a shortfall of 384<sup>1</sup>. There are 566 eligible firefighters who have not yet begun the training pathway to achieve the driving qualification. These staff either have no driving license or have not yet undertaken relevant medical, hazard perception and the theory test to be ready for LGV course. There are currently 183 staff in the process of undertaking the various stages of training, but only three are booked onto the final course during the remainder of the 2022/23 financial year. This is an area of focus for the training plan for 2023/24 and will be scrutinized through Establishment Board.

- 3.22** It is considered that the de-coupling of the driving requirement for trainee firefighters from the competence sign off process has removed the incentive for firefighters to learn to drive. Prior to the introduction of role to rank, trainee firefighters could not be signed off as competent and receive competent pay until they had either qualified as a driver or undertaken significant efforts to do so. In this latter case, alternative duties were allocated to satisfy the competence requirement. Through being deemed 'competent' the firefighters then received a salary increase of approximately £8,000.
- 3.23** Currently, firefighters are asked to 'volunteer' for driver training, which has led to fewer coming forward for the training and a reduction in qualified drivers available. In turn, this has created an increase in standbys and PAO shifts required, to ensure that the maximum number of appliances and special appliances are kept available.
- 3.24** Action is being taken to encourage more firefighters to qualify as drivers. This includes more pro-active work to target trainee firefighters, so that they begin the qualification journey at the earliest appropriate stage. Consideration will also be given to how best to provide financial support to meet the costs associated with the process, given the challenging financial climate LFC staff face.
- 3.25** A separate report on the measures being taken and those which require LFC authority is being drafted, to go through the governance process during summer 2023.
- 3.26** The use of the PCG will compensate for the shortfall in drivers in the short term, but a full complement of drivers is the long-term solution to controlling additional spend in this area. As the PCG has already been costed in this report it is not appropriate to estimate a cost for the driver shortfall. The pathway to qualification is approximately two years, therefore the enforcement approach will take time to produce realised benefits.
- 3.27 Change rules for 'hanging on':** at present, crew for every type of appliance / special appliance are contractually required to stay on duty at the end of a shift for one hour if the oncoming watch has a shortfall in staff that day. The staff member may remain on duty for more than an hour on a voluntary basis. This attracts a 'hanging on' overtime payment. In line with the risk-based approach set out under the PCG, this requirement to hang on could be revised to encompass only crew members of strategically important appliances and stations, thereby reducing the spend on this budget line whilst maintaining target attendance times across the capital. Work will take place to review the current terms of agreement regarding hanging on.
- 3.28** The cost avoidance associated with such amendments to 'hanging on' requirements is up to £588,000 per year.
- 3.29 Reduce operational staff sickness:** the number of staff available and the skills of those individuals drives the need for standbys and PAO. Therefore, high levels of sickness will exacerbate this. There are a range of measures in place to improve sickness management and prevention, however further discussion has taken place amongst Directors at Service Delivery Board (SDB) on 14 February 2023 regarding this. It was noted that People Partners will use HR data when meeting with their Heads of Service to raise awareness of the need to manage sickness more proactively, as well as to prevent ill health where possible. Key stakeholders such

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<sup>1</sup> Data from PowerBI report accessed 14.02.2023: <https://app.powerbi.com/groups/me/apps/b67faef4-6ff5-42fb-8668-5ba211e092bb/reports/63f64eb8-c28a-4861-bf5c-0981cf969d71/ReportSection514b904b89c02c13d4d0?chromeless=true>

as Communications, the HR data team and Learning and Professional Development, will ensure that information, management training and support are available to all staff.

