

GREATER MANCHESTER FIRE
AND RESCUE AUTHORITY

6 SEPTEMBER 2012

Subject: QUARTER 1 PERFORMANCE REPORT

Report of the County Fire Officer & Chief Executive

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EXECUTIVE SUMMARY

1. This report sets out the current status and progress made against the Corporate Plan development and delivery goals for quarter 1 2012/13.

INTRODUCTION/BACKGROUND

2. Members will recall adopting the current Corporate Plan 2012-15 at the Fire Authority meeting on the 19th April 2012 following extensive consultation.
3. The plan contains 17 'corporate development goals' which are significant business change activities and 19 'delivery goals' which reflect the intended outcomes from the Service's business model. This report provides the Authority with a progress update against quarter 1 targets and planned activities.

DEVELOPMENT GOAL PROGRESS

4. A detailed quarterly review of directorate activities supporting the 17 corporate development goals was undertaken at Leadership Team on 10th August 2012 and scrutinised by the Corporate Leadership Team on 20th August 2012.
5. A condensed summary of progress against the corporate development goals can be found in Appendix A. Progress is broadly on target with the exceptions noted within the summary.

DELIVERY GOAL / CORPORATE PERFORMANCE MEASURES PROGRESS

6. An overview of quarter 1 performance against the corporate performance indicators is included within Appendix B.
7. The 'measuring progress' report introduced to Members in quarter 1 2011/12 provides a greater level of detail and transparency of performance against the corporate measures broken down by each borough (Appendix C). This report is intended to complement the richer picture of overall Service activity contained within the quarterly CFO activity reports and to support Members in their meetings with borough managers and partners.
8. Members will recall in quarter 4 2011/12, a gap analysis was undertaken to identify new measures to help the Authority assess how effectively the aims and delivery goals within the business model are being met.

9. To track progress and achievement of the intended outcomes, the KPIs have been linked to the delivery goals which are simply the outcomes that we expect to see from achieving our aims.
10. Following consultation with Directorate Heads, the current Framework has also been changed to reflect Directorate responsibilities for the KPIs. In particular, a number of measures have now been re-aligned and moved from Emergency Response and placed under the Prevention remit.
11. Following a gap analysis review by LT and CLT from quarter 1 2012/2013, a number of new measures are available for immediate reporting through to Authority. These are incorporated within appendices B and C and detailed below:
 - Primary Fires – Injuries – Serious
 - Primary Fires – Injuries – Slight
 - Malicious Calls Challenged by Control
 - Number of Inspections resulting in the issue of an Enforcement Notice
 - Number of Fires in Non Domestic Properties
 - Lifesaving advice by 999 Control Operator
 - The number of complaints received
 - The number of Freedom of Information requests received.
12. Further changes to the KPI Framework have also been identified with a number of new measures being recommended for adoption and will form part of the Corporate Plan consultation in September/October 2012. Following endorsement by CLT and Authority Members, these new measures along with a naming convention will then be available for reporting from quarter 1 2013/2014.

PREVENTION

13. The total number of primary fires are down in quarter 1 from the previous year total by 217 (14.42%) and below target to date by 51 (3.81%). The drop in total primary fires is most likely mainly attributable to targeted initiatives such as HSC work focussing advice around cooking safety, identifying hotspots and supporting proactive campaigns in sheltered accommodation, working with care providers to deliver targeted safety messages.

Fatalities

14. Fatalities from fires remain at the same level as for this period last year with 4 reportable fire deaths. Two were as a result of cooking, one resulting from an electric blanket and one as a result of a murder.
15. The incident involving the electric blanket resulted in the death of an older member of the community. We have learnt that there is more information that we could gather that may be of value in designing future community safety campaigns e.g. the age and condition of the electric blanket and when it was last tested, if at all.

16. The two cooking related fatalities involved chip pans and alcohol was a contributory factor. In one of the cases the family were known to other agencies and would have been discussed through a MultiAgency Risk Assessment Conference (MARAC) however, there were no previous fire related issues. This has highlighted an opportunity to develop a more consistent approach to engagement with MARAC across all Boroughs.
17. Implementation of the recently completed fire investigation review will address some of the issues linked to fatalities such as the use and maintenance of appliances and equipment. A 'Ban the Pan' campaign is also being launched with the support of the Cooperative Group.
18. Furthermore, proactive promotion of automatic water suppression systems (AWSS) is taking place with MPs, local authority Members and social housing providers to encourage their voluntary adoption and identify cost benefits to all. This approach is also being supported by the Local Government Association who have developed and are proposing the implementation of a Strategy to promote the use of sprinklers in all premises. The introduction of AWSS may reduce the number of fire fatalities.
19. Promotion of safer and healthier living through our programmes involving young people continues and longer term education will result in a more 'fire aware' society.

