

AGENDA MANAGEMENT SHEET

Name of Committee Community Protection Overview And Scrutiny Committee

Date of Committee 1st May 2007

Report Title Fire and Rescue Service Comprehensive Performance Assessment (CPA)

Summary A report for Members following the 2006 Fire and Rescue Authority CPA covering Operational Assessment of Service Delivery, Use of Resources and Direction of Travel.

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Would the recommendation decision be contrary to the Budget and Policy Framework? [please identify relevant plan/budget provision] No.

Background papers Fire and Rescue Performance Assessment, score and analysis of performance in fire and rescue authorities 2006 – Audit Commission April 2007.

CONSULTATION ALREADY UNDERTAKEN:- Details to be specified

Other Committees []

Local Member(s) []

Other Elected Members [x] Cllrs Richard Chattaway, Sarah Boad, Gerry Roodhouse and Michael Doody

Cabinet Member [x] Cllr Richard Hobbs

Chief Executive []

Legal [x] Sarah Duxbury

Finance [x] Sally Bentley, Oliver Winters

- Other Chief Officers
- District Councils
- Health Authority
- Police
- Other Bodies/Individuals Michelle McHugh

FINAL DECISION YES

SUGGESTED NEXT STEPS:

Details to be specified

- Further consideration by this Committee
- To Council
- To Cabinet
- To an O and S Committee
- To an Area Committee
- Further Consultation

Community Protection Overview and Scrutiny Committee

1st May 2007

Fire and Rescue Service Comprehensive Performance Assessment (CPA)

Report of the Strategic Director for Community Protection and County Fire Officer

Recommendation

Members discuss the report and consider how the performance of Warwickshire Fire and Rescue Authority (WFRA) can be scrutinised in the lead up to the CPA inspection later this year.

1 Introduction

In accordance with the Fire and Rescue Service (FRS) Performance Management Framework 2006/07, Warwickshire Fire and Rescue Authority (WFRA) was subject to two external assessments during 2006. The first assessment was an Operational Assessment of Service Delivery (OASD) undertaken by the Department for Communities and Local Government (DCLG). The second was a Direction of Travel (DoT) and Use of Resources (UoR) assessment led by the Audit Commission. WFRA was assessed as 'Good' in April 2005 by the Audit Commission following a corporate Comprehensive Performance Assessment (CPA).

2 OASD Assessment

2.1 WFRA produced a written self assessment submission document in accordance with the OASD methodology published by the Department DCLG in July 2006. OASD is an operational assessment, at the service level, of how well the Authority is planning, organising and delivering its operational services. It does not give an opinion on how well the fire service is being run corporately. WFRA was assessed against the following Key Lines of Enquiry (KLOEs) having submitted a self assessment document to the DCLG in August 2006:

1. Risk Analysis
2. Prevention and Protection
3. Operational Preparedness
4. Call Management and Incident Support
5. Emergency Response

2.2 The OASD assessment team undertook a three day site visit in September 2006 and utilised the self assessment produced by WFRA to review evidence supplied

and carry out interviews with staff and elected Members. The purpose of the on-site assessment together with any subsequent evidence supplied was to make a judgement as to whether the WFRA self assessment score should be upheld or whether an alternative judgement should be recommended.

- 2.3 The self assessment rated WFRA as performing well. However, as a consequence of the on site review, there were changes to the self assessment scores in two of the KLOEs and the overall assessment score was changed to performing adequately. The OASD scoring matrix and judgement descriptions are published in Appendix 1.
- 2.4 WFRA would have achieved a rating of performing well if the score in one of the KLOEs had increased by 1 point. Therefore, supplementary evidence was supplied to the DCLG who accepted the changes in the final report but not the overall rating. The OASD score (2) combined with a score of 2 for the results of the Key Performance Indicators (KPIs) gave an overall score for WFRA of 2, performing adequately (Appendix 2).

3 OASD Action Plan

- 3.1 An OASD action plan has been produced based on the areas for improvement identified within the final report prepared by the DCLG. In addition to the action plan, specific measures have been implemented to improve the results of the KPIs. In recent months there has been a continued improvement in respect of fires confined to the room of origin (BVPI 144). Actual performance in the last three months has been around 94% and compares with a target of 92%.
- 3.2 A total of 29 areas for improvement were identified in the OASD action plan and good progress is being made to take corrective action. To date 7 have been completed and a further 17 are scheduled to be completed by December 2007. The remaining 5, which relate to the Integrated Personal Development System (IPDS) have a September 2008 completion date. Progress against the OASD action plan (available on request) will be reviewed each month during 2007/08 by the Directorate's Performance Review Group.

4 Strengths and Areas of Notable Practice

- 4.1 Within the OASD report the DCLG identified a number of strengths and area of notable practice for each of the KLOEs. Examples include:

1. Risk Analysis

'WFRS has undergone extensive trialling of performance management software as part of the County Council's intention to purchase a corporate system. Rollout started in April this year and monthly training is effectively provided to Area Risk Teams by the Performance Information Department (PID). The system makes a large amount of performance information available for interrogation and use by staff for management purposes. Whilst performance management using the new system is not yet embedded, feedback from staff is positive and supportive with users finding the quality of performance information much better than before. An additional mapping software system is also being issued to Area Risk Teams (ARTs), populated with data from 2000 onwards.'

This has the facility to overlay several levels of incident and Community Fire Safety (CFS) data onto maps in order to target vulnerable groups and improve performance. This facility is being rolled out across the FRS but is not widely available at the moment'.

2. Prevention and Protection

'WFRS are fully committed to Community Safety delivery. There is a strong cultural affinity with the delivery of these services and this was evident and consistent at all levels of the organisation during interviews with staff. WFRS has a clear and strategic approach to partnerships. They employ a Business Development Officer (BDO) with specific responsibility for engaging new partners and developing existing partnerships to assist in reducing risk. An Arson Reduction Strategy for 2006/10 has been produced in consultation with key partners in order to support and deliver arson reduction initiatives throughout the County. Arson Task Forces (ATF) are in place within specific areas to address local problems relating to deliberate vehicle fires. A police officer is seconded to work with the WFRS ATF, and this work is effectively contributing to reaching stretch targets set for Local Public Service Agreement 2 (LPSA2). In respect of arson reduction and youth development. WFRS recently revised its Home Fire Safety Check (HFSC) referral process and toolkit for persons with special needs in conjunction with WCC Social Services. The partnership approach has resulted in improved service to those at high risk in this area'.

3. Operational Preparedness

'WFRS collaborate effectively with other FRAs, particularly in relation to learning and development where strong links have led to improved knowledge and resource sharing arrangements. There are also established arrangements to share operational resources such as aerial appliances and rope rescue teams. This demonstrates a very effective use of resources in discharging statutory duties. Wholtime staff have good access to learning and development resources. Membership of the National Fire Service Multimedia Training Collaboration Group (FireTCG) has enabled WFRS to provide a significant number of multimedia training packages to complement their Lecture Package Delivery System. The system provides a suite of over 140 training packages designed to support consistency in the acquisition and maintenance of knowledge and understanding at fire stations in Warwickshire. The system is well received at station level'.

4. Call Management and Incident Support

'Arrangements for debrief are effective. Operational debrief reports are sent from stations to the Operations Department where they are collated and then forwarded to the Performance Development and Implementation Group (PDIG) for action. Changes made to policy or procedures as a result of this process are diligently entered onto the general information system within control'.

5. Emergency Response

'WFRS possess a comprehensive suite of mobilising and incident command policies that take account of the need for a local, regional and national response. These are based on the national incident command system and include provision for New Dimension incidents'.

5 DoT and UoR Assessment

5.1 WFRA was required to produce a self assessment submission in October 2006 against the KLOEs. This was followed by a three day site visit by a team from the Audit Commission who reviewed progress against the 2005 CPA action plan and undertook detailed work on the UoR. The DoT rating for WFRA is 2, improving adequately with good progress being recorded against the 2005 CPA action plan. At the time of the site visit there were only 2 actions outstanding from the CPA action plan, which are due to be completed in the next three months. The overall DoT was positive with WFRA being commended for the involvement in wider community safety initiatives, however, there were two factors that contributed to the DoT score of 2. Firstly, mixed performance against the KPIs within the OASD assessment and the progress against achieving improved value for money (VFM) outcomes. This judgement for WFRA is encapsulated in the DoT narrative published on the 5th April 2007 on the Audit Commission's website:

5.2 *'The Fire and Rescue Authority's (FRA) performance is generally improving adequately in priority areas. It is maintaining a clear commitment to community safety and is increasing its level and range of involvement to include wider social and environmental initiatives. This is underpinned by shifting resources to priority areas and strong partnership working. Access to services and engagement with all sections of the community is improving. The FRA is delivering value for money (VFM) and better efficiency. There are adequate systems to review and improve VFM. **Performance in relation to key performance indicators is mixed.** When adjusted for deprivation, a basket of seven key service delivery indicators achieves a score of 2 out of 4 – which is adequate. Some performance is above average but some is among the worst performers. **There is a scope for greater improvement in the efficiency of service delivery through the rationalisation of fire cover, but the tough and locally sensitive decisions necessary have yet to be taken.** Corporate governance and systems are effective in supporting further improvement. There is improved business planning, and performance management arrangements are now in place'.*

5.3 The UoR was assessed with reference to the corporate arrangements in place with the County Council and is evidenced by the scores for each of the elements in Table 1 overleaf.

Table 1. UoR - Auditor Assessments

Element	Score
Financial Reporting	3
Financial Management	4
Financial Standing	3
Internal score	3
Value for Money	2
Overall 2006 UoR Judgement	3

5.3 WFRA is judged in the UoR assessment to be performing well – consistently above minimum requirements and is one of two authorities with a score of 4 for financial management.

6 Overall

6.1 The progress overall has been sustained and positive since the 2005 corporate CPA. Good progress is being made in completing the OASD action plan. By the time of the next annual CPA inspection later this year the CPA improvement plan will be completed and embedded. Furthermore, the move to the creation of the Community Protection Directorate puts WFRA in a strong position in terms of partnership working arrangements and realising wider community safety outcomes. This is underpinned by measures being implemented to improve results against KPIs. These achievements demonstrate the continued dedication and professionalism of all staff.

6.2 However, the challenge for WFRA is to tackle the issue of value for money, which is linked to the structure and configuration of the service in the future. This particular aspect of the modernisation agenda is being addressed as part of the current independent review of the Fire and Rescue Service, the outcomes of which will be presented to members during 2007/08. Within the performance assessment report recently published by the Audit Commission it sets out a number of characteristics shared by fire services that are ‘improving well’ / modernising. These include fire services that:

- are clearly and systematically addressing the modernisation agenda set out by government;
- have made changes to the way they provided fire and rescue services across the whole of their area and can now see the results of these changes in reducing the number of incidents and calls;
- have improved political leadership of the fire authority which is now providing a clear direction, scrutiny and challenge.

6.3 There are examples in the report of smaller services that are providing a good, and improving level of service. The challenge for Warwickshire is to continue to improve and build on the ‘Good’ CPA rating achieved in 2005 and agree a sustainable plan over the medium for modernisation linked to providing improved value for money level of service.

WILLIAM BROWN
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Community Protection and
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11th April 2007

OASD Scoring matrix and judgement descriptions

Each FRA determines, through its self assessment, what it proposes to be an appropriate score for each key area of enquiry and each key line of enquiry. Key areas of enquiry are scored first and then combined to reach an overall score for the KLOE. The five KLOEs are then combined to reach an overall score for the self assessment reflecting the levels of achievement in the table below. The principles regarding scoring can be found on page 15 of the Operational Assessment of Service Delivery Toolkit.

Score	Description	Judgement
1	Below minimum requirements	Inadequate performance
2	At only minimum requirements	Adequate performance
3	Consistently above minimum requirements	Performing well
4	Well above minimum requirements	Performing strongly

The review team examined the evidence provided by the FRA in support of their scores. Scores that have been varied by the review team are highlighted in the table on the next page.

WFRA Self Assessment and Reviewed Scores

		FRA self assessment		Review	
KLOE Theme	Area	Area score	Overall theme score	Area score	Overall theme score
Risk Analysis	Policy	3	2	3	2
	Organising	2		2	
	Planning and Implementation	2		2	
	Monitoring (Performance)	3		3	
	Audit and Review	2		2	
Prevention and Protection	Policy	3	3	2	2
	Organising	4		2	
	Planning and Implementation	3		3	
	Monitoring (Performance)	3		3	
	Audit and Review	3		2	
Operational Preparedness	Policy	3	3	3	2
	Organising	3		2	
	Planning and Implementation	3		3	
	Monitoring (Performance)	3		2	
	Audit and Review	2		2	
Call management / Incident support	Policy	3	3	3	3
	Organising	3		3	
	Planning and Implementation	3		3	
	Monitoring (Performance)	3		2	
	Audit and Review	3		2	
Emergency response	Policy	3	3	3	3
	Organising	2		2	
	Planning and Implementation	3		3	
	Monitoring (Performance)	3		3	
	Audit and Review	3		2	
Overall Operational Assessment of Service Delivery score =		3		2	

Key Performance Indicator (KPI) Score

		2001/02	2002/03	2003/04	2004/05	2005/06	Average	Adjusted IMD	Lower Threshold	Upper Threshold
BVPI 142ii	Primary Fires per 10,000 population	30.3	34.5	31.3	26.17	25.3	27.59	11.9	15.2	7.5
BVPI 142iii	Accidental dwelling fires per 10,000 dwellings	14.4	14.5	13	11.02	11.54	11.85	5.00	9.9	5.2
BVPI 143i	Deaths arising from accidental dwelling fires per 100,000 population	0.98	0	0.4	0.37	0.37	0.424		0.625	0.5
BVPI 143ii	Injuries arising from accidental dwelling fires per 100,000 population	8.69	5.73	7.41	4.04	5.24	5.56	2.01	6	2
BVPI 144	Percentage of accidental dwelling fires confined to room of origin			91	86.5	87	88.16		89.6	91.3
BVPI 149	False alarms caused by automatic fire detection attended per 1,000 non-domestic properties	14.6	154.9	157.3	151.58	152.3	153.72		150.9	112.2
BVPI 206i + ii	Number of deliberate primary fires(including vehicles)per 10,000 population	14.3			13.66	11.9			No change or increase from 2004/05 to 2005/06	Net reduction of 6.25% from 2001/02 to 2005/06

Summary

4 PI's(57%) are above the upper threshold

Accidental dwelling fires, deaths in accidental dwelling fires, injuries in accidental dwelling fires and number of deliberate primary fires

1 PI (15%) is between the two thresholds

Primary fires

2PI's (28%) are below the lower threshold

Confinement to room of origin in accidental dwelling fires and false alarms caused by automatic fire detection

The scoring criteria is as follows:

Performance Information Element Score	Distribution of PI's
4	No PI's at or below the lower threshold and 3 or more PI's at or above the upper threshold
3	No more than 1 of the PI's(except F3) at or below the lower threshold and 2 or more PI's at or above the upper threshold
2	Any other combination
1	3 or more PI's at or below the lower threshold

Overall the performance information element score will be 2. This score is due to more than 1 BVPI being below the lower threshold.

N.B. - Unaudited data for 2005/06 has been used in these calculations