- 3.30 Reduction of operational average vacancy margin (AVM):** the current AVM is -261. By the end of March 2023, the actual vacancy level is expected to be -228. To reduce the number of vacancies during 2023/24, greater than planned headcount needs to be brought in as trainee firefighters (TFFs) and through recruitment of transferees, which creates an increased training demand.
- 3.31** The Babcock training contract provides a capacity of 280 trainee firefighter training spaces per year before significant further costs are incurred. LFC currently utilises 240 of those. It is planned to increase this throughput in 2023/24 to the maximum 280 and to provide additional training courses using internal staff. Work is ongoing to identify the realistic capacity of an internal provision, offset against the impact this will have on the frontline when staff are seconded from stations to provide the training. Current modelling suggests that with a maximum internal throughput of 100 TFFs, plus 160 transferees, the AVM could be reduced to 153 during the 2023/24 financial year. However, plans are due to be submitted to the Establishment Board to reduce the AVM further still – if these are viable the budget savings associated with the AVM will need to be re-costed.
- 3.32** Furthermore, whilst 124 transferees are already in the recruitment process, it should be noted that the transferee audience has been depleted over the last year and so it may not be possible to reach an intake of 160 successful applicants. TFF training capacity may not be able to flex to offset any under-achievement of transferee intake.
- 3.33** Any reduction of the AVM will provide more staff to crew fire appliances, and as the number of operational staff at station increases and staff are trained in the skills required for the various special appliances, more resources will be available without the need for standbys or PAO.
- 3.34 Complementary projects:** the projects set out above are expected to have the greatest impact on reducing PAO costs, however there are several other workstreams which aim to increase efficiency and optimisation of resource use, including:
- Review of Fire Rescue Units
  - Review of Urban Search and Rescue capability
- 3.35** The detail of these will be reported upon separately, as appropriate.

## 4. Equality comments

- 4.1** The LFC and the Deputy Mayor for Fire and Resilience are required to have due regard to the Public Sector Equality Duty (section 149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.
- 4.2** It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
- 4.3** The protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), race (ethnic or national origins, colour or nationality), religion or belief (including lack of belief), sex, and sexual orientation.
- 4.4** The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:
- eliminate discrimination, harassment and victimisation and other prohibited conduct.



- advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
- foster good relations between people who share a relevant protected characteristic and persons who do not share it.

**4.5** Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic.
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

**4.6** The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

**4.7** Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- tackle prejudice
- promote understanding.

**4.8** An Equalities Impact Assessment (EIA) has not been carried out for this report, as the proposals relate to varied workstreams. Workstream leads are directed to carry out EIAs for each specific workstream and to put mitigating action in place in discussion with the Establishment Board.

## **5 Other considerations**

### **Workforce comments**

**5.1** The individual workstreams will be consulted upon with the representative bodies as appropriate. Please note that the Priority Crewing Guide was raised at the Joint Committee for Firefighters (JCFF) on 7 February 2023, with further consultation to take place over coming weeks.

### **Sustainability comments**

**5.2** Sustainability impacts of the individual workstreams will be considered by the workstream leads in consultation with the Sustainable Development team.

### **Procurement comments**

**5.3** Procurement implications of the individual workstreams listed will be addressed by the workstream leads.

### **Communications comments**

**5.4** Given the range of workstreams set out, detailed communications plans will be required to



provide the overarching narrative as well as information on individual workstreams, as appropriate. The best approach for this is being discussed with the Communications department.

## **6. Financial comments**

- 6.1** The financial impact and cost avoidance that could be realised through the initiatives as detailed within the report are set out in the main body of the report. It must also be noted that the timing and delivery of the Culture Review recommendations could cause delays to initiatives (and therefore cost avoidance) if resources cannot be found to deliver both in parallel.
- 6.2** Whilst the Pay Awards have not currently been settled for either 2022/23 or 2023/24 at this point in time, an indicative saving of having an additional 53 vacancies (when compared with an AVM of 100) would be in the region of £2.8m.
- 6.3** An increased AVM would potentially have an impact on Pre-Arranged Overtime costs, however if the Priority Crewing Guide (PCG) is enacted then it would be expected that this increase would have a minimal impact, if at all. This will be considered further in the resource requirements template which will enable LFB to pro-actively monitor and manage losses of resource from the front-line which currently necessitates the requirement for PAO
- 6.4** It is assumed within all of the above planning scenarios that departments will contain any cost pressures through the use of existing budgets, or where required, mitigate this by putting forward both an investment and a saving proposal which would be a net-nil increase to the overall budget.

