

**For Publication**

**Bedfordshire Fire and Rescue  
Authority  
Service Delivery Policy and  
Challenge Group  
15 March 2018  
Item No. 6**

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**REPORT AUTHOR: ASSISTANT CHIEF FIRE OFFICER**

**SUBJECT: PROPOSED SERVICE DELIVERY INDICATORS AND  
TARGETS FOR 2018/19**

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Background Papers: None

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Implications (tick✓):

LEGAL			FINANCIAL	
HUMAN RESOURCES			EQUALITY IMPACT	
ENVIRONMENTAL			POLICY	
CORPORATE RISK	Known	✓	OTHER (please specify)	
	New			

*Any implications affecting this report are noted at the end of the report.*

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**PURPOSE:**

To advise Members of the proposed suite of Service Delivery Performance Indicators and associated targets for 2018/19 and to seek the Group's endorsement to incorporate these into the Service's performance management framework.

**RECOMMENDATION:**

That Members consider and endorse the proposed Service Delivery Performance Indicators and Targets and Information Measures for 2018/19 as set out in Appendix A.

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## 1. Introduction

- 1.1 In line with its Terms of Reference, the Service Delivery Policy and Challenge Group is responsible for monitoring the performance of those areas of the Service's work falling within its scope. In order to facilitate this, the Group receives quarterly summary performance reports at each of its meetings.
- 1.2 The Service Delivery Policy and Challenge Group agreed in 2011 that they should be involved in the process of agreeing the suite of indicators and of setting the associated targets and that this should take place, as far as practicable, alongside the annual budget-setting, medium-term financial planning and strategic project planning processes. The Group's Work Programme for the current financial year therefore included this as an item for its meeting in March 2018.
- 1.3 This report advises the Service Delivery Policy and Challenge Group of the proposed targets for 2018/19 against a suite of measures.
- 1.4 The targets have generally been set against either a three or five year performance average with consideration placed upon the variations in previous years data. Where appropriate, consideration has also been given to current performance against 2017/18 targets.
- 1.5 As a general point it should be noted that the occurrence of certain fires and emergencies has a random element and in statistical terms our data set is relatively small (number of incidents, etc.). In consequence, there will be natural fluctuations in data and it may be difficult in the short term to know with any certainty to what extent changes in performance indicate a real trend.
- 1.6 In 2017/18 there were gaps in the numbering of indicators (e.g. no indicators Pi07-09) as a result of previous decisions to remove certain indicators. It is proposed to re-number indicators as necessary so that no gaps exist.

## 2. Proposed Indicator Changes

### **Response Time Indicators**

- 2.1 For 2017/18 and previous years the Service has had three performance indicators for response time to incidents:
  - Pi 11 The percentage of occasions when our response time standards for critical fire incidents were met
  - Pi12 The percentage of occasions when our response time standards for road traffic collision incidents were met
  - Pi13 The percentage of occasions when our response time standards for secondary incidents were met

- 2.2 Pi 11 measures the length of time taken from mobilisation of appliances by Fire Control until there are two rescue pumps in attendance at the scene. This measure applies to all mobilisations to incidents which on the information available at time of call could have been a critical fire (e.g. data includes automatic fire alarm mobilisations which turned out to be false alarms) and where the 'pre-determined attendance' (PDA) of resources mobilised was two or more rescue pumps. A critical fire is defined as one which threatens life, structures or the environment. The measure does not include the call handling time (i.e. from when we receive the call until the Control Operator instigates the appliance turnout).
- 2.3 Whilst performance indicator Pi11 has served us well, it has a number of drawbacks:
- This measure is unique to BFRS and therefore direct 'benchmarking' against other FRS is not possible.
  - The definition of 'response time' used may not represent what the public would expect it to mean.
  - The 'two pump' criteria is inconsistent given the range of incidents covered by the measure (e.g. for persons reported house fires the PDA is three pumps).
  - Performance against the indicator is affected by data relating to incidents that were not actually 'critical fires' (e.g. false alarms, etc.).
  - Incidents successfully dealt with by the first pump before the arrival of the second are excluded by virtue of the criteria applied.
- 2.4 Pi12 measures the length of time taken from mobilisation of appliances by Fire Control until the first appliance arrives at the scene of a road traffic collision. The measure does not include the call handling time (i.e. from when we receive the call until the Control Operator instigates the turnout).
- 2.5 The definition of 'response time' used for Pi12 may not represent what the public would expect it to mean.
- 2.6 Pi13 measures the length of time taken from mobilisation by Fire Control until the first appliance arrives at the scene of the incident. 'Secondary' incidents are defined as those that are not potentially life threatening, such as lock-ins, lock-outs and animal rescues. The measure does not include the call handling time (i.e. from when we receive the call until the Control Operator instigates the turnout).
- 2.7 Whilst performance indicator Pi13 has served us well, it has a number of drawbacks:
- This measure is unique to BFRS and therefore direct 'benchmarking' against other FRS is not possible.
  - The definition of 'response time' used may not represent what the public would expect it to mean.
  - This indicator definition does not cater for the wider range of incidents now attended by FRS (e.g. co-responding, effecting entry to medical emergencies, missing persons) many of which are potentially life threatening.