Casualties

20. The total number of casualties resulting from primary fires remains below target for the year by 7 (6.87%). We have also achieved a 15.18% reduction compared to the previous year. The drop in casualties is being influenced by campaigns such as the Service wide HSC delivery programme promoting working smoke alarm ownership and escape planning as well as developing Service wide safety messages around cooking related incidents.
21. Members will recall endorsing the introduction of casualty reporting by severity (serious or slight) from quarter 1 onwards. To date, serious injuries are above the previous year total by 4 with slight injuries below the previous year total by 21.

Deliberate Fires

22. Total deliberate fires are down from the previous year by 1,355 (39.7%) and below target by 1,068 (34.1%). The drop in deliberate fires is mainly attributable to a reduction in the number of deliberate secondary fires (1,580).
23. Deliberate primary fires have also fallen in quarter 1 compared to last year by 141 (22.78%) and is below target by 48 (9.13%). Work continues both internally and externally to identify frequent hotspots, increasing patrols by partners and volunteers in conjunction with local authority services. Some Small Incident Units (SIU) are also being utilised to identify unsecure properties and crews are reporting back to partners and affixing dangerous building posters where necessary. Some examples of targeted prevention work to minimise deliberate fires include:

- Tameside have increased the number of referrals to the building control liaison officer from operational crews following themed visits to ensure vulnerable buildings are secure to reduce the potential for arson.
- In Rochdale Borough, all instances of deliberate fires are reported to the Police and are incorporated into 'Days of Action'. The void property strategy has played a vital role in keeping deliberate primary fires down with properties being acted upon swiftly by the local authority.
- The ROC café at Bury has been utilised to engage children and young people (CYP) to address anti-social behaviour and deliberate fire starting. ROC and Greater Manchester Police volunteers have been engaged to transport CYP in from outside the area which has resulted in the Borough securing match funding from the local authority. Football coaches are also being used in Bury to increase engagement opportunities with CYP and volunteers.

Home Safety Checks and Accidental Dwelling Fires

24. Overall HSC performance is ahead of target. In quarter 1 there have been 15,961 Home Safety Checks (HSCs) delivered and recorded within the electronic reporting database (CFRMIS). There is currently a backlog of approximately 4,000 completed HSCs awaiting upload into the system.
25. Accidental dwelling fires are down on the same period last year (7%) although slightly above target by 9 (1.8%). Members can find further details of the on-going analysis and investigations in the 'measuring progress' report (appendix C).
26. Surprisingly, there has been a dip in the percentage of dwelling fires confined to the room of origin (92%). This is 1% lower than the previous year to date and 3% lower than target. Initial analysis does not identify any significant trends so it is intended to continue to monitor this situation and if required carry out further detailed analysis.
27. The percentage of dwelling fires where no smoke alarm was fitted remains broadly the same at around 30%.
28. In quarter 1 the number of malicious calls attended was just below previous year to date performance by 6 but above target by 20. Initiatives such as call challenge by Control and logging of mobile phone numbers and requesting they be disconnected from their provider should further calls be made by the mobile is on-going.
29. Work continues with partners in the community to raise the profile of the impact of nuisance calls and continue to monitor both calls attended and malicious calls not attended in order to identify patterns to target specific activities. The Community Safety Advisors (CSAs) have delivered education in local schools as part of their Safe4Summer school visits. The Key103 media bus has also been working with students from Kingsway Park High School in Rochdale on summer themes including hoax calls and deliberate fire setting.