## **7. Legal comments**

- 7.1** Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "LFC") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the LFC specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
- 7.2** The proposals in this report include matters that are intended to be taken forward or continued, where that is the case no further decision is required as the delegated authority already rests with the relevant officer.
- 7.3** Where authorisation is required, this is set out in this report. The recommendations identify several specific areas, but the general delegation provides further authority for the Deputy Commissioner to take other actions consistent with this report as required. That general delegation is limited by the provisions of Mayoral Direction MD2260 and remains subject to the LFC's authority.
- 7.4** It is noted that this report is to be provided to the Deputy Mayor for discussion only.
- 7.5** This report sets out that further reports are to be drafted. These reports will, where appropriate, be subject to the normal governance processes of the LFC as set out in the Scheme of Governance.
- 7.6** The statutory basis for the actions proposed in this report is that under Section 1 of the Fire and Rescue Services Act 2004 states that the LFC is the fire and rescue authority for Greater London. The LFC is also a 'best value' authority under the Local Government Act 1999 and must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness. Furthermore, as provided by section 7 (2)(a) of the Fire and Rescue Services Act 2004, the LFC must secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements for firefighting.
- 7.7** Furthermore, both the Greater London Authority and LFC are designated Category 1 responders under the Civil Contingencies Act 2014 ("CCA") and as such have statutory duties under section the CCA.

**7.8** The Civil Contingencies Act 2004 (Contingency Planning) Regulations 2005 ("CCR") requires Category 1 responders to co-operate with each other in connection with the performance of their CCA duties. This implicitly includes the sharing of information between Category 1 responders.

## List of appendices

<b>Appendix</b>	<b>Title</b>	<b>Open or confidential*</b>
<b>One</b>	2022/23 budget breakdown as at end January 2023	Open
<b>Two</b>	Priority Crewing Guide	Confidential – see Part 2
<b>Three</b>	Training as a Watch roll out schedule	Open
<b>Four</b>	Recall arrangements	Open
<b>Five</b>	MPS memorandum of understanding	Open
<b>Six</b>	Weekly forecasting framework	Open
<b>Seven</b>	Authorising PAO spend – framework	Open

## **Part two confidentiality**

Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part Two form, together with the legal rationale for non-publication.

**Is there a Part Two form: YES**

## Appendix one: 2022/23 operational overtime budget and expenditure - end December 2022

Financial/Activity Description	Budget as a % of 2022/23 FYR Forecast spend	Annual Budget 2022/23	Q3 (Apr-Dec) 2022/23 Overtime Year to date Expenditure
-		-	-
Annual Operational Overtime Budget		<u>£2,384,430</u>	
Operational HED code:			
003 OVERTIME ADJ	0.42%	£10,113	£60,954
015 HANGING ON	7.69%	£183,372	£924,878
016 HANGING ON PH	0.25%	£5,948	£26,139
019 PRE ARR OT	68.43%	£1,631,568	£7,467,228
020 PRE ARR OT PH	1.27%	£30,200	£85,710
034 USAR RECALL SNG	0.00%	£61	£392
039 O/T SINGLE TIME	0.12%	£2,837	£10,742
040 OPS O/T (aka Casual OT)	10.68%	£254,623	£1,305,352
043 OPS PH O/T	0.56%	£13,452	£73,207
054 USAR O/T	0.59%	£14,138	£88,288
056 OT HOLIDAY PAY	7.87%	£187,687	£884,932
058 LILO EXPIRED	1.77%	£42,272	£200,105
059 USAR O/T SINGLE	0.09%	£2,031	£8,978
Other	0.26%	£6,129	£39,164
<b>Total</b>	<b>100.00%</b>	<b>£2,384,430</b>	<b>£11,176,068</b>

The above table sets out actual expenditure for the period April to December 2022 excluding NI contributions. NI charge of £1,681,998 was incurred over the period bringing the full Overtime cost (at Q3) to £12,858,067. Of this total cost, exceptional items in this financial year such as the summer heatwave and Operation London Bridge (OLB), activities have contributed to the outlined cost position. The Home Office confirmed a 'one off' funding of £700k to the Brigade towards OLB overall expenditure.

