

Report of Report of Assistant Director: Prevention

Attendance Performance Measure

Purpose of report

1. To seek permission from the Fire Authority to undertake public consultation on a new Service Attendance Performance Measure to align with Shropshire Fire and Rescue Service as outlined in the 2021-25 Community Risk Management Plan (CRMP).

Recommendation

It is recommended that the Fire Authority authorises officers to commence public consultation on a revised Attendance Performance Measure.





Introduction and Background

Current Attendance Performance Measure

2. Attendance performance measures are established by each Fire and Rescue Service (FRS) individually and are used to measure the FRS's performance in regards of how quickly fire engines attend incidents, which are then reported to the Fire Authority. Results are also reported in a FRS's Integrated Risk Management Plan (IRMP) / Community Risk Management Plan (CRMP) and link to the Strategic Risk Register.
3. The current attendance performance measures for Building Fires and Road Traffic Collisions (Table1) were first introduced in 2009 as part of the 2009-12 Integrated Risk Management Plan. Out of the four published measures, attendance of the first appliance at building fires is the only one that is consistently reported to the Fire Authority on a quarterly basis.
4. The Community Risk Management Plan 2021-2025 (CRMP) states that a new performance measure will be consulted upon:

"A new standard based on our Alliance work with Shropshire FRS will be consulted upon and, if appropriate, introduced during the term of the CRMP. This will be complemented by a travel-time analysis of all incidents that do not align with expected travel times, in order to identify any areas for improvement."
5. Please note that since 2009-10, the Service's attendance performance measure has been calculated for Primary Buildings Fires, which is a slightly narrower category, when compared to 'all building fires'. It is noted that since the introduction of the attendance performance measure (2009) all fire engines are equipped with dedicated cutters and spreaders (described in the IRMP as an 'enhanced rescue capability'). This is calculated for four stages of response, *i.e.*, call handling time, crew turnout time, travel time and from call to arrival time.

Table 1: Summary of Current Attendance Performance Measure

Model	HWFRS's Standards of Fire Cover from 2009-12 IRMP Attendance Times and Weight of Attack			
Fires in buildings		First fire engine		Second fire engine
	<i>Within 10 mins on 75% of occasions</i>		<i>Within 5 mins of first fire engine on 75% of occasions</i>	
Road Traffic Collisions		First fire engine		Second fire engine
	<i>Within 10 mins on 75% of occasions</i>		<i>Enhanced rescue capability within 20 mins on 85% of occasions</i>	

Performance Against the Current Attendance Performance Measure

6. A summary of the Service's performance calculated against the current measure is presented in Table 2. These calculations refer to the first appliance in attendance and are measured from the time of call to the time of arrival at the scene.

Table 2: Service's performance reported each year in the Performance Report

Year	No. of incidents that met the attendance standard	Total no. of incidents	Proportion of incidents where performance measure was met	Reported as
2012/13	431	675	63.85%	Building fires
2013/14	366	677	54.06%	Building fires
2014/15	351	574	61.15%	Building fires
2015/16	404	671	60.21%	Building fires
2016/17	384	660	58.18%	Building fires
2017/18	380	636	59.75%	Building fires
2018/19	369	655	56.34%	Primary building fires
2019/20	318	614	51.79%	Primary building fires
2020/21	241	497	48.49%	Primary building fires

7. Analysis of reports logged in the Incident Recording System (IRS) shows that the current performance measure is no longer a meaningful tool, and applies a singular measure across the whole Service area when it is clear that attendance times in a city centre will be much quicker than in a more rural area, for example.
8. The Service attends a much wider range of incidents than just fires in buildings, so a different way of measuring a wider range of incidents taking into account the different areas covered would be more appropriate.
9. Since the measure was first introduced in 2009, there have been a number of key factors outside of the Service's control that have changed significantly, including increasing traffic congestion, traffic calming, and roadwork network changes and upgrades.
10. Another factor is the Service's prevention work which, alongside other partners' agencies and societal changes over the years, now means the Service is




responding to many fewer calls to this type. This has an adverse statistical effect on the current measurement with fewer incidents of the type recorded over a wider geographic area and often in less urban areas. This is evidenced by the largest recorded reason for not meeting the current measurement as ‘travel distance’.

11. Of utmost importance it must be emphasised that revising the performance measure is only a change in how the Service measures and reports performance, and will not have a detrimental impact on the service provided to the local communities. Revising the performance measure will allow the Service to collate more useful data, report on performance on a wider range of incidents, and analyse where this falls short of expectations, enabling review and improvement.

Proposed New Performance Measure

12. A revised attendance performance measure will provide local communities with a much clearer picture of the emergency incident response time for the area in which they live for each type of incident attended. The Government has divided England and Wales into categorised Lower Super Output Areas (LSOA).
13. The proposal is to use the LSOA categories, linking these to emergency response times as in Table 3. Importantly, the response time is measured from the time of mobilisation to the arrival at the scene by the first appliance.
14. In adopting this model it supports the strategic alliance with Shropshire FRS and ensures a more transparent and consistent approach across the both Services.

Table 3: Summary of Proposed Attendance Performance Measure

Model	Attendance Performance Measure			
	<i>First fire engine at the scene</i>	<i>Risk area</i>	<i>LSOA codes</i>	<i>First fire engine within</i>
Emergency response time (exc. call handling)		Urban	A1, B1, C1, C2	10 minutes
		Town and fringe	D1, D2	15 minutes
		Rural	E1, E2, F1, F2	20 minutes

Potential Impact Based on Modelling

15. A company was commissioned to provide evidence of expected performance for Hereford & Worcester Fire and Rescue Service based on the proposal outlined in Table 3. Incident and response data from April 2015 to March 2020 was analysed, and findings presented by financial year, modelling how adopting the proposed attendance performance measure would impact on historical figures.
16. The modelling showed that the proposed attendance performance measure provides a more transparent and realistic terminology with which to assess delivery of services to the local communities.

17. Lower Super Output Areas (LSOA) response targets by HWFRS measured from time mobilised for all incidents types:
- First appliance in urban areas met the condition of 10 minutes with an average time of 8 minutes and 13 seconds;
 - First appliance in town and fringe areas met the condition of 15 minutes with an average time of 11 minutes and 30 seconds;
 - First appliance in rural areas met the condition of 20 minutes with an average time of 12 minutes and 57 seconds.

Public Consultation

18. Should the recommendation to consider adopting the revised attendance performance measure be approved, it is recommended that the Fire Authority supports a proportionate public consultation process.
19. It would be advisable to run the Public Consultation throughout the autumn to winter period, analyse obtained results and report the results to the Fire Authority in April 2022.
20. The service will announce a procurement process to deliver this Public Consultation upon Fire Authority's approval. The successful company will deliver the final report of consultation findings for review. All collected data will be carefully analysed and summarised in a final report presented to the Fire Authority in 2022.
21. The cost of the consultation exercise is accounted for in budget planning and is expected to be in the region of £15,000.

Conclusion/Summary

22. To conclude, the Community Risk Management Plan 2021-2025 endorsed by the Fire Authority, states that a new attendance performance measure will be consulted upon during its term. An analysis of the current data has shown that the current attendance performance measure is no longer a meaningful tool. It is proposed that public consultation is commenced on a revised attendance performance measure.

Corporate Considerations

Resource Implications (identify any financial, legal, property or human resources issues)	A procurement process will be undertaken to secure a provider to conduct the public consultation. This is budgeted for. Upon completion of the consultation the feedback will be analysed by the Performance and Information Department.
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Strategic Policy Links (identify how proposals link in with current priorities and policy framework and if they do not, identify any potential implications).	This closely links to the CRMP and also delivery of the Response Strategy.
Risk Management / Health & Safety (identify any risks, the proposed control measures and risk evaluation scores).	This work closely aligns to the CRMP and by default the Strategic Risk Register.
Consultation (identify any public or other consultation that has been carried out on this matter)	The report proposes a public consultation exercise is carried out. Consultation will also occur internally with members of staff encouraged to contribute.
Equalities (has an Equalities Impact Assessment been completed? If not, why not?)	An equality impact assessment of the consultation proposal will be carried out by the preferred provider.
Data Protection Impact Assessment (where personal data is processed a DPIA must be completed to ensure compliant handling)	A DPIA will be conducted as part of the procurement process.