PROTECTION

30. Total fire safety enforcement inspections for quarter 1 are 6.09% above previous year to date. The number of enforcement inspections per officer is also ahead of target; however, overall performance is 33.25% below target due to 7 vacancies and ongoing training of new staff.
31. Members will recall endorsing the introduction of new protection measures for:
 - The number of inspections resulting in the issue of an enforcement notice.
 - The number of fires in non-domestic properties.
32. OurFire Protection teams have identified 415 regulated premises with minor deficiencies. This equates to 33% of premises being highlighted as exhibiting some non-conformity to the legislation and resulting in further action. In addition, the teams have issued 120 enforcement notices against the backdrop of 1,278 audits which equates to 9% of audits resulting in enforcement activity. This shows that the Protection team is effectively targeting and inspecting higher risk premises through intelligence led processes.
33. Non domestic fire incidents in Q1 are the same as the previous year to date. Various strategies are in place to address fires in non-domestic properties including targeted audit and inspections of medium/high risk premises & local Borough based initiatives as well as targeted inspections undertaken in low risk premises by Business Compliance Assessors. All fires in non-domestic premises attract an intervention from Protection teams to identify learning and provide business continuity support.
34. False alarms caused by automatic fire detection apparatus was 111 (8.44%) lower than in the same period last year, yet 177 (14.69%) above target to date. All premises with high levels of Unwanted Fire Signals (UWFS) are identified and visited by an Enforcement Officer before the levels set out within the UWFS policy.
35. The Protection team are considering the use of SARA (Scanning, Analysis, Response, Assessment) which is a problem solving technique used with partners to help inform the new Unwanted Fire Signals policy following the publication of CFOA guidance later in the year.
36. Birch Hill Hospital in Rochdale continues to experience a significant number of unwanted fire signals (UWFS); however, we have worked with them to help them undertake a significant amount of work including the installation of different types of detectors and introducing new working practices, particularly in the John Elliot Ward (Mental Health Unit). As a result, the number of unwanted fire signals has reduced at this location by just under 28% over the past 12 months. Protection staff have also undertaken support in sheltered accommodation schemes; again, identifying areas for improvement both in terms of infrastructure and management practice.
37. Similarly, Wigan Borough management have implemented a process where Enforcement Officers now deal with premises in a still more robust way. Awareness training is being given to frontline crews by Fire Safety Officers with arrangements

for joint visits. Crews have now been tasked to visit care homes and sheltered accommodation on a quarterly basis for long term resolution to UWFS.

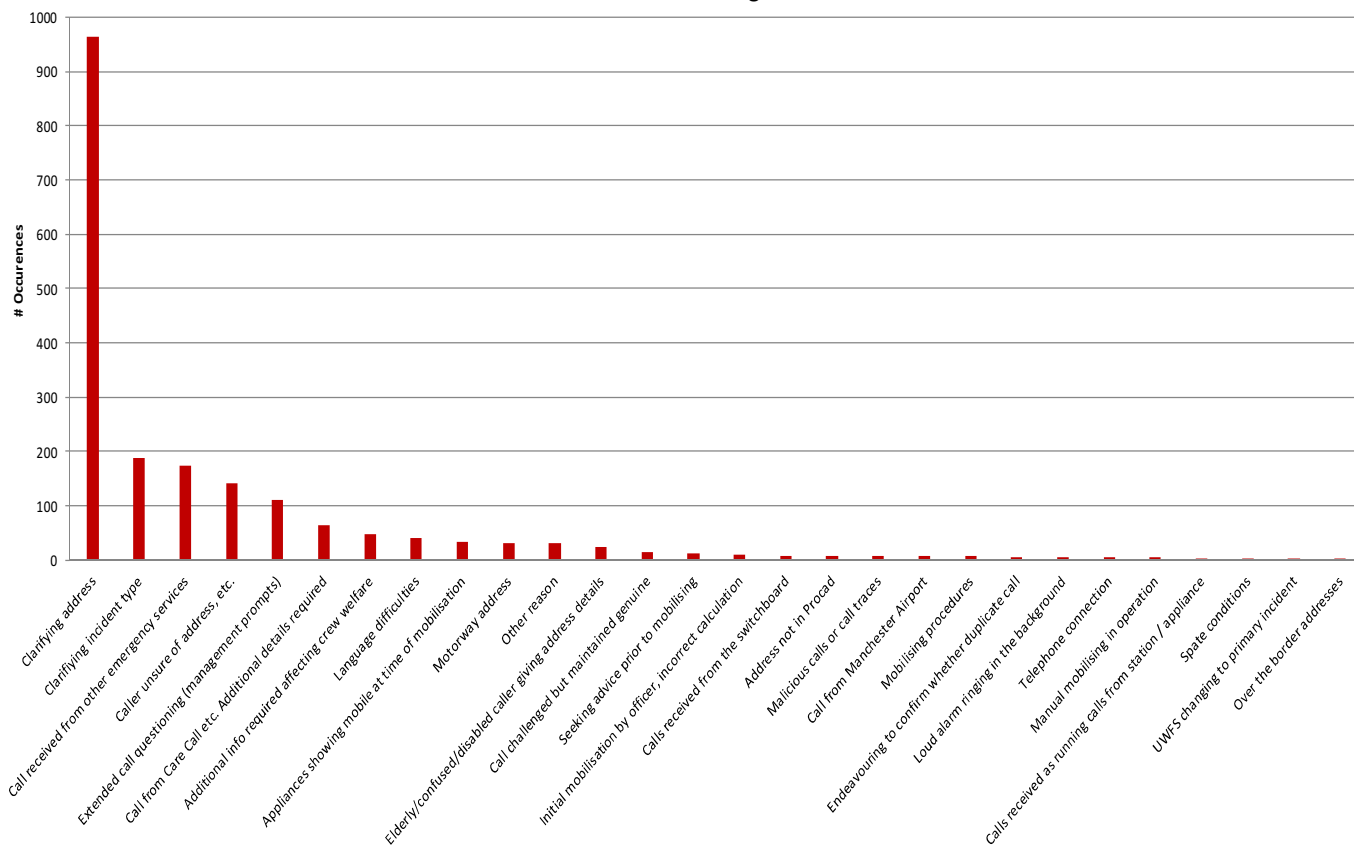
RESPONSE

38. The total number of emergency calls received in quarter 1 was 14,347. Control staff successfully challenged 400 malicious calls and 397 unwanted fire signals to date which has prevented 797 unnecessary mobilisations. This equates to an opportunity cost saving of £57,775 (the cost is based on a half hourly rate for a pump which is £75 per pump per half hour).
39. Call answering performance improved in quarter 1 compared to the same period last year but remains just below target by 1.46%. Call processing performance has improved significantly in every category in quarter 1 compared to the same period last year, evidencing the commitment of staff to improve and the success of the performance improvement group set up to support them. The table below summarises performance against the new call answering and call processing targets:

Call	Target	Previous Yr to Date	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Yr. to Date
% answered within 6 seconds	98%	95.30%	96.54%				96.54%
% 999 calls processed within	< 45 seconds (75%)	5.55%	14.66%				14.66%
	< 60 seconds (85%)	19.58%	35.52%				35.52%
	< 90 seconds (90%)	52.77%	68.45%				68.45%
	< 120 seconds (98%)	74.81%	83.92%				83.92%

40. Members will recall a performance improvement group including members of Control and the Corporate Planning and Intelligence Directorate developed reason codes why 999 emergency call processing exceeds 45 seconds. These have continued to be applied to all emergency calls over quarter 1.

Q1 Call Handling Results 2012-13



41. The pareto analysis shows that 76% of the call processing failures were attributable to 4 reasons for delays and have been categorised as:

- **Code 1**; difficulty obtaining address(50%) –This includes difficulty clarifying address, address not in PROCAD (mobilising system) and caller unsure of address.
- **Code 2**; clarifying incident type (10%) –This includes when the caller is unsure of what is on fire which extends the call handling required.
- **Code 18**; call received from other emergency service (9%) – Other emergency services process calls differently to the Fire and Rescue Service. GMFRS is currently in dialogue with the Police and Ambulance Service to establish whether measures can be taken by them to pass information to GMFRS more speedily and accurately.
- **Code 12**; extended call questioning (6%) –Mainly specialist incident types which require more detailed caller questioning before mobilising.

42. The performance improvement group have worked together to analyse the data and identify issues which have had a detrimental impact on call processing.

43. Some of the call types currently included within the call processing KPI definition require extended call questioning, these are normally specialist incidents. The measurement and reporting options for specialist incident reporting are being

considered by the performance improvement group and any proposed changes will be submitted to Members in the draft corporate plan for 2013-16 scheduled for full Authority on 18th October.

44. Examples of specialist incidents include: animal rescues, water related incidents, bariatric calls, dangerous structures, flooding and potential suicide incidents.
45. To address the delays categorised above, a number of initiatives have been adopted including:
 - **Code 1** – Evaluation of opportunities to improve the speed of address identification are being further investigated, i.e. when using the gazetteer and also when postcode information is provided by a caller.
 - **Code 2** - To clarify the nature of the incident with the caller - Control staff are actively balancing the need to extract the exact nature of the incident from the caller with the need to reduce unnecessary mobilising of resources, e.g. fires in the open where a lesser response can be sent.
 - **Code 18** - Calls received from other emergency services - Other emergency services process calls differently to the Fire and Rescue Service and have a higher turnover of staff than GMFRS. A memorandum of understanding has been considered for development which will determine what information is required to be given to the Fire and Rescue Service for more speed and accuracy. It will be shared with other Emergency Services after approval by ACFO Argyle.
 - **Code 12** - Extended call questioning - Control staff use national call handling protocols which have been further developed locally to ensure the safety of the public and staff attending incidents. These risk considerations take more time to process the calls. Control staff do mobilise to incidents whilst continuing to gain information from the caller. Again, this is a balance of risk to public and staff and organisational requirements in processes and procedures.
46. Other initiatives under development include:
 - Technological solutions - Verbal mobilisation via the radio impacts on call processing target times, adding 45–60 seconds to the processing time. Members will recall that radio mobilisations represent around 8% of all mobilisations. A technological interface is being considered between the command and control mobilising system and the mobile data terminals to mobilise resources electronically when they are mobile and available via their mobile data terminals.
 - Gazetteer - Delays are experienced when the address is not in the control system or the address is difficult to locate in the gazetteer due to similar names in different Districts. On occasions the control operator could be sifting through up to 30 addresses before the exact match is identified and selected. Many of our callers use postcodes when passing on details which are not contained in the gazetteer database. Control staff therefore have to access the details from the Royal Mail website and more recently from the Operational Intelligence

System which slows call processing down by accessing another system. This matter is currently being investigated internally by officers in Corporate Planning and Intelligence.

47. Performance for appliance turn out from whole time and retained stations over the last quarter is summarised below:

Station	Target	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Yr. to Date
Whole time	60 seconds	36%				36%
Retained	5 minutes	72%				72%

48. Members will recall that performance against these measures relating to appliance turnout are no surprise as these measures were introduced to challenge the current arrangements, ultimately ensuring the time from when an emergency call is made to a fire crew attending an incident is as short as practicably possible.
49. As reported to Members in quarter 4, the performance data for the sixty second turnout time for whole-time fire stations for 2011/12 did not accurately reflect the KPI description in the Corporate Plan as it included *every* turnout. To correspond with the approved Corporate Plan, this indicator now only captures mobilisations from fire stations.
50. Following trials conducted over quarter 3 2011/12 and a visit to Lancashire Fire and Rescue Service in early May by officers from operational assurance, a summary report was provided to ACFO Argyle outlining a number of recommendations. Throughout quarter 2, consultation will be taking place with representative bodies prior to approval being sort to commence a six month trial involving eight fire stations from October 2012. The proposed recommendations include:
- Allowing crews on the trial stations to move more quickly (allowing crews to run) when responding to the alarm call out system subject to a revised risk assessment being completed by the health and safety department.
 - Allowing crews to dress en-route to incidents.
51. The eight fire stations containing a 'Very High' risk ward in their turnout area would be the most obvious options for the trial. These are:
- Stretford – Clifford ward
 - Broughton – Broughton ward
 - Salford – Langworthy and Ordsall wards
 - Manchester Central – Ancoats and Clayton ward
 - Philips Park – Bradford ward
 - Blackley – Harpurhey ward
 - Whitehill – Brinnington and Central ward
 - Bolton – Halliwell ward

52. Further updates on these proposals will be provided to Members following consultation with staff groups.
53. Retained performance stands at 72% within the 5 minute turnout target. This is 12% down from previous year to date and 28% down on target. Analysis is underway to investigate performance issues with updates to be provided in quarter 2.
54. From quarter 1 2012/13 appliances turned out from stations with “other” crewing arrangements on average within 3 minutes will be reported in the current KPI Framework. These stations are also known as ‘Day Crewing Plus’ and ‘Nucleus’. The former involves staff living on the station for the tour of duty with the latter cover provided by wholetime staff during the day and retained cover for out of hours as required. A further explanation can be found in the Corporate Plan 2012/15.
55. In quarter 1 the average was 3 minutes and 12 seconds. Although this is higher than the target set, it is 33 seconds below previous year to date.
56. First appliance response performance against the ward based response categories for quarter1 is summarised below:

Response Category	Target	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Yr. to Date
1 (< 5 minutes)	95%	82%				82%
2 (< 7 minutes)	95%	95%				95%
3 (< 12 minutes)	95%	98%				98%
4 (< 17 minutes)	95%	97%				97%

57. Response categories 2, 3 and 4 are on target with Category 1 being below however, Members will recall a performance improvement group was established in January 2012 with staff from the Corporate Planning and Intelligence Directorate and leads from each borough to agree common reasons for not achieving category 1 response performance.
58. These reason codes were logged during quarter 4 2011/12 and continued into quarter 1 of this year to identify the most common causes for not achieving the target. There have been a small number of incidents in category 1 wards (54 since the trials commenced on 13 February 2012). The small number of incidents make identifying clear trends and causes difficult; however, the top three reasons to date for delay are:
- Poor addresses (13 incidents).
 - Appliance not booked in attendance (11 incidents).
 - Remote addresses/location of incident (9 incidents).
59. Monitoring of category 1 delay causes will continue throughout 2012/13. This information will then be used in root cause analysis sessions with the performance

improvement groups to determine the most effective options available to improve category 1 performance.

60. Members are advised that the Department for Communities and Local Government (DCLG) published a report in July 2012 investigating the change in average fire incident response times over the last 3 years. Officers within the Corporate Planning and Intelligence Directorate are reviewing the findings and comparing GMFRS performance against the national trends. DCLG compare average response times from the receipt of a call to the arrival of the first appliance at an incident. Members may recall, the potential to use this measure was proposed by members of the public in the consultation feedback from the citizen panels for the Corporate Plan 2012-15.

PUBLIC VALUE

61. Following successful volunteer recruitment, total volunteers currently stand at 309, 54.5% above target to date with total volunteer hours 22.1% ahead of target. A new volunteer management system is planned for pilot in quarter 3 which will improve the ease of reporting and benchmarking of other volunteer measures such as; churn rate and diversity data.

PEOPLE

62. Appendix D provides 2 tables which summarise absence performance as shifts/days lost by work group and absence as a percentage for each directorate within the Service.
63. Total hours lost to sickness have reduced by 13% in quarter 1 versus the previous quarter and by 2.5% year on year. In part this reflects an 8% reduction in overall staff levels year on year. Uniformed sickness reported as shifts lost per person is down year on year and better than target but non uniformed shifts / days lost are over target in quarter 1 (2.69 versus a target of 1.5). A number of avenues are being explored with regards to reducing absence levels overall, particularly within non uniformed groups of staff, from policy revision to additional support and guidance for managers.
64. Appendix D also contains a summary of the reasons for sickness absence. There has been little change in the top 5 sickness causes during 2011/12 and in quarter 1 to date with Musculo-skeletal and mental health sickness in line with national trends.
65. The Service continues to compare favourably with the 'local government' and 'other public services' mean sickness absence performance reported in the Chartered Institute for Personnel Development (CIPD) Annual Survey Report 2010 – Absence Management.

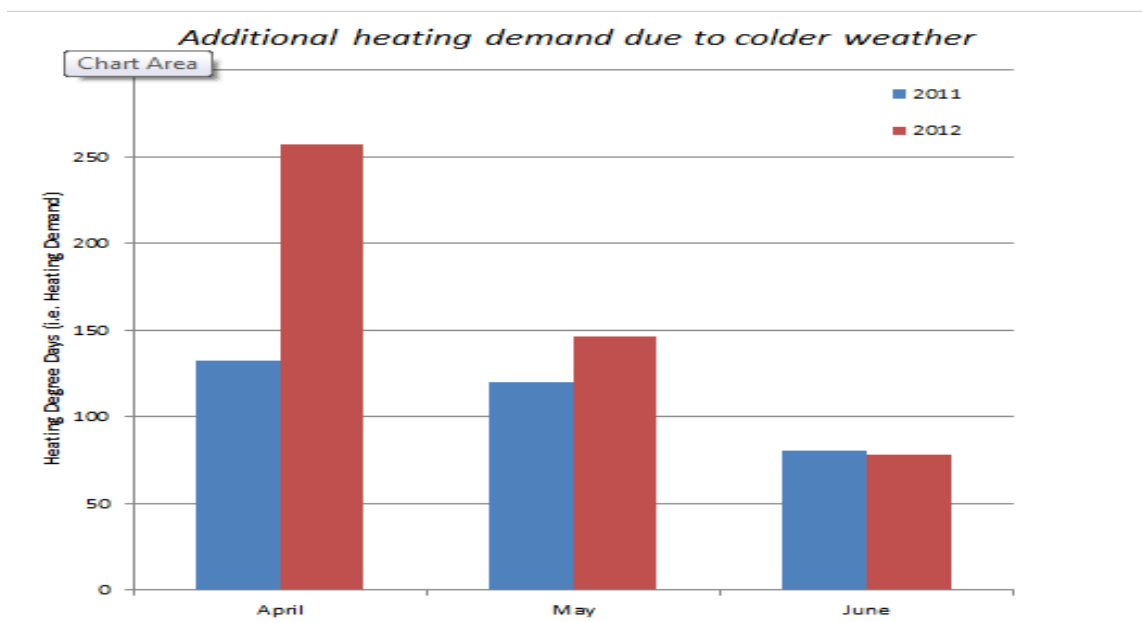
Measure	GMFRS (YTD)	Local Government	Other Public Services
Shift/days lost (projected year)	6.47	10.3	9

end position based on Q1 data)			
% sickness absence	3.00%	4.5%	3.9%

PRINCIPLES

- 66. Tonnes of carbon emitted by fires is 25.2% down from the previous year to date. All fires emit carbon dioxide and can be considered part of the indirect carbon footprint of Greater Manchester Fire Service and the communities it serves.
- 67. This indicator reflects the overall carbon dioxide emissions from all fires across the city region using a nationally adopted reporting approach and the year on year reduction reflects the reduction in both primary and secondary fires in quarters to date.
- 68. Gas consumption in quarter 1 has increased significantly compared to the same period last year (46.7%). This is due to extremely mild weather last year and colder than usual weather this year during late spring.

The chart below shows the additional heating demand in terms of 'degree days' – a calculation of how much of the month the temperature was below the threshold that requires buildings to be heated.



If the temperature is 1C below the heating point for 1 day = 1 degree day. If the temperature is 10C below the heating point for 1 day = 10 degree days

- 69. As a result, gas consumption was 16.1% above progress expected towards the 5 year target introduced in 2010/11. It is expected that the impact of energy efficient investments will be seen during the next heating season, bringing gas consumption back on target helped by:
 - The move to the very energy efficient new station of Bury and the closure of the Rock;

- New boiler plant and solar thermal hot water array being installed in quarter 2 at Leigh and Irlam; and
 - Green Hose Awards encouraging greener behaviour at stations.
70. Electricity usage in quarter 1 is 3.5% below previous year to date. This shows steady progress and is ahead of the five year target trajectory. This achievement reflects on-going capital investment to improve electricity usage efficiency, in particular:
- Voltage optimisation at 15 of our highest energy consuming sites; and
 - Lighting upgrades including LEDs at various sites across the estate.
71. Environmental Champions at all stations are now completing environmental audits on a weekly and quarterly basis ensuring steps to increase day-to-day energy efficiency are adhered to.
72. Fuel usage has also reduced by 6.5% compared to the previous year. This shows a significant and continuing improvement.
73. This falls short of the diesel target reduction target by 8,500 litres, however this can be accounted for by the installation of a 9,800 litre storage tank at Leigh (for resilience in case of fuel crisis). It is anticipated that the annual target will be met by year end.
74. This significant reduction in consumption may be attributable to a number of factors including:
- fuel efficient policies;
 - investment in fuel efficient new vehicles;
 - a reduced number of incidents; and
 - eco-driver training.
75. In May 2012 the Service was re-accredited for the second year with the national Business in the Community Example of Excellence Award, for inspiring better ways of travelling and working.

RECOMMENDATIONS

76. Members are requested to:
- a) Note performance against the development and delivery goals for quarter 1 2012/13 of the Corporate Plan 2012/15.
 - b) Note the 'measuring progress' quarterly report for future use in meetings with borough managers and partners.

STEVE McGUIRK
COUNTY FIRE OFFICER & CHIEF EXECUTIVE

There are no background papers to this report within the meaning of Section 100D of the Local Government Act 1972.

S. McGuirk
(Proper Officer)
23.08.12