Full year forecast expenditure could reach £17.5m (April to March 2023), based on Overtime cost of £15,237,562 plus NI contribution of £2,293,253.

Key:

ADJ adjustments  
 PH public holiday  
 SNG single time  
 OPS operations  
 USAR urban search and rescue  
 LILO leave in lieu of

**Appendix two is in the Part 2 report**

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### Appendix three: Training as a Watch roll out schedule

**Phase 1** – The following courses have been identified as being the most suitable for immediate conversion to Training as a Watch. These courses are already designed and scheduled in such a way that make them the easiest to convert. Phase 1 courses are moving over to a Watch Based delivery model from January – April 2023.

Course Title	Annual Number of Delegates
OIBRFC - Breathing Apparatus Refresher & Real Fire Training Carbonaceous	4011
IE171D - Immediate Emergency Care Update	3388
OILOMA - FRU Line Operation - MOS and Assessment	500
OISTHA - HVP Continuation Training A	252
OISTHH - HVP Continuation Training C	252
OISTHX - HVP Continuation Training A - 20m Hose Extension	144
SSHVPR - HVP Operator Annual Refresher	232
OISTMC - Continuation Training for Mass Decontamination Personnel	792

**Phase 2** – The following courses have been identified as being suitable for conversion to a Training as a Watch delivery model, although it will be necessary to make some changes to the scheduling and delivery methods in order for them to be converted. The work entailed to achieve this means that they can realistically go live as part of phase 2 in May - July 2023.

Course Title	Annual Number of Delegates
OIBEDR - EDDBA One Day Refresher	834
OISKRM - Rescue and Recovery Team	240
OISKTR - Water Rescue Technician Refresher Course	300
OISKLR - Large Animal Rescue One Day Refresher	204



**Phase 3** – The following courses have been identified as requiring further investigation to establish whether they could be delivered using a hybrid Training as a Watch approach. Any rollout for courses currently in scope for phase 3 will commence in September 2023 at the earliest.

Course Title	Annual Number of Delegates
DTAWDF - All Wheel Drive Vehicle Familiarisation	8
DTAWDM - All Wheel Drive Vehicle Refresher	8
DTBFFR - Bulk Foam Unit - Fork Lift Truck Refresher	16
DTHLDR - Hose Layer Unit Driver Familiarisation	18
DTHVDR - Hook Prime Mover Driver Familiarisation	72
DTHVHO - Hook Lift Operator	72
DTHVHR - Hook Lift Refresher	54
DTLGBA - Emergency Response Driving Refresher (Appliance)	60
DTMPRF - Multi Purpose Vehicle - Refresher	14
DTTLS6 - 64m Turntable Ladder Aerial Support Pump Operator	24
ERCRM6 - 64m Turntable Ladder Manoeuvring Acquisition Course - Croydon	8
ERDRVA - Emergency Response Driving Refresher Reassessment (Appliance)	440
ERDTA3 - 32m Turntable Ladder Driver Acquisition Course	60
ERDTA6 - 64m Turntable Ladder Driver Acquisition Course	16
ERFSM6 - 64m Turntable Ladder Manoeuvring Acquisition Course - Fire Station	8
ERNWM6 - 64m Turntable Ladder Manoeuvring Acquisition Course – N Weald	8
OFCSTR - Revalidation of Incident Command - Level 1	746
OILOHL - FRU Lifts Safety Training	60
OISKHF - HLU Support Staff Personnel	24
TS01CS - Confined Spaces	48
TS04FT - Flood Response Technician Course	72

## Appendix four: improving operational resilience through additional recall arrangements

### Background

1. LFC must provide robust operational capability and resilience in order to fully meet its commitments to London. The main report sets out how reliance on operational pre-arranged overtime (PAO) will be managed, which includes an introduction of Priority Crewing Guidance to enable risk based decision making.
2. To ensure that operational availability is maximised, work is ongoing to put in place the recognition of operational availability based upon the total number of staff (appropriately trained and equipped) available for operational duties, immediately and within a recall contingency. This new approach will be incorporated into the Daily Briefing sheet.
3. This marks a change from the current definition of operational availability based on a count of fire appliances with crew, either immediately available or recallable. This means that those operational staff who are, for example, being trained at a location without access to their fire appliance, are not considered part of the operational capability that the LFC has at its disposal.
4. At present there are 'strategic resource' arrangements to provide watches with scheduled time to carry out, for example, training, prevention or protection activities. These existing arrangements are briefly outlined below, followed by the additional measures to be put in place to ensure that all operational staff on duty are factored into recall arrangements.

### Existing strategic resource arrangements

5. Strategic resource (SR) is the capacity for pre-planned activities to be undertaken in the knowledge that appliances or crews are unlikely to be interrupted by emergency calls, but can be returned to emergency cover should the need arise.
6. The SR levels are:

**Level 1 (Green) Strategic Resource:** Appliances and crews are able to be returned to emergency cover immediately.

**Level 2 (Red) Strategic Resource:** Appliances and crews are able to be returned to emergency cover after all level 1 appliances have been exhausted.

### New availability approach

7. The new capability provided through staff training as a watch (TaaW) with or without their appliance provides further opportunity to recall staff from training to operations. Additionally, all other staff on training courses can be recalled to further improve staff numbers. By the recognition of operational availability based upon the total number of staff as opposed to total number of crewed vehicles, creates additional levels of operational availability as follows:

Please see next page

Return to operational availability	Activity	Appliance range	Total number of appliances
Available for immediate recall	Crews on Level 1 (Green) Strategic Resource	Between 0 and 27 appliances	Based on current normal business, there will be 27 appliances in total between SR and TaaW, covering all levels.
	Crews training as a watch with their fire appliance on site	Between 0 and 16 appliances	
Available within 2 hours	Crews on Level 2 (Red) Strategic Resource	Between 0 and 8 appliances	
Available within 3 hours	Crews training as a watch without their fire appliance on site	Between 0 and 16 appliances	

8. Guidance will be provided for the Duty Assistant Commissioner (AC) and supporting officers, setting out the range of options which can be employed to ensure that all on duty operational staff can be made available at their base station for further deployment. These include:
  - a. Personal vehicles
  - b. Public transport
  - c. Minibuses provided by LFB or partner agencies
9. The model of recall in paragraph 8 can be also applied to all other training courses. Once personnel are returned to their base station, RMC will crew appliances accordingly.
10. Consultation continues to take place with the representative bodies as this work progresses.
11. With regard to the period between training ending at 5pm and change of watch at 8pm, officers have identified the following when considering staff availability to return to operations:
  - a. The training facilities at Beckton and Park Royal are managed by Babcock, so if a decision were made that staff should remain at the training venue until the end of their shift, in case of operational need, there would be costs incurred regarding provision of reception, security and refreshment availability.
  - b. Other external training venues, such as those used for water rescue, line rescue and large animal rescue, are hired and have other uses outside of these hours, therefore would not be available to staff after 5pm. Furthermore, the courses listed are very physically demanding, making it inadvisable to try to return these staff to operations for welfare reasons.
  - c. If staff were retained at venues until change of watch time of 8pm, they would still need to be returned to their base station to access their personal protective equipment (PPE). Therefore if, for example, they were recalled at 5.30pm to return to their base station, due to travel time they may not be available before 8pm when the watch is due to

change.

12. Work is ongoing to identify options to improve training arrangements, for example using LFC property for training, with trainers travelling to where staff are, rather than staff travelling to where trainers are.

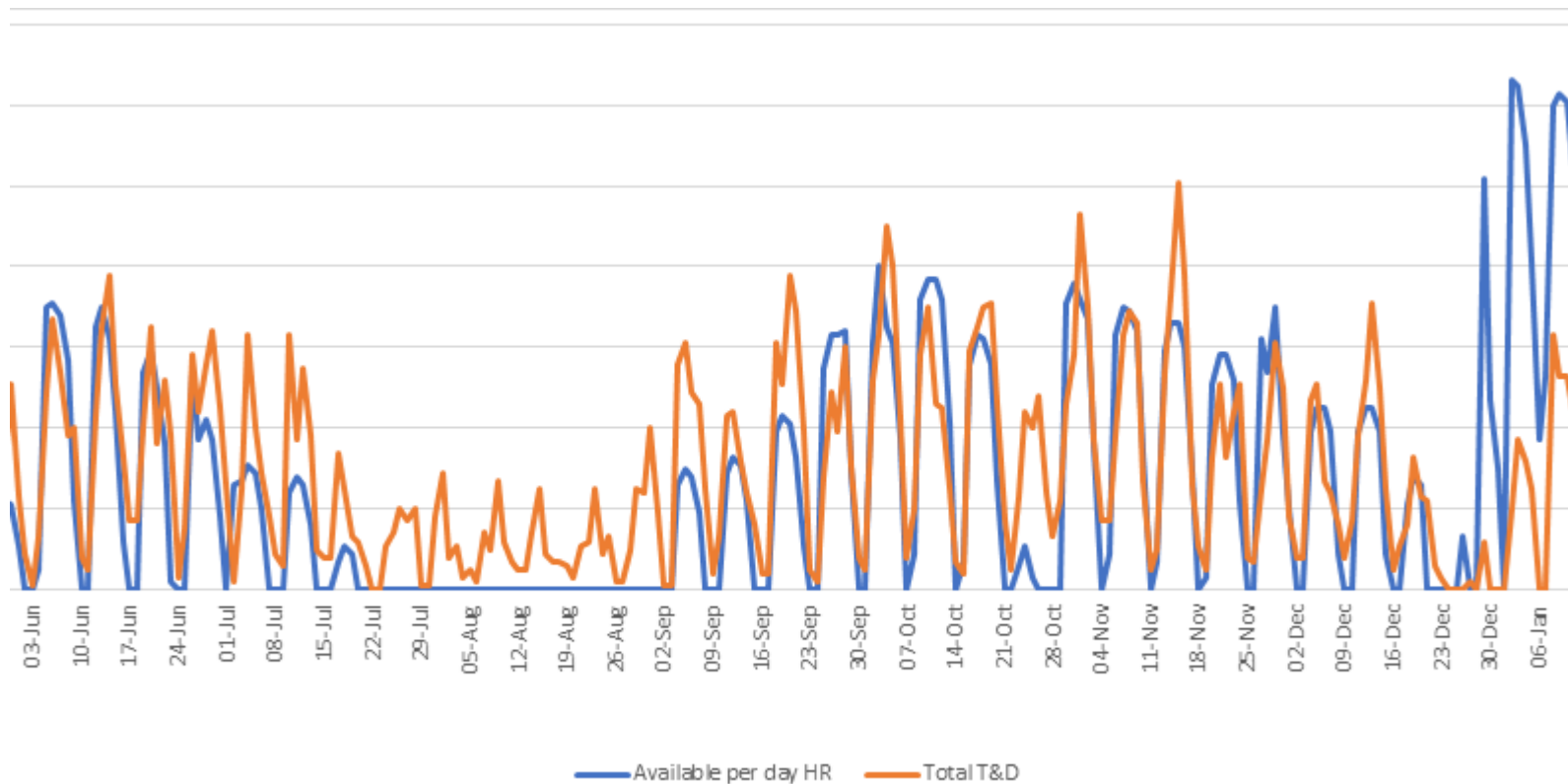
### **Planned release of personnel**

With regard to the number of staff likely to be released from operations for the shift, these fall within the category of planned release of personnel (PROP) which is allocated for training and other events.

The chart overleaf shows the variances in PROP for day shifts currently scheduled during the period 1 April 2023 to 31 March 2024 (blue line).

This does not look at skills or ranks. To demonstrate the variances, the figure provided shows that for the six-week summer holiday period we will have no spare staff, but there are 29 days in Q4 where we could have in excess of 100 staff released.

The orange line is the amount of PROP secured to meet Babcock training requirements for staff from the day watch. As you can see there are a number of periods where the training need outweighs the PROP available. In particular the school holidays are an issue as the PROP figure indicates we will already be short of staff, but we cannot meet our training requirements if we avoid training during these periods. We do try to reduce PROP training during these times and look to deliver more SR or TaaW events.



## Appendix five: Metropolitan Police memorandum of understanding



<b>Title</b>	<b>MPS supporting LFB operations with transport of LFB Officers.</b>
<b>Summary</b>	<b>MPS to support the deployment/movement of such trained fire brigade personnel with essential PPE to various ground spread incidents during a major incident or at times when LFB reach operational capacity.</b>
<b>Strand</b>	<b>MO6</b>
<b>Classification:</b>	<b>Official</b>
<b>Owner</b>	<b>A/Inspector BUCKMAN</b>

### 1. Introduction:

1.1 During the summer of 2022 the LFB suffered extreme operational challenges whilst dealing with a number of major incidents across the capital as a result of the extreme weather. Resources and assets were placed under enormous strain and impacted on the movement of LFB personnel.

1.2 This Memorandum of Understanding (MOU) has been developed by officers from The Metropolitan Police Service and the London Fire Brigade Operational Resilience Department.

1.3 This MOU is not legally binding and does not, nor is it intended to, create a legal relationship between the MPS and LFB.

### 2. Purpose

2.1 This MOU, is intended to provide a framework for the MPS and the LFB to agree a way of working under which Police Officers can support LFB operations by transporting LFB personnel and PPE to various locations at an incident that meets certain criteria as set out in *Appendix 1*.

2.2 The deployment of trained and skilled LFB officers are vital to control fires and other emergencies. The LFB will request for the MPS to support the movement of these officers to ensure the efficient supply of trained assets during a Major Incident or at times when operational capacity is reached.

2.3 The Policing and Crime Act 2017 allows for collaboration agreement to be entered between emergency services in the interest of the efficiency or effectiveness of that service and those other services.

### 3. Responsibilities

3.1 This MOU should be read as guidance and is not designed to anticipate every situation. MPS and LFB officers should apply their professional judgement to take such action as they believe is necessary to when managing a major Incident.

3.2 The LFB will remain the lead agency with MPS providing a supporting function by transporting officers and PPE.

### 4. Review

4.1 Representatives from the LFB Operational Resilience Department and the MPS will meet an agreed interval (initial 12 months or after an activation of this protocol) to evaluate the services of this MOU and to review any organisational learning.

4.2 Nothing in this MOU detracts from existing arrangements and responsibilities between the MPS and LFB.

### 5. Appendix 1 – LFB request for MPS resources in support of LFB operations at a Major Incident / operational capacity reached.

5.1. Any request for service should be made in accordance with this MOU.

5.2. Any request will only be made following a Major Incident declared by the LFB.

5.3. LFB have exhausted all efforts prior to a request for service.

- 5.4. The LFB will notify the Met Grip Chief MO12 via the NILO (National Inter Agency Liaison officer).
- 5.5. Met Grip Chief will consider the following a request for service (*or SX if specific command team is in place*).
  - 5.5.1. The Met Grip Chief will be encouraged to accept the request dependent on current MPS operational demand and staffing levels. Examples of operational demand could include MPS Major or critical incidents, periods of extreme demand or severe resource restrictions or shortages and will be assessed and justified on a case-by-case basis.
  - 5.5.2. Clear advantages in providing support in servicing the communities of London.
- 5.6. LFB to adhere to their own contaminants policy (*LFB officers will be decontaminated on scene and equipment left on site. MPS officers will not transport officers/equipment outside of this policy*).
- 5.7. CAD to be created detailing type of incident and authorisation.
- 5.8. MO6 SLT to be contacted to ratify request.
- 5.9. Resources to be stood up via MO6 RTRD once request has been made.
  - 5.9.1. RTRD will review resources on duty and assess the most appropriate BCUs to take them from. There are a number of things considered when choosing where resource comes from, but this will be assessed by the RTRD Sergeant. These factors range from current strengths, priority BCUs, incidents currently occurring on BCU, number of outstanding calls, through to skills and fleet availability.
- 5.10. Ops rooms sent resource requirement for their allocation. 1 hour mobilisation time from point BCU Ops Rooms are informed and resources sent to LFB RVP/Strategic Holding Area. Deployments to be monitored and reviewed every 12 hours.

## **6. Appendix 2 – LFB request for MPS resources in support of LFB operations at a Major Incident / operational capacity reached – DECLINED.**

- 6.1 The MPS will endeavor to support LFB operations, however if the Met Grip Chief having reviewed current MPS operational demand, incidents and staffing levels believes the supply of MPS assets cannot be justified then the request will be declined.
- 6.2 The risks involved pose a significant risk to MPS officers then the request should be declined.
- 6.3 The MPS will reserve the right to reprioritise its resources. If this is required, the Met Grip Chief will liaise with the LFB commander directly before assets are withdrawn from the scene or RVP.



**Appendix six: weekly forecasting framework**

Date	Watch	Shift	Establishment	Actual	Staff available	PL/P Off the run (142)	Specials Off the run		PAO required (Only to bring to minimum levels) (-15 Pumps, -3 Aerials, -2 CU, -5 FRU)	PAO required above minimum levels (see sheet: PAO business case record)	GM still available	(extra Pumps that could be OTR if all used)	TaaW (appliances)	TD/TR/OTHER (staff totals)	Additional information
							Aerials								
							Aerials								
							CU								
							FRU								
			Decision -												
			Approved by -												

## Appendix seven: Authorising PAO spend framework

### Introduction

1. This appendix sets the framework of controls to be put in place to align operational pre-arranged overtime (PAO) with risk.

### PAO forecasts

2. At present, staff in the Establishment Performance Team (EPT) are able to provide estimates of the PAO required in forthcoming weeks. This is based on experience and knowledge. It is proposed that this forecasting method is used in the short term on a proactive basis, to cost out the levels of PAO proposed and more closely consider the risks driving these decisions.
3. The forecasting will be discussed at a weekly strategic planning meeting, designed to bring together the key departments to review the coming seven days in relation to operational availability (skills and establishment).
4. The weekly meeting will start in the first week of March 2023. Attendees will include representatives from Central Operations, Establishment and Performance team/ Resource management centre, Operational Resilience, Learning and Professional Development (LaPD), and Strategy. Attendance will be reviewed during first twelve weeks to ensure all appropriate leads are involved. Other departments will be invited if required.
5. All attendees will be expected to have collated the necessary information to bring to the meeting to facilitate shared situational awareness for the 7-day period. The areas to be reviewed are:
  - Risk intelligence
  - Event information
  - 7-day weather forecast
  - PAO / operational cover requirements forecast.
6. The authority to sign off PAO levels will be determined as follows:
  - Authority to offer such PAO as will bring operational cover up to PCG minimum levels – Head of EPT (or deputy with delegated responsibility)
  - Authority to increase PAO above PCG minimum levels due to operational risk – all DACs for resilience purposes, however in practice it will usually be DAC Central Ops following discussion and agreement with members of the weekly strategic meeting team. In consultation with AC Fire Stations / DC as appropriate.
  - Authority to increase PAO above PCG minimum levels where no operational risk is identified, but officers believe there to be a sound business case – all ACs, however in practice it will usually be AC Fire Stations. The AC making the decision is to consult a Deputy Commissioner.
7. The above has been approved by Finance and General Counsel's Department.
8. The actual budgetary spend against forecast will be summarised and provided to the Establishment Board monthly, by the Finance member.

## Using data to improve

9. The data used in the forecasting process will be kept under review and developed using analysis of outcome against forecast.
10. Information Management will work with Central Operations and EPT to:
  - a. Review historical data (excluding pandemic period) to understand average attendance category percentages, in order to factor those into the forecasting process e.g. what percentage of station-based staff took leave in this week during 2017, 2018 and 2022.
  - b. Review actual attendance against the weekly forecasts - with effect from 1 April 2023 - in order to refine the forecasting assumptions used.
11. In this way the forecasting process will be continually reviewed and refined to improve accuracy, with regular budgetary reporting and review through the usual budgetary governance process.