- 2.8 The Government (Home Office) publishes national fire statistics annually that are drawn from the Incident Recording System (IRS) data supplied by FRS. This includes a range of response time statistics including for different incident types with data for each FRS. There are a number of potential advantages if BFRS chooses its response time performance indicators based upon those published by the Government:
- Direct 'benchmarking' and comparison against other FRS and national performance/trends is enabled.
  - Government definitions of 'response time' etc. which have been developed in accordance with the Code of Practice for Official Statistics can be adopted.
- 2.9 Having considered Government response time measures and BFRS other performance indicators the following response time performance indicators are proposed:
- Pi08 The average response time to primary fire incidents  
(based upon FIRE1005)
- Pi09 The average response time to dwelling fires  
(based upon FIRE1006)
- Pi10 The average response time to road traffic collisions  
(no direct Government equivalent)
- 2.10 The full details of what is included and excluded from each proposed measure are provided at Appendix B. Significantly, response time is measured from time of call to the time the first appliance arrives on scene and the measures do not include data for incidents that turned out to be false alarms. The Government does not publish response time statistics for FRS attendance at road traffic collisions. However, it is considered appropriate for BFRS to continue to have an indicator for this key response activity. The approach taken for the other response time indicators has been adopted for consistency.
- 2.11 It is recognised that these three response time indicators do not encompass the full range of incidents attended by BFRS. However, it is considered that performance against these indicators addresses key time critical incidents and will provide a good indicator of response time performance in general.
- 2.12 It is recommended that an attendance time target of responding within 10 minutes on average is set for both Pi08 and Pi09 and a target of within 13 minutes is set for Pi10. This broadly aligns with the current Community Risk Management Plan (CRMP). Previous Government research has recommended attendance of the first appliance within 10 minutes for dwelling fires and this standard is applied by a number of FRS. Risk analysis to underpin development of our new CRMP will explore the issue of life risk, response time and resource deployment.

### **Call Handling Indicators**

- 2.13 For 2017/18 and previous years the Service has had two performance indicators for emergency call handling:

Pi16 The percentage of 999 calls answered in 7 seconds

Pi17 The percentage of 999 calls mobilised to in 60 seconds or less

- 2.14 Historically there have been no issues in achieving the target set for Pi16 and none are foreseen going forward. It is important to answer emergency calls promptly and our Control Operators diligently address this. This target of 7 seconds becomes challenging in spate conditions or for highly visible incidents where multiple repeat calls to the same incident result in simultaneous high volumes of incoming calls. However, these situations are infrequent. When they do occur there is relatively little that can be done to immediately provide greater call handling capacity and calls may be passed to other FRS to ensure they are dealt with. It is recommended that this performance indicator is discontinued on the basis that performance is unlikely to significantly change over time unless the call handling environment also significantly changes. Performance will continue to be monitored as part of the management and supervision of Fire Control operations and any significant issues will be brought to the attention of the Service Delivery Policy and Challenge Group as appropriate.

- 2.15 Historically the target set for Pi17 was partly based on the recognition that there is a wide range of 999 calls that cannot or do not require to be dealt with in 60 seconds or less. Some 999 calls are more time critical than others. As the work of BFRS has broadened (e.g. effecting entry in medical emergencies, etc.) and the need for 'call challenge' or gathering greater information prior to making a mobilising decision has increased, the application of a single standard to all 999 calls has become increasingly less appropriate. Efficient and effective 999 call handling does however remain a vital part of our response arrangements and it is considered appropriate to retain a 999 call handling performance indicator.

