

Service Targets for Integrated Risk Management Plan (IRMP) Extension 2020/21

Report of the Chief Fire Officer

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1 Purpose of Report

Following agreement by the Fire Authority to extend the life of the Service Plan by one year, to March 2021, this report makes recommendations to Members about the rationale they may wish to use when considering the setting of targets against each of the Plan's Performance Indicators for that extra year.

It also asks Members to delegate responsibility for the setting of the actual targets for (2020/21), based on the rationale agreed through this report, to the Strategy and Resources Committee at their March 2020 meeting.

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) Delegate responsibility for the setting of the actual targets against each Indicator, based on the agreed rationale, to the Strategy and Resources Committee in March 2020.

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 Fire Authority's Audit and Performance Management Committee (APMC) received a report, on 11 April 2019, detailing the Service's progress against these challenging targets over the four years since the Plan came into effect.

On 10 October 2018, Members approved the creation of a Strategic Alliance between Shropshire and Hereford & Worcester Fire and Rescue Services (HWFRS). The Alliance is looking at how both services can work together to develop their next IRMPs (known as the Community Risk Management Plan, or CRMP, in HWFRS). In order to enable the collaboration work to be completed in an effective manner, at their meeting on 12 December 2018, the Fire Authority agreed to extend the lifespan of the current IRMP by one year; resulting in the current Service Plan now continuing through to March 2021. Members therefore need to consider what would be appropriate targets to set for each of the performance indicators for that additional year.

This report summarises the progress against each of the performance indicators, from the last four years, and uses this to start a conversation with Members about what would be considered suitable targets for 2020/21. With performance against each of the indicators being somewhat variable, and recognising that performance in the current year is still an unknown, Officers are not asking for a definitive decision on the targets to be set, but are seeking guidance from Members on the various rationale that should be considered appropriate for each indicator.

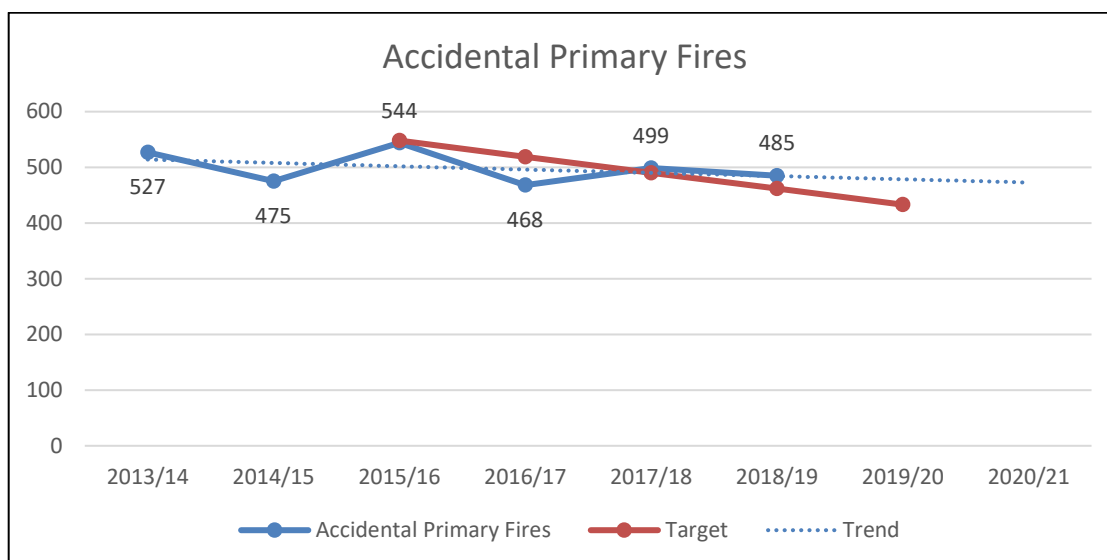
In considering the proposed rationale, Officers have been mindful that, achievement of the suggested targets should not require a significant change in the current resourcing plans within the Service. Such changes to resourcing should only occur as a consequence of significant analysis of all elements of service delivery; the sort of analysis that can only be achieved through the full IRMP process.

Members are asked to:

1. Consider and either approve the rationale proposed for each indicator (contained in the following sections), or agree alternative rationales, as appropriate; and
2. Delegate responsibility to the Strategy and Resources Committee for the setting of the actual target figures for 2020/21, at their meeting in March 2020. Their decisions will be based on the approved rationale and the actual performance achieved through 2019/20.

4 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	485	Fail
2019/20	433	?	?



During the first two years of the plan a significant reduction in the number of primary fires was achieved and the target was met. The Service marginally failed to meet the targets set for 2017/18 and 2018/19. The extremely dry summer period will have contributed to this and clearly demonstrates the challenging nature of the stretch targets set. However, the trend over the last 6 years, as shown in the graph above, is downward, which is good news.

The main factors that have impacted on this indicator over that time have been:

- A significant reduction in domestic fires
- A significant reduction in vehicle fires
- Impacts from the weather, especially periods of heatwave

Proposed rationale for accidental primary fires

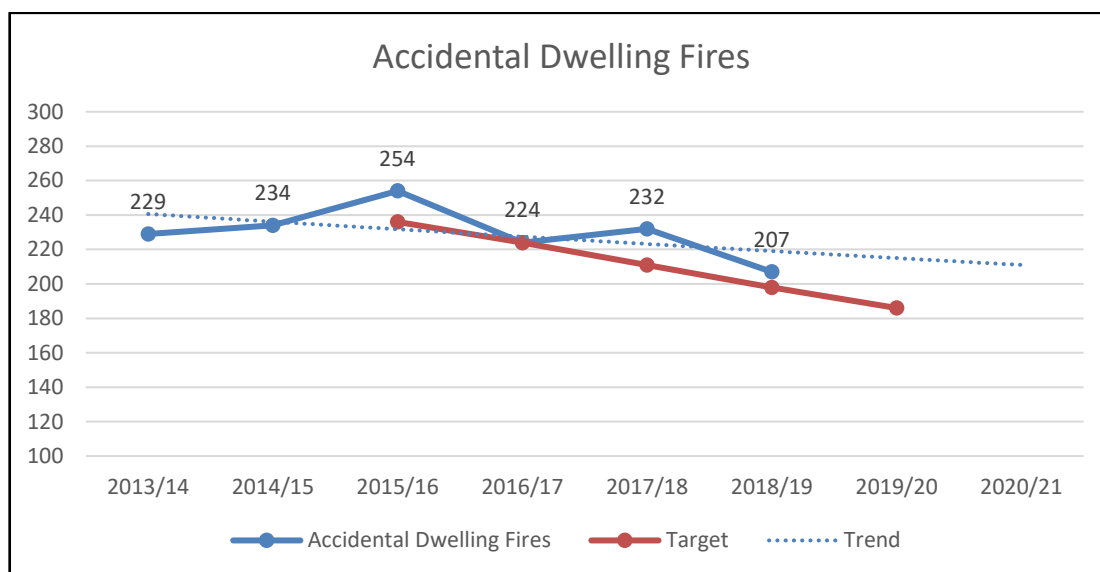
The rationale outlined below is based on the following key points:

- It should not require significant increases in the current level of resourcing, with further improvement instead being achieved through better use of the resources the Service currently has
- The targets were marginally missed in 2017/18 and 2018/19
- The current year's target requires a further 5% reduction on the missed target from 2018/19

Officers believe that an appropriate target for 2020/21 would be to extend the period over which the 25% reduction is aimed for, rather than to seek further reductions. If approved, this would involve using the same target as 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.

5 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	207	Fail
2019/20	186	?	?



The ADF target continues to be very challenging. That said, the Service continues to see a general downward trend, with it achieving the lowest ever number of ADFs during 2018/19.

This is at a time when significant development continues the increase in housing stock, across many parts of the county, particularly in the urban areas of Telford and Shrewsbury.

The Service's prevention work is fundamental to its success against this indicator. The new ADF strategy, which is driving this work, was implemented part way through 2018, and is helping to ensure that the Service's limited resources are directed to the areas and people at greatest risk. The strategy achieves this through four steps:

1. Identify the areas of focus, based on their incident profile;
2. Identify the specific risk profiles of the most vulnerable people in those individual areas;
3. Use data to then locate the vulnerable people in each risk area; and finally
4. Target these vulnerable people with our ongoing prevention campaigns, including the 'Safe and Well' visits

The Service feels that this has progressed well in Telford, but there is still work to be done, especially in relation to steps 3 and 4, for the rest of the county.

Proposed rationale for accidental dwelling fires

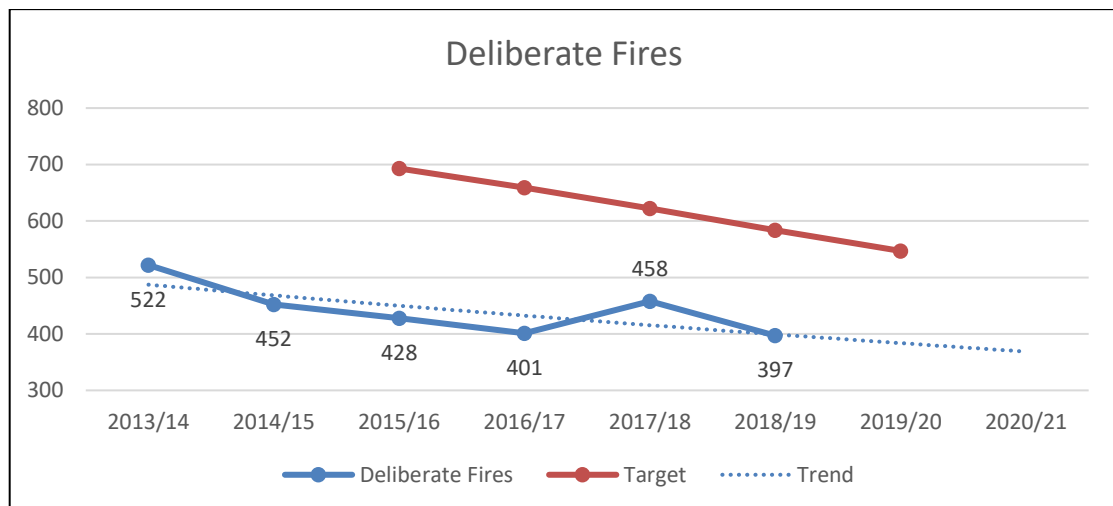
The rationale outlined below recognises that the targets were missed in three of the last four years, despite significant reductions being achieved during 2018/19, and also that the current year's target requires a further 5% reduction on that improved performance.

As with the previous indicator, Officers believe the best option for the additional year of 2020/21 would be that the Service should continue to work towards the overall 25% reduction required by the Service Plan, rather than look to further increase this.

With 2018/19 being the best performance ever achieved, this will be a very challenging target across the 6 years and, if achieved, would result in a 4.2% year-on-year reduction across the 6-year period.

6 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	?	?



Since the implementation of the Service Plan the Service has achieved the target for each of the four years. These statistics are heavily influenced by weather conditions, although it is pleasing to see that, despite a hot summer in 2018/19, the general 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, appears to be the greatest contributor to the number of deliberate fires in the county. This occurs in both Shrewsbury and Telford, but there does appear to be a significant issue with it in the Wellington and south Telford areas.

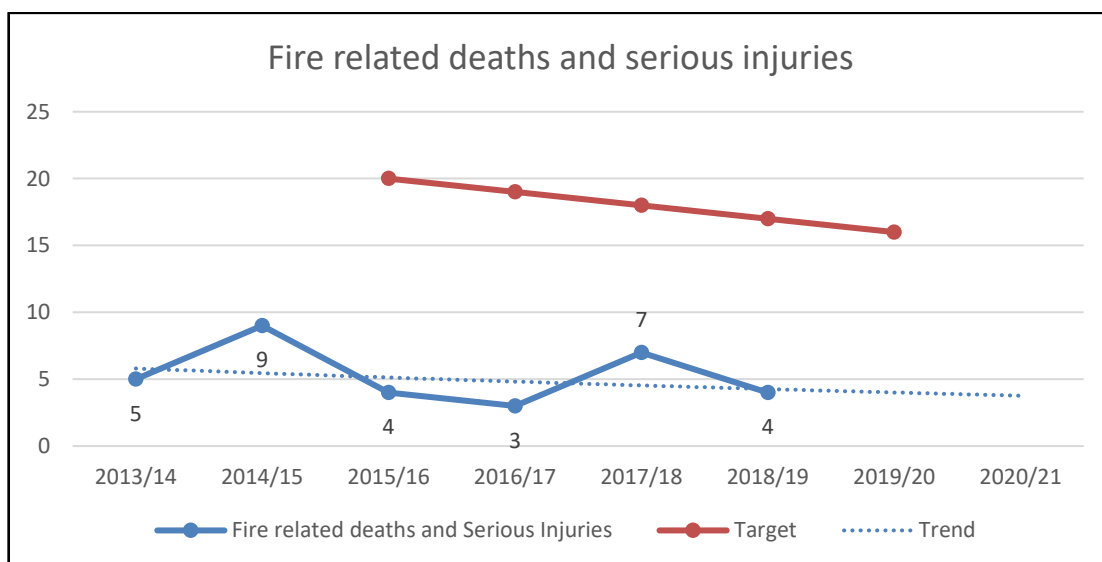
Proposed rationale for deliberate fires

Unlike the previous two indicators, simply looking to continue the 5% year-on-year reduction plan for an extra year, would currently appear to be unchallenging. Officers are therefore recommending a new target, more in-line with the past four year's performance, which is focussed on sustaining that excellent performance. In making this recommendation, Officers are particularly conscious of not setting a target that would drive the Service to have to commit significant resources into an area that is already showing significant improvement.

The proposal would therefore be that the Service should aim to achieve at least the same as the best performance achieved across the five years of the whole Service Plan. Currently this would equate to 396 fires (one lower than the figure achieved during 2018/19), but this could be lower if the current year's performance further improves on that. This would equate to at least a 46% drop in the number of deliberate fires over the full 6-year period, rather than the 25% originally aimed for.

7 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	?	?



The 5-year Service target has been met over the last 4 years and is projected to be achieved over the remaining year of the current Service Plan. However, population changes may challenge this. In particular, the projected growth in the elderly population increases the risk of fire related deaths and injuries. More people living independently, with multiple health conditions, often in remote rural locations, will present challenges. Also, with such small numbers reported each year, this measure can be subject to potentially significant variation.

Proposed rationale for fire deaths and injuries

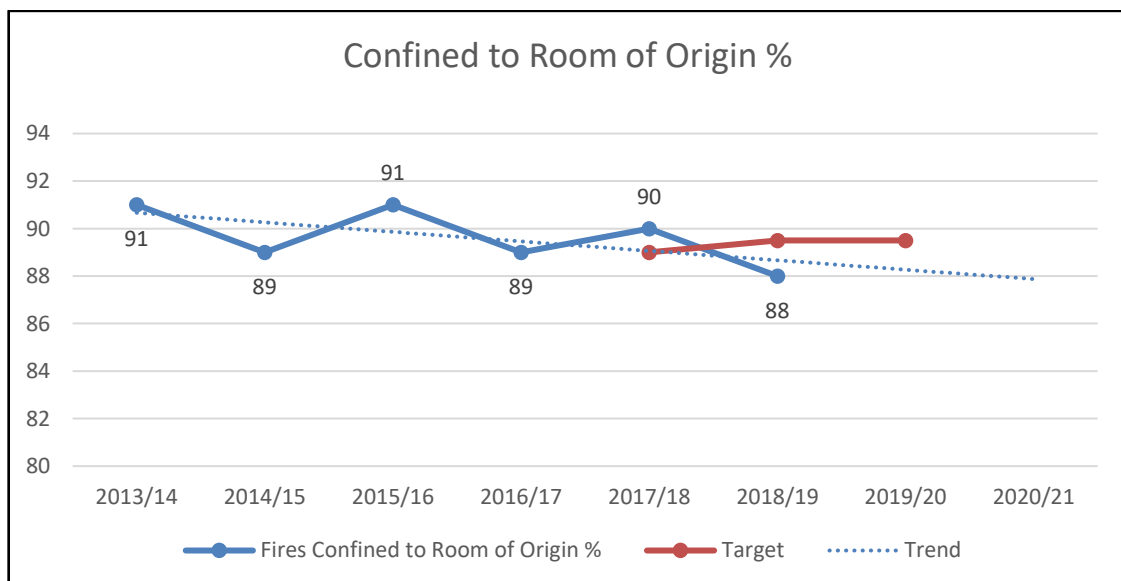
Officers recognise that setting any 'target' figure for this indicator is a possibly contentious matter. The discussions that Members will have on this subject will help to frame the future discussions to be had with all stakeholders, through the full IRMP process, over the next 18 months or so and may ultimately result in a significant change to its definition in future years. In the meantime, various rationales have been considered for the additional year, including:

- A continuation of the previous targeted improvement – 15
- A reasonably achievable target – 9
- No worse than previous performance – 5 (subject to this year's performance)
- No fire deaths and injuries – 0

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 that 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 at all, but recognises that, sadly, accidents do happen.

8 Fires Confined to Room of Origin

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



The Service considers this measure to be an excellent way for it to get an overall view on the quality of the services it provides to the people of Shropshire; as its success depends on the effective integration of its prevention, protection and response activities.

This has only been monitored for two years, however analysis that has been undertaken, especially on those incidents where the fire is not contained to the room of origin, are throwing up some interesting trends that are helping to further inform our fire safety campaigns. This includes:

1. 50% of these incidents are in owner occupied properties, which is a slightly higher ratio than would be expected from their ratio of all domestic fires (40%)
2. People are 2½ times more likely to have a fire that gets out of the room of origin if they don't have a working smoke alarm
3. Unusually, only 6% of the fires that spread, started in the kitchen, compared to typically 63% of all domestic fires starting there
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

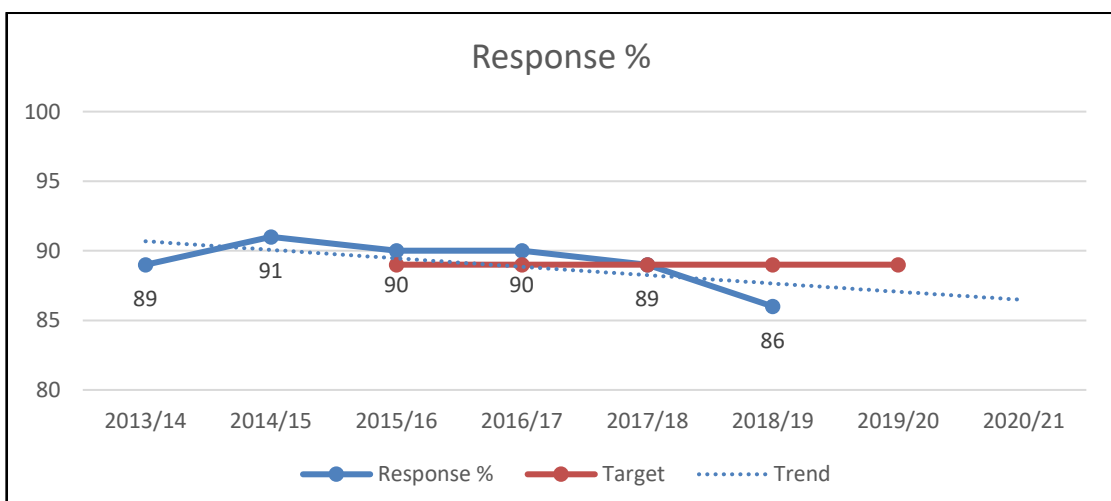
Proposed rationale for fire confined to the room of origin

In 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. The analysis required to make those links is the sort of work that naturally supports and informs the changes that will come out from the full IRMP process; possibly even including changes to current resourcing plans.

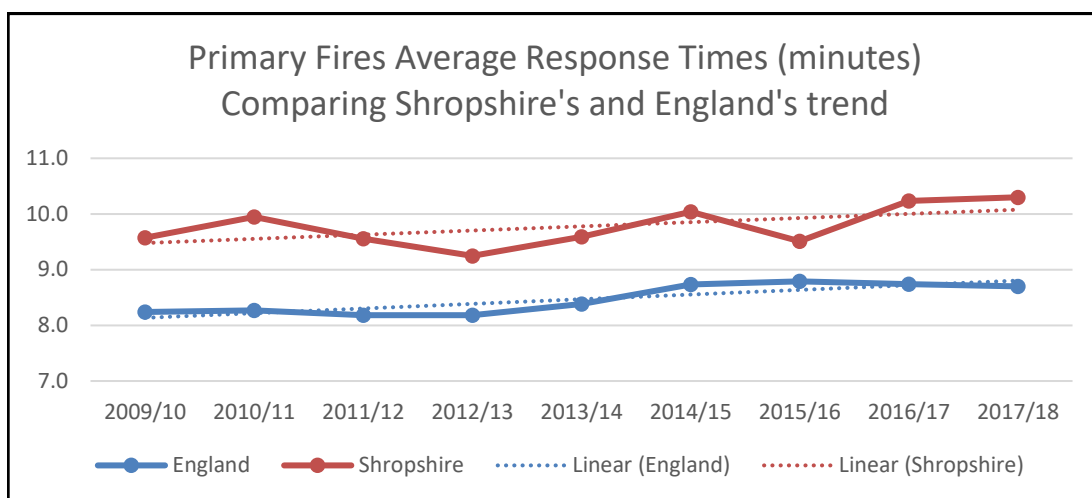
With that in mind, it is recommended that the Service should continue to aim for the current 89.5% target for the additional year. As demonstrated during 2018/19, this will continue to be a challenge for the Service.

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%	?	?



As can be seen from the table and graph above, 2018/19 was the first time we have failed to meet the 15-minute response standard. This continues the general downward trend in performance that we have seen since 2014/15. Shropshire is not alone in this downward trend, with slower response time being seen across the country, as illustrated in the graph below.



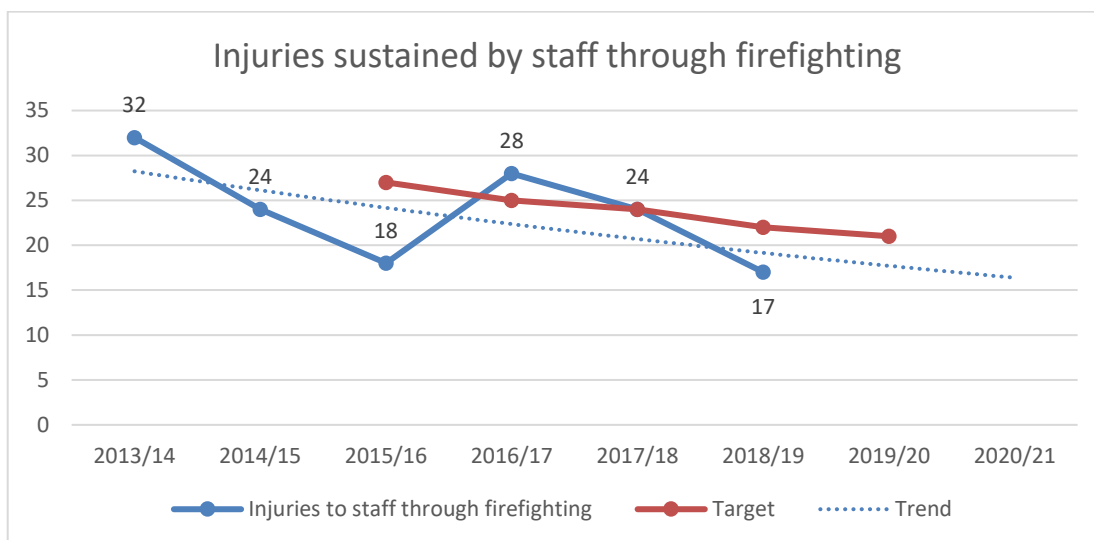
There is growing evidence, supported by our own local analysis, that the most significant reason for this 'apparent' poorer performance, might actually be a perverse consequence of the excellent work the Fire Service has been doing nationally, to drive the number of fires down. With this work having been focussed predominantly in our wholtime 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 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.

Proposed rationale for response targets

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 of the incidents that fail this standard will help to inform its future strategies, both in relation to prevention and response activities.

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	?	?



Performance towards the 25% reduction target continues to be good, with a general downward trend being seen and the target being met on three of the last four years. However, with the number of injuries being so low, this indicator is susceptible to potentially significant variation, as was the case in 2016/17 due to a single vehicle accident.

The common causes, across the accidents that do 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.

Proposed rationale for injuries to staff through firefighting

The Service remains hopeful that the overall 25% reduction target will be met at the end of this year. In order to drive continuous improvement against this important indicator, Officers therefore suggest that the Service should look to continue to the 5% year-on-year reduction and aim for injuries to be down to no more than 19 during the additional year of 2020/21.

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 & Worcester Fire and Rescue Service. As the fundamental planning tool used by all fire and rescue services, in 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 the 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 4 to 5 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

12 December 2018 Report 10 - Integrated Risk Management Planning

Audit and Performance Management Committee

11 April 2019 Report 12a - Summary of Annual Performance against Service Targets