

Service Targets for Integrated Risk Management Plan Extension 2020/21

Report of the Chief Fire Officer

For further information about this report please contact Rod Hammerton Chief Fire Officer, on 01743 260201 or Simon Hardiman, Temporary Assistant Chief Fire Officer, on 01743 260196.

1 Purpose of Report

This report summarises performance against Service Targets for the period 2015 -2020 and proposes Service targets for 2020/21 (extension year).

2 Recommendations

Members are asked to:

- a) Consider the proposed rationale for each of the Performance Indicators to be contained within the Annual Service Plan for 2020/21; and
- b) Agree the proposed service targets for 2020/21

3 Background

In 2015, the Fire Authority agreed its strategic objectives and a number of service delivery targets as part of its 5-year Service Plan 2015-20, based upon the outcomes from the Authority's full Integrated Risk Management Planning (IRMP) process.

The majority of the 5-year Service Delivery targets were based on the aim of improving performance by 25% over the period; the only exception to this being that of meeting the response standard on at least 89% of occasions. It was recognised at the time that these were stretching targets; particularly against a backdrop of diminishing budgets and social change.

In 2017/18 the Service introduced an additional measure of how often fires were contained to the room of origin. This was considered to be a way of measuring the overall quality, and level of integration, of the Service's protection, prevention and response functions. Based upon the first full year's monitoring against this new target and wishing to drive improvements in this overarching measure of performance, the Fire Authority agreed to raise this from the original 89% target, to 89.5% for the remaining two years of the plan.

This report not only summarises how the Service performed against those targets over the last five years, but also how our learning over the years since the Service Plan was published, can help us to improve the chances of delivering against the objectives set by the Fire Authority in 2015.

The projected results for 2019/20 rely on calculations undertaken on 17 February 2020 and are therefore only providing an indicative measure for this year, although there is a high level of confidence in their accuracy.

4 Integrated Risk Management Plan Extension 2020/21

The Integrated Risk Management Plan (IRMP) 2015-20 is the Authority's overall plan for improving public safety, reducing the number of incidents it needs to attend and, above all, saving lives. Members approved the publication of the IRMP on 25 February 2015, as part of its five-year Service Plan 2015-20, and updates of progress in delivering the IRMP actions are presented to the Fire Authority through its annual reporting process.

On 10 October 2018, Members approved a plan to create a Strategic Alliance between Hereford & Worcester and Shropshire Fire and Rescue Services. The plan includes a proposal to review both the IRMP and Hereford & Worcester Fire and Rescue Service's Community Risk Management Plan (CRMP), which also runs to 2020, in order to establish a standardised methodology between the two.

Due to the complexity of the IRMP/CRMP process, a period of twelve months has been agreed to enable sufficient time to complete the work. This work is being undertaken by Officers from both Services at the time of producing this report.

Therefore, it has been agreed that the lifespan of the current IRMP will be extended by one year in order to enable the review work to be completed. In effect, this will extend the IRMP to March 2021. Members will still receive an update of progress in delivering the IRMP actions through the Fire Authority annual report. Members will also receive progress reports of the review and any recommendations for action as appropriate, through the Strategic Alliance reporting processes.

5 Accidental Primary Fires

Year	Target	Performance	Pass/Fail
2015/16	547	544	Pass
2016/17	519	468	Pass
2017/18	490	499	Fail
2018/19	462	486	Fail
2019/20	433	377	Pass

During the first two years of the plan a significant reduction was achieved, and the target met. In 2017/18 and 2018/19, the Service experienced a marginal rise although the target has only been missed by a small margin. The extremely dry summer period will have impacted on this.

During 2019/20, a forecast of 377 incidents will enable achievement of the target. Performance throughout the year was broadly in line with the target, however a 32% reduction (21 incidents compared to 31 for 2018/19) for January has contributed significantly to this projection.

The services performance since the five-year plan was published, continues to be a challenge and can fluctuate month on month as demonstrated in January 2020.

The proposal below is to utilise the same target for the current year (433 accidental primary fires) and, if achieved, would result in a 4.2% year-on-year reduction across the whole 6-year period.

Accidental Primary Fire proposed target 2020/21:

Year	Target	Commentary
2020/21	433	This target will look to achieve a 25% over 6 years (2015-2021)

6 Accidental Dwelling Fires (ADF)

Year	Target	Performance	Pass/Fail
2015/16	235	254	Fail
2016/17	224	224	Pass
2017/18	211	232	Fail
2018/19	198	208	Fail
2019/20	186	170	Pass

The ADF target continues to be very challenging. That said we continue to see a general downward trend with the lowest ever recorded ADFs on record during 2018/19.

This is at a time when housing developments are being constructed in many parts of the county, particularly in the urban areas of Telford and Wrekin/Shrewsbury. Prevention continue to work with partners to ensure we are targeting the most vulnerable in the community.

Despite the increase in county wide housing stock, the Service projection for 2019/20 (170 incidents) shows achievement against the target of 186 incidents. Performance throughout the year has broadly followed the target projection, with a 10% (18 incident) decrease when compared to the same period for 2018/19.

As with the previous indicator, Officers believe the best option for 2020/21 would be that the Service should continue to work towards the overall 25% reduction required by the Service Plan, rather than further increase this. If this is achieved, the result would be a 4.2% year-on-year reduction across the 6-year period.

Accidental Dwelling Fires proposed target 2020/21:

Year	Target	Commentary
2020/21	186	This target will look to achieve a 25% over 6 years (2015-2021)

7 Deliberate fires

Year	Target	Performance	Pass/Fail
2015/16	692	428	Pass
2016/17	659	401	Pass
2017/18	622	457	Pass
2018/19	584	397	Pass
2019/20	547	372	Pass

Since the implementation of the service plan we have achieved the target set and the service continues to work closely with partners in this area. These statistics can be heavily influenced by the weather conditions although it is pleasing to see that despite a hot summer in 2018/19 a downward trend continues. The 2017/18 performance is however a reminder that this indicator is susceptible to variation.

The ignition of rubbish, possibly following fly tipping, remains the greatest contributor to the number of deliberate fires across the county. This occurs across both Shrewsbury and Telford, but there does appear to be a significant issue in the Wellington and South Telford areas.

Unlike the previous two indicators, simply looking to continue the 5% reduction year-on-year, would appear to be unchallenging. Officers are therefore recommending a new target that is in line with the past 5 years performance. This will ensure efforts are sustained to achieve excellence against this indicator. Officers are conscious of setting a target that would require significant commitment of resources into an area that is already showing significant improvement over the last 5 years.

The proposal would therefore be that the Service aim to achieve the same as the best performance over the last 5 years of the Service Plan. Currently this equates to 396 fires and equates to a 46% reduction over the full 6-year period or alternatively, maintain a 5% year-on-year trajectory as stated within the original 25% reduction which will equate to 520 incidents, achieving an overall reduction of 30% over 6 years.

Deliberate Fires proposed target 2020/21:

Year	Target	Commentary
2020/21	396	This proposal will equate to a 46% reduction in the number of deliberate fires over the full 6-year period, rather than the original 25% reduction.
	Or 520	

8 Fire related deaths and serious injuries

Year	Target	Performance	Pass/Fail
2015/16	20	1	Pass
2016/17	19	3	Pass
2017/18	18	5	Pass
2018/19	17	4	Pass
2019/20	16	6	Pass

The 5-year Service target has been met over the last 4 years and is on target to be achieved over the remaining year. Intelligence gathered as part of the IRMP process indicates that there are several external factors that could influence this target moving forward. These include population changes, in particular the projected growth in the elderly population increases the risk of fire related deaths and injuries. More people are living independently, with multiple complex needs, often in rural locations. To assist in addressing this, the Service are constantly working with partners to access risk data about where vulnerable people are located.

This paper recognises the rise in fire related deaths and serious injuries since the introduction of the 2015/20 Service Plan. One of the main contributors to this increase is due to more robust reporting post fire and also follow up Prevention activity to ascertain fire casualties' conditions from health colleagues. The reporting mechanism will determine a serious injury from a range of triggers including smoke inhalation or admittance to hospital. It should be noted that the admittance to hospital may be as a result of an underlying or predetermined medical condition and not fully attributable to the fire, however this will be recorded as a fire injury within national statistics.

Officers recognise that due to the small numbers reported each year, this measure can be subject to potentially significant variation. It is also recognised that setting any 'target' figure for this indicator is a possibly contentious matter, however, discussions continue as part of our IRMP process to determine any resultant change that may be as a result of consultation.

Reflecting on these sensitivities, officers believe that an appropriate 'target' for the additional year may be to aim for 'Less than 10 fire deaths and serious injuries'. It is felt by including 'LESS THAN', within the 'target' goes some way towards actually reflecting the Service's preferred ambition that we see no deaths and serious injuries from fire, however, it recognises that sadly accidents do occur.

A secondary proposal is to separate reporting for fire related deaths and serious injuries into the two distinct areas. This will enable more meaningful analysis and also represent a clearer picture in terms of severity. An example being, the breakdown of the 6 instances recorded for 2019/20 is made up of two fire deaths and four cases of serious injury.

Year	Target	Commentary
2020/21	10 and Separate	This proposal would see a 50% reduction over the 6-year period. This will enable an accurate, in depth picture of fire related deaths and fire related serious injuries to be understood.

9 Fires Confined to Room of Origin

Year	Target	Performance	Pass/Fail
2015/16		92.9%	Pass
2016/17		92.4%	Pass
2017/18	89%	89.2%	Pass
2018/19	89.5%	88.1%	Fail
2019/20	89.5%	93%	Pass

The Service considers this measure to be an excellent way for it to get an overall view on the quality of services it provides to the people of Shropshire, as its success depends on the effective integration of its prevention, protection and response activities. This standard has been monitored for two years and concentration has been focussed on those incidents where the fire has not been contained to the room of origin. Analysis has provided evidence that:

1. 50% of these incidents are in owner occupied properties, which is a slightly higher ratio than would be expected from the ratio of all domestic fires.
2. People are 2.5 times more likely to have a fire that gets out of the room of origin if they do not have a working smoke alarm.
3. Usually, only 6% of the fires that spread, started in the kitchen, compared to typically 63% of all domestic fires starting in this area.
4. Candles and fires starting in electrical equipment or wiring are a common cause of these types of fires.
5. A fire starting between 10pm and 2am is three times more likely to spread beyond the room of origin.

It is key to note that this target is an internal quality assurance measure, which provides analysis relating to a variety of occurrences such as effectiveness of firefighting actions, identifying trends in incident types and also methods of construction that may or may not contribute to fire spread. For this reason, it would be an option to remove this measure from the Service Targets and use as an internal measure into the future.

When considering a suitable target for the additional year, Officers are conscious that monitoring against this all-encompassing indicator is still in relative infancy and therefore the link between this indicator and the Service's various service delivery strategies is still to be worked through. This analysis will naturally support and influence any changes that arise from the full IRMP process.

It is therefore recommended that the Service should continue to aim for the current 89.5% target for 2020/21.

Year	Target	Commentary
2020/21	89.5% and consider removing from Service Targets	This proposal would remain a significant challenge for the service to achieve. This would also assist in target setting for the new IRMP as this measure is relatively new to the service.

10 Response Standard

Year	Target	Performance	Pass/Fail
2015/16	89%	90%	Pass
2016/17	89%	90%	Pass
2017/18	89%	89%	Pass
2018/19	89%	86%	Fail
2019/20	89%	85%	Fail

As can be seen from the table above, 2018/19 was the first time we have failed to meet the 15-minute response standard, however we have seen a year on year reduction against the standard over the last 3 years. It is noteworthy that Shropshire are not alone in this downward trend, with slower response times being seen across the country.

There is growing evidence, supported by our own local analysis, that the most significant reason for this 'apparent' poorer performance, might actually be a perverse consequence of the excellent work the Fire Service has been doing nationally, to drive down the number of fires. This work has predominantly focussed in our wholetime areas, where the higher number of fires occur. The reduction in the numbers we have seen in these areas has resulted in the location of the 'average' incident being further away from our stations; therefore, increasing the travel time.

This standard will be further explored as part of the new IRMP process and in the meantime, it is likely that achievement of the current target will remain challenging going forward.

Despite the challenge highlighted above, officers are recommending that, until the full IRMP process is completed, the current target of 89% should stay in place for the additional year. The monitoring the Service carries out with all incidents that fail to meet this standard will help inform future strategies, both in relation to prevention and response activities.

Year	Target	Commentary
2020/21	89%	The proposal will see the Service maintain the current target of 89% and focus will remain on data to assist in decision making and also the IRM planning phase.

11 Injuries sustained to staff through Firefighting

Year	Target	Performance	Pass/Fail
2015/16	27	18	Pass
2016/17	25	28	Fail
2017/18	24	19	Pass
2018/19	22	17	Pass
2019/20	21	15	Pass

Due to the number of injuries being low, it is difficult to account for out of the ordinary events, which have potential to disrupt the figure for the year. An example being a single vehicle accident as witnessed in 2016.

The common causes, across the accidents to occur, continues to be relating to slips, trips and falls, either during training events or at actual incidents. This also continues to be the most common cause of accidents across all fire services in the West Midlands Region.

From the projected figure for the end of 2019/20, we will have achieved the 'target' which equates to a 25% reduction over the 5 years. In order to drive continuous performance against this indicator, officers suggest that the Service should look to continue the 5% year-on year reduction and aim for injuries to be reduced to no more than 19 during the additional year of 2020/21.

Year	Target	Commentary
2020/21	19	This proposal is based upon achieving a 5% year on year reduction since 2016/17.

12 Capacity

There are no capacity impacts arising from this report.

13 Collaboration / Partnership Working

This work links into the programme of works being progressed as part of the Strategic Alliance between Shropshire Fire and Rescue Service and Hereford and Worcester Fire and Rescue Service. It will form the basis of agreeing a common framework and methodology for undertaking each Service's IRMP/CRMP, this will enable both Services to directly benchmark their current performance on all matters relating to risk in their communities and the Prevention, Protection and Response activities used to control them.

The results from this work will therefore help to inform on future collaboration opportunities between the two Services in all aspects of Service Delivery.

14 Community Safety

There are no community safety impacts arising from this report

15 Environmental

There are no environmental impacts arising from this report

16 Equality Impact Assessment

There are no quality or diversity implications arising from this report

17 Financial Implications

There are no financial implications arising from this report

18 Health and Safety

There are no health and safety implications arising from this report.

19 Human Rights (including Data Protection)

There are no human rights impacts arising from this report.

20 ICT

There are no ICT impacts arising from this report

21 Public Value / Service Delivery

There are no public value or service delivery impacts arising from this report

22 Reputation

There are no reputational impacts arising from this report

23 Security

There are no security impacts arising from this report

24 Training

There are no training impacts arising from this report

25 Legal Comment

Fire Authorities are under a duty to prepare an IRMP which must cover at least a 3-year time span. In the context of this report, it is appropriate to extend the existing version of the Fire Authority's IRMP from 5 to 6 years to align it to the strategic fire alliance with H&WFRA as detailed in this report.

26 Appendices

There are no appendices attached to this report.

27 Background Papers

Fire Authority

26 June 2019- Service Targets for Integrated Risk Management Plan (IRMP)
Extension 2020/21