- 2.16 Having considered the issues above the following 999 call handling performance indicator is proposed:

Pi 11 The average call-handling time to mobilise to primary fires

- 2.17 This indicator will measure average 'call handling' time, from time of call to time that turnout is instigated for the incidents that are included in the data set for performance indicator Pi 08 'The average response time to primary fire incidents (based upon FIRE1005)'. It is considered this will measure performance against urgent calls requiring efficient and effective call handling and provide a good indicator of emergency call handling performance in general.

3. Graphical Representation of Performance Trends
- 3.1 Appendix C provides a series of graphs to visually present how performance has changed over time for some key performance indicators. These are provided to assist members in considering data trends. Nationally produced statistics which enable comparison with other FRS are provided for fire response time.
4. Recommendation
- 4.1 That Members consider and endorse the proposed Service Delivery Performance Indicators and Targets and Information Measures for 2018/19 as set out in Appendix A.

**IAN EVANS**  
**ASSISTANT CHIEF FIRE OFFICER**

## Proposed Service Delivery Performance Indicators and Targets for 2018/19

Ref	Performance Indicator	Frequency of Reporting	BFRS Baseline Performance	BFRS Target 2018/19	Target setting Rationale
PI 01	The rate of primary fires (per 100,000 population)	Quarterly	162 (5 yr average)	157.57	Projection for 2017/18 at year end is 1095 primary fires which is higher than the average of the previous 5 full years (and 2016/17 at 1036) and may indicate a rising trend. It is recommended that the target is set at the 5 year average of 1047.
	The number of primary fires	Quarterly	1047 (5 yr average)	1047	
PI 02	The rate of fire fatalities (per 100,000 population)	Quarterly	0.34 (5 yr average)	Less than 0.45	Target carried forward from 2017/18. There is an erratic historical data pattern (fire fatalities have ranged between 0 & 6 over the last 10 years) and can include acts of suicide and other factors that it is challenging for BFRS to address.
	The number of fire fatalities	Quarterly	2 (5 yr average)	Fewer than 4	
PI 03	The rate of fires injuries (per 100,000 population)	Quarterly	3.42 (5 yr average)	Less than 3.31	Target based on a 5% reduction on the average (23) of the previous 5 full years.
	The number of fire injuries	Quarterly	23 (5 yr average)	Fewer than 23	
PI 04	The rate of deliberate (arson) fires (per 10,000 population)	Quarterly	11.91 (3 yr average)	11.72	Projection for 2017/18 at year end is 907 deliberate fires which is higher than the average of the previous 3 full years of 779 (and 2016-17 at 807) and may indicate a rising trend (in line with national picture). It is proposed that the target is set at the 3 year average of 779.
	The number of deliberate (arson) fires	Quarterly	779 (3 yr average)	779	

Proposed Service Delivery Performance Indicators and Targets for 2018/19

Ref	Performance Indicator	Frequency of Reporting	BFRS Baseline Performance	BFRS Target 2018/19	Target setting Rationale
PI 05	The rate of accidental dwelling fires (per 10,000 dwellings)	Quarterly	15.85 (5 yr average)	15.52	Projection for 2017/18 at year end is 428 accidental dwelling fires which is higher than the average of the previous 5 full years (and 2016/17 at 378) and may indicate a rising trend. It is recommended that the target is set at the 5 year average of 411.
	The number of accidental dwelling fires	Quarterly	411 (5 yr average)	411	
PI 06	The number of deliberate building fires	Quarterly	76 (3 yr average)	68	Projection for 2017/18 at year end is 60 deliberate building fires. Target based on a 10% reduction on the average (76) of the previous 3 full years.
PI 07	The percentage of occasions global crewing enabled a total of nine riders on two pump responses (wholetime)	Quarterly	96% (5 yr average)	90%	Target maintained at 90%
PI 08	The average response time to primary fire incidents	Quarterly	8.92 minutes (3 yr average)	Within 10 minutes	Based upon attendance standard set in CRMP



## Proposed Service Delivery Performance Indicators and Targets for 2018/19

Ref	Performance Indicator	Frequency of Reporting	BFRS Baseline Performance	BFRS Target 2018/19	Target setting Rationale
PI 09	The average response time to dwelling fires	Quarterly	7.97 minutes (3 yr average)	Within 10 minutes	Based upon attendance standard set in CRMP
PI 10	The average response time to road traffic collisions	Quarterly	10.32 minutes (3 yr average)	Within 13 minutes	Based upon attendance standard set in CRMP
PI 11	The average call-handling time to mobilise to primary fires	Quarterly	59 seconds (3 yr average) (13/14 – 15/16)	Within 60 seconds	Based upon attendance standard set in CRMP
PI 12	The number of 'false alarm malicious' and hoax calls mobilised to	Quarterly	152 (5 yr average)	122	Projection for 2017/18 at year end is 108 mobilisations to hoax calls which is significantly lower than the average of the previous 5 full years (and 2016/17 at 150). It is recommended that a target of 20% reduction on the the 5 year average is set.

## Proposed Service Delivery Performance Indicators and Targets for 2018/19

Ref	Performance Indicator	Frequency of Reporting	BFRS Baseline Performance	BFRS Target 2018/19	Target setting Rationale
PI 13	The percentage of 'false alarm malicious' and hoax calls not attended	Quarterly	51% (5 yr average)	56%	Projection for 2017-18 at year end is 58% of hoax calls not attended which improves on the average (51%) of the previous 5 full years (and 2016/17 at 50%). It is recommended that a target of 56% is set.
PI 14	The number of 'false alarm good intent' calls mobilised to	Quarterly	693 (5 yr average)	623	Projection for 2017-18 at year end is 643 FAGI not attended which is better than the average of the previous 5 full years (693). It is recommended that a target of 20% reduction on the 5 year average is set.
PI 15	The percentage of Building Regulations consultations completed within the prescribed timescale	Quarterly	98% (5 yr average)	95%	Target set on complying with request from external agency.
PI 16	The number of fire safety audits/inspections completed	Quarterly	1625 (5 yr average)	1800	This is a combination of the audits and inspections carried out by Fire Safety Inspection Officers and response personnel (600 & 1200). The target for inspections has been reduced by 100 compared to 17-18 to allow increased focus on business safety advocacy.

Proposed Service Delivery Performance Indicators and Targets for 2018/19

Ref	Performance Indicator	Frequency of Reporting	BFRS Baseline Performance	BFRS Target 2018/19	Target setting Rationale
PI 17	The percentage of fire safety audits carried out on high and very high risk premises	Annually	N/A	100%	Target based upon auditing all premises assessed as high/very high risk (as determined by the National Template). The number of premises in these categories fluctuates year on year.
PI 18	The rate of non-domestic fires (per 1,000 non-domestic properties)	Quarterly	7.44 (3 yr average)	6.99	Projection for 2017-18 at year end is 129 non-domestic fires which is similar to 2016/17 (126) and the average of the previous 3 full years .Target based on a 5% improvement on the average (132) of the previous 3 full years
	The number of fires in non-domestic buildings	Quarterly	132 (3 yr average)	125	
PI 19	The rate of automatic fire detector false alarms in non-domestic properties (per 1,000 non-domestic properties)	Quarterly	54.66 (5 yr average)	37.19	Projection for 2017-18 at year end is 637 calls following implementation of changes to call handling and mobilising policy for calls arising during business hours. Target of 15% reduction on 17/18 target of 782 is recommended based upon 2017-18 performance.
	The number of automatic fire detector false alarms in non-domestic properties	Quarterly	965 (5 yr average)	665	

Proposed Service Delivery Information Measures for 2018/19

Ref	Performance Indicator	Frequency of Reporting	BFRS Baseline Performance	BFRS Target 2018/19	Target setting Rationale
Inf01	The number of road traffic collisions attended	Quarterly	382 (5 yr average)	n/a	For information only
Inf02	The number of people killed or seriously injured in road traffic accidents (Partnership Indicator)	Quarterly	207 (5 yr average)	n/a	For information only (Data not available for 2016/17)
Inf03	The number of water related deaths	Quarterly	2 (5 yr average)	n/a	For information only
Inf04	The number of water related injuries	Quarterly	1 (5 yr average)	n/a	For information

## APPENDIX B – Performance Indicator Scope

### Pi08 The average response time to primary fire incidents (based upon FIRE1005)

Response time measures the minutes and part minutes taken from time of call to time of arrival at the scene of the first vehicle.

**Primary fires** are generally more serious fires that harm people or cause damage to property and meet at least one of the following conditions:

- any fire that occurred in a (non-derelict) building, vehicle or (some) outdoor structures.
- any fire involving fatalities, casualties or rescues.
- any fire attended by five or more pumping appliances.

This indicator includes all incidents where:

- Incident category is 'Fire'.
- The incident meets the definition of 'Primary fires'.

This excludes all incidents where:

- The FRS was not Bedfordshire.
- There was heat and smoke damage only.
- A road vehicle involved in fire was abandoned.
- The location of a fire was derelict.
- BFