

Appendix 1

## Reallocation of Operational Resources

To ensure the best use of our resources, a review of the station location and resource needs in the Greater Sydney Area (GSA), using the Resource Allocation Methodology (RAM) and other qualitative assessments should be undertaken and where possible, redistribute resources to other "in need" GSA or regional areas to improve overall service delivery and capability.

There is notionally some potential to reduce the number of stations / appliances in the GSA (particularly in the east) without compromising an appropriate service model. Policy changes, such as AFA protocols, could affect this option significantly by reducing demands on some resources.

There are a number of fringe metropolitan or major regional centre's where there are current or emerging needs for resource enhancements to maintain appropriate service delivery.

### Example

*Reallocating resources from say, the inner / eastern parts of the GSA to the outer / western areas could:*

- 1) provide additional resources and capacity to select 'busy' stations and/or those with specialist roles e.g. Liverpool, Parramatta, Bankstown, so as to better align resources to incidents/workload, or*
- 2) use the reallocated resources to areas which are planned to require new stations / staffing enhancements in coming years, for example, McGraths Hill (Hawkesbury), Erskine Park (Blacktown / Penrith).*

*Likewise, by 'closing' one (1) 10/14 station in Sydney, this could be used to open a new 10/14 station at a regional priority area, say Ballina. This would allow for the increasing risks and infrastructure in the wider Ballina – Byron area to be better serviced by an improved FRNSW resource (see "hub" concept).*

*Alternatively, those resources could also be used to provide day work fire fighters to four (4) separate stations, say Taree, Singleton, Kempsey and Kingscliff. This would not only improve capacity and capability in those areas, but it has the potential to reduce retained shortages and reduce demands on retained only crew in high call rate towns during normal working hours.*

Appendix 2

**'Hub' Stations Service Delivery in Regional & Fringe Metropolitan NSW**

'Hub' stations are a new concept in the delivery of fire and emergency services, designed to meet the changing needs of selected communities, to overcome emerging staffing difficulties across the sector and to address the challenges of a complex operating environment.

The Hub Station will be particularly relevant within the Regional areas of NSW where:

- a) Larger regional centres are the 'focus' for higher order services and resources,
- b) previously small communities are rapidly transforming into significant urban environments,
- c) dispersed islands of significant urbanisation occur on the fringes of larger centres or metropolitan areas,
- d) demographic change (i.e. population is aging or in decline) creates difficulties in maintaining services delivered by volunteer or retained crews, or
- e) leisure, commercial and employment opportunities are not available in the local area and residents leave the area in significant numbers during the day, thereby creating dormitory type suburbs.

The Government's two fire service policy, its objectives of having integrated delivery of services and the roll-out of Mutual Aid Agreements over recent years, provides a supporting framework for the Hub Station concept.

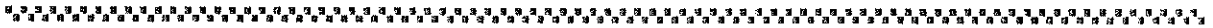
Undoubtedly, the role and operating parameters of hub stations will vary to meet the characteristics of the community it is established to serve. In the short term this may require some uncertainty and open minded examination of options, to develop practical but innovative measures to enable each hub station to meet, cost-effectively and safely, the needs of its local community.

Key considerations in developing the plan for each hub station will be:

- Flexibility to develop some unique ways of working to meet the local community needs,
- Interoperability with other emergency services in the local precinct and community to gain the best use of all emergency management resources,
- Resources, skills and equipment which add specialised capability and capacity that otherwise would not have been immediately available in that area or which enhances that which exists,
- A likely move towards fewer stations but a higher proportion of stations crewed on a 10/14 basis, usually with a complement of Retained firefighters to support operations.

The Hub Station operating environment would encompass:

- a defined **primary response area**:
  - consisting of the urbanised areas of the city/town as well as adjacent residential lands and industrial or commercial areas, similar to the current "fire district" boundaries.
- a much wider, less clearly defined **secondary 'response' area**:
  - consisting of those areas encompassed by a service footprint of up to approximately 1 hour road travel time, within which, the station can



attend incidents:

- as rapidly as the extra travel distances will allow,
  - in support other FRNSW units,
  - in support RFS units,
  - in support of other services.
- This could extend to roles (covering the full PPRR spectrum) including:
    - Rescue;
    - Hazmat;
    - Advanced structural firefighting;
    - Building safety / compliance;
    - Training, and
    - Fire investigation.
  - as well as a very high level of visibility within, and interaction with, the community in regard the management of risk, reflected by;
    - establishment, training and skills maintenance of CFUs,
    - smoke alarm and SABRE programs,
    - FireED and RescueED programs, and
    - emergency planning, preparation and recovery activities.

At present FRNSW has, in regional operations alone, twelve (12) fire stations which are staffed on the 10/14 roster, along with a varying complement of Retained firefighters. This provides the nucleus to initiate and develop the "hub" station concept. There are a small number of other areas where with some resource enhancements, this concept could be employed if successful.

A potential 'Hub' model was trialled at 468 Tweed Heads, with what appeared to be strong acceptance and success.

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Appendix 3

**'Take Off Line (TOL)' Arrangements for Permanent Stations**

Unlike TOL'ing arrangements for Retained stations, all Permanent stations and appliances are maintained online with minimum staffing at all times.

Where a Permanent station in the Greater Sydney Area (GSA) is unable to maintain a minimum crew, rather than fill that position with overtime (OT) assuming no relieving staff or out duties can be performed, it is proposed that a *select number* of GSA stations (or select appliances) be identified as "take off line".

These TOL stations, when taken offline, would then allow for the residual staff to effectively provide a "relieving" resource, able to fill the shortage at any station.

Similar to Retained TOL stations, selection of Permanent TOL stations / appliances would be based on an assessment of coverage provided by other resources in that area.

For example, station A is a predetermined TOL station, and station B is short one (1) firefighter, which cannot be covered, other than with OT. Station A is then taken "offline", with one of its FF's sent to station B. The remaining crew from the "offline" station now also become available to fill shortages or perform other duties.

This methodology could be used in conjunction with a strategy to develop a number of "two (2) pump" stations (through combining existing resources), which would in normal circumstances maintain appropriate service coverage and provide an increased weight of attack at the select locations, whilst allowing (second) appliances or staff to be deployed elsewhere, if required.

This similar concept could also be applied to specialist appliances (specifically aerials & CO2 tender) where they could be taken "offline" to fill a station shortage, and covered by surrounding resources.

Note: Would need to consider redistribution of resources across GSA to allow for an efficient and effective model of coverage and capacity.

**Example**

*61 station (Lane Cove) is identified as a Permanent ToL station (assumes sufficient coverage can be provided by surrounding stations). If one (1) firefighter calls sick, and there are no relievers available, a firefighter will be recalled (overtime) to cover. It has been estimated that if this happened only once a day, every day, those recalls would cost in the vicinity of \$250k pa.*

*If it were a ToL station, it would go "offline", and the remaining SO & 2 firefighters could become "instant relievers" and be able to cover shortages at other stations (further reducing the need for recalls).*

*The potential may also exist for that station (61) to be amalgamated with an adjoining station, say 36 Crows Nest. This would give 36 stn, two pumpers, one of which could be ToL. As 36 is a rescue station, the FF's from 61 could now be rescue trained, increasing capability and rescue qualified relievers. This would also allow the termination of the lease at 61stn, or for a relocated Zone office from Crows Nest to Lane Cove (at least in the short term).*

Appendix 4

**'Differential' staffing of "low risk" stations.**

At present, significant resources can be expended trying to maintain the current minimum crew size of four (4) at stations which have a quite low level of risks and hazards in their areas, and which generally experience a comparatively low level of calls, especially to incidents such as structure fires.

Whilst efforts are and should be made to ensure recruitment and availability is able to meet the current requirement there is the potential, where this cannot be met, to establish a framework where this requirement can be reduced at these "low risk" locations.

The revised FRNSW Resource Allocation Methodology (RAM) categorises each FRNSW station into one of five categories – from a 'very high' resource demand station to 'very low', based on twenty (20) Resource Index Factors (see Table 1).

The 'very low' category stations are characterised by areas which **generally**:

- have populations less than 3000 people,
- have total call rates less than 100 per year, and
- attend less than 20 total fires, and less than 5 'building' fires per year.

In order to continue to provide an efficient and effective service to these communities, it is proposed that in circumstances where crewing drops below four (4) in these pre-determined locations, crewing shall be allowed to drop to a minimum two (2) without being back filled. This effectively allows these stations to deal with a range of minor incidents which are likely to arise in these areas.

**This would not apply to stations which are Primary rescue, or have Community First Responder (CFR) roles.**

In circumstances where the minimum crew falls to two, in the event of an incident:

- The available crew would respond to the incident, and
  - Provide a sitrep,
  - engage in operations if safe to do so (NO offensive structural firefighting would be undertaken), and
  - provide whatever other assistance can be safely and reasonably be provided.
- If the incident is likely to require offensive firefighting, BA operations (e.g. hazmat incident), or at the request of the OIC, the next nearest FRNSW station and/or other emergency service/s with appropriate capability be responded as well.

Further measures would be put in place to ensure that of the two firefighters available; at least one would have been provided basic incident management and/or other agreed skills to ensure that they can effectively and confidently manage a situation under these arrangements.

It needs to be made clear that these arrangements will not impact upon the "authorised strength" of a Brigade, and recruitment processes would be maintained to always aim for a 'full crew'. Only at those times when circumstances are such that a crew of two is available would the measures be put in place.

Should minimum staffing fall below two, then arrangements would be made for

overtime or stand bys to bring this up to the minimum of two (2).

### Example

*Under the RAM categories, there are around 70 of the 335 FRNSW stations which fall into the "very low" resource category (based on the 20 RAM factors). Seventeen (17) of these stations had a significant need for OT / stand-by, and in 2010/11 cost over \$2.3m to keep "on line". (All 70 are Retained stations).*

*Excluding those stations with specialist roles, e.g. primary rescue (four of seventeen stations with shortage issues), the cost was still over \$1.9m. Assuming these stations could provide at least two (2) firefighters, then the changed arrangements above would realise savings in the order shown.*

**Table 1: Resource Index Factors**

- *Categorisation of structural fire hazards (Hazcat);*
- *Population number and SEIFA (socio-economic disadvantage) weighting;*
- *Population Growth*
- *Employment population (numbers of workers from out of the area);*
- *Seasonal population (number of annual visitors to the area);*
- *Number of responses for*
  - *Primary incidents,*
  - *Total incidents,*
  - *Structure fires,*
  - *All fires,*
  - *Non-fire rescue incidents, and*
  - *Hazmat incidents;*
- *Bushfire / Urban interface risk;*
- *Transport risks, reflected by*
  - *Traffic volumes,*
  - *Number of MVA's with injury,*
  - *Number of heavy vehicle MVA's,*
  - *Aircraft movements & passenger numbers;*
- *Rescue accreditation and number of incidents assigned by Police RCO/VKG;*
- *Number & type of stored chemical facilities;*
- *Average property values, and*
- *Occurrence of severe Natural Hazard events.*

Appendix 5

**'Select Calling' Arrangements for Mixed Permanent & Retained Stations**

Fire & Rescue NSW has response protocols (known as "Pre-Determined Attendances (PDA's)" which identifies the service's resources which should be *initially* assigned to an incident, depending on the type and nature of that incident.

For example, a call to a fire in a building (including AFA calls), automatically generates a suggested two (2) pumper response. A call to a garbage bin fire, or a minor motor vehicle accident with a fuel spill would generally only be a one (1) pump response.

Some FRNSW stations (of which there are around 35 across NSW) are staffed with both Permanent and Retained firefighters (RFF's). The configurations usually involve either:

- Permanent firefighters on 'Day' work (Monday to Friday), with Retained firefighters on nights and weekends;
- Permanent firefighters on 'Back to Back' roster (6am to 6pm seven days a week), with Retained firefighters from 6pm to 6am; or
- Permanent firefighters on the 10/14 (24hr) roster, with Retained firefighters staffing a second appliance (such as a Bravo pump, Tanker, Hazmat, etc).

Some stations with 'Day' or 'Back to Back' rostered Permanent staff may or may not have a second appliance. That is, if the Permanent staff are at work and a call is received, there are no additional appliances which can then be utilised by the Retained firefighters.

When a call is received at one of these stations, rather than being able to "selectively" call, say one pumper to attend a garbage bin alight, or as the second pump to an AFA, the **whole** station – both Permanent and Retained firefighters are alerted.

Depending on the station staffing configuration, there can be anywhere between 10 and 24 RFF's attached to that station, who could potentially respond to that incident – even though the likelihood of being required may be very small.

These stations combined respond to over 23000 total incidents annually. Even if only 20% of those required only one pumper, this would equate to 4600 calls per annum where Retained crews were "unnecessarily" responded.

This has significant flow on advantages in a number of areas, including RFF fatigue management, demands on primary employment and family time, employee and fleet costs, etc.

**Example**

*At 88 station Campbelltown, there is a 10/14 Permanent crew to staff a pumper, and a Retained complement to staff a Tanker. Station 88 gets on average over 1800 calls per annum. Not all of these calls would require the use of the Tanker, but the Retained firefighters are summonsed to every one of those 1800 calls.*

*Based on a \$30/hour rate for the RFF (including km's), if say a minimum of three retained firefighters attended all of those calls, it would cost \$162 000. Select calling would reduce this cost significantly.*

Appendix 6

**'Special Purpose' Stations**

Where the opportunity exists to review and reallocate resources from a station, the options should be examined to retain a component of that staffing (say 1 SO & 1 FF) and the appliance to become a "special purpose station" which would focus on a role (or suite of roles), such as community safety, training, etc.

The opportunity may also exist to redistribute and utilise uniformed staff within other directorates to establish these stations across, particularly, the GSA. Their role would be to provide a specialised coordination and support function across specialty areas to a group of stations.

They would also be able to provide a resource for local incident management support, and if required, could be supplemented by recalled staff to provide a fully crewed appliance during major events.

These resources could be co-located with an existing station and appliance, or could be located at a stand alone station. The benefit of the latter is that the physical station asset is not lost, and remains available for future use should the resource configurations need to change.

**Example**

*38 Station Pyrmont is made a "community safety station". An SO & 1 FF is maintained to carry out community safety work with crews at City of Sydney, The Rocks and Glebe. The remaining staff previously attached to 38stn are then able to be re-allocated across the network.*

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Appendix 7

**Role of single Station Officer (SO) Stations**

At present, there are ten (10) stations across both Regional and Metropolitan Commands which have a single, permanent SO attached. Some of these appointments are very historic; others have been on the basis of specific issues or needs. There is no clear rationale as to the current distribution of, or indeed need for these positions in their current form.

There is an opportunity to review the allocation and function of these positions to ensure they are delivering desired results. Options could revolve around the reallocation of these positions to a 'cluster' of stations. The SO could be given the function to move between these stations and their role would be to help maintain availability, and assist with training, recruitment, incident management, etc.

This increases the direct support to those stations and their management teams (Captains & Deputy Captains), as well as providing an additional support resource for the Zone management team.

More broadly too, it may increase FRNSW's ability to assist the wider sector in support of LEMOs / DEMO's / BFMC's, etc.

Should this not be feasible, then a critical analysis of the purpose, role and location of single SO's at specific stations should be reviewed to ensure those resources are being utilised to their fullest.

**Example**

*There is currently a single Station Officer (SO) at 306 Station Grafton. Their responsibilities are tied only to that particular station. There are a four FRNSW stations within the local government area (Grafton, South Grafton, Maclean & Yamba).*

*Giving that SO access to a vehicle and expanding their role would allow for that officer to engage in activities to support that 'cluster' of stations – such as administrative and training support, major incident response (e.g. hazmat incidents on the highway where a permanent officer could provide higher level incident management and support), and even just filling retained shortages within that cluster.*

Appendix 8

**Increased collaboration across the Emergency Services Sector**

The options exist to review the opportunities for agencies in the sector to more fully share service functions to improve efficiencies.

There are opportunities to provide more efficient and effective 'back office' services (such as through the SAP project and other IT projects), which are a particular focus in a climate of decreasing resources.

Similar opportunities may exist across the internal functions of the sector to realise more efficient use of resources. These opportunities may exist across the functional areas of:

- Media & Ministerial services,
- Safety (including Lessons Learned and Operational Information),
- Training (particularly in those areas of 'common skills', e.g. chainsaws, working at heights, etc), and
- IT / Communications (including operational communications).

This would have a number of advantages:

- Reduces cost of services and maximises economies of scale,
- Provides a platform for more co-ordination and co-operation,
- Allows for a more timely and effective provision of services,
- Doesn't impact directly on level of 'front-line' resources.

Efficiencies in the distribution and use of operational resources should continue to be pursued through current frameworks, such as the Fire Services Joint Standing Committee (FSJSC).

**Example**

*At present, if FRNSW staff requires chainsaw training, they must be trained by a FRNSW instructor. This may take a significant amount of time before the trainer is available, the firefighter may miss that training and be unable to make the next FRNSW course, etc.*

*Both the RFS, SES (and even external providers) can provide training to a level which should be able to meet the needs of FRNSW. Training would likely be available more often, to more people, and often be at less cost than taking trainers (or trainees) long distances for courses.*

## Appendix 9

Hypothetical Five (5) Year Service Reconfiguration Plan		
Task	Rationale / Comment	Priority
1. Implement single pump responses to AFA's (based on assessment of life risk at premises)	<ul style="list-style-type: none"> <li>• Significant workload generated by AFA's – less than 2% actually fires</li> <li>• Limits potential to reallocate resources when "workloads" (call rates) are considered high.</li> <li>• Decision to reduce (or increase if needs be) response to AFA based on an assessment of the building class and risk to life.</li> </ul>	Very High (within 12 months)
2. Implement 'Select Calling' of appliances at mixed Permanent / Retained stations, and amend CAD to reflect differences in Perm / Ret turnout times.	<ul style="list-style-type: none"> <li>• Where a call is received at a station with mixed crewing, only the resources necessary for that call should be responded, e.g. one pump to a garbage bin alight.</li> <li>• This will reduce costs associated with turning our Retained crews; reduce Retained FF fatigue and pressures on primary employment.</li> <li>• At present, the CAD does not generally distinguish between Permanent and Retained stations, in terms of determining the closest / fastest resource to an incident. For example, a Retained station may be physically closer to an incident, but because of the time taken for the Retained to be summonsed to the station, a Permanent crew a little further away can actually respond to that incident quicker with an 'immediate' turnout.</li> </ul>	Very High (within 12 months – subject to CAD?)
3. Implement 'Low Risk Station Staffing' (i.e. minimum crew size of two) at identified low risk / call rate stations.	<ul style="list-style-type: none"> <li>• Where an identified "low risk" station exists, the crewing may fall below four (4), so long as a minimum of two (2) FF's are available. (Station establishment not affected – crew of 4 where this can be maintained).</li> <li>• Likelihood of incidents occurring are small, and likelihood of incidents involving offensive structural fire fighting are significantly less than other areas.</li> <li>• FF's would only engage in operations commensurate with the crew available (i.e. defensive FF only)</li> <li>• Some regional stations do this now out of necessity – and formalising these arrangements will give them a proper framework within which to operate.</li> </ul>	Very High (within 12 months)
4. Formalise and implement the 'Hub' station concept in existing regional centres with	<ul style="list-style-type: none"> <li>• Differences in service environments between "city" and "country" require differences in the way services are delivered.</li> <li>• Regional stations usually do not have the range of resources, skills and equipment of the metropolitan area. 'Hub' stations provide some opportunity to</li> </ul>	Very High (within 12 months)

<p>10/14 crews (e.g. Tweed Heads, Coffs Harbour, Lismore, Port Macquarie, Dubbo, Queanbeyan, Bathurst, Orange, Turvey Park, Albury).</p>	<ul style="list-style-type: none"> <li>• utilise the skills and resources of Permanent FF's to provide an increased range of services to an area beyond their own station ground.</li> <li>• Stations would (where practicable) have higher level skills and resources for not only rescue, hazmat, advanced structural fire fighting, but other skills such as building compliance, fire investigation, incident management, training, etc.</li> <li>• These skills &amp; resources would be used across a wide area in support of not only FRNSW but other ESO's &amp; agencies.</li> </ul>	
<p>5. Commence development of new station projects to amalgamate and rationalise existing resources.</p>	<ul style="list-style-type: none"> <li>• Station locations and facilities in some areas reflect historical needs. Opportunities exist to develop new stations which not only meet service delivery parameters, but allow for resources to be amalgamated, reconfigured or reallocated. (Some already on current 5 year cap works plan that will start this).</li> <li>• Locations to be selected which provide for "two pump" stations which enable a) an increased weight of attack and/or b) the opportunity to, in the future, more efficiently use those resources as 'move up' units, TOL appliances or other specialised roles.</li> </ul>	<p>High (1 – 3 years)</p>
<p>6. Review potential to reallocate resources to 'in need' areas.</p>	<ul style="list-style-type: none"> <li>• To enable a more effective and efficient distribution of resources to major risk or growth areas, e.g. western Sydney, north coast.</li> <li>• Linked to 4 &amp; 5.</li> </ul>	<p>High (1 – 3 years)</p>
<p>7. Review potential to TOL select permanent stations / appliances</p>	<ul style="list-style-type: none"> <li>• Similar to Retained stations, investigate if some stations / appliances can effectively be taken offline without unduly impacting on service delivery, with cover providing by surrounding resources.</li> <li>• Linked to 6.</li> </ul>	<p>High (1-3 years)</p>
<p>8. Introduce trial of CFR program in metropolitan area.</p>	<ul style="list-style-type: none"> <li>• Increases use of FRNSW resources.</li> <li>• Increases justification of resource levels for 'rapid' interventions.</li> </ul>	<p>High (1-3 years)</p>
<p>9. Carry out resource audit of all ESO capabilities across NSW (FRNSW, RFS, SES, etc)</p>	<ul style="list-style-type: none"> <li>• To properly ascertain the most effective and sustainable level of resources required for desired levels of service delivery across NSW</li> <li>• Reduce inefficiencies and increase resources / capabilities / skills to areas where they are required.</li> </ul>	<p>High (1-3 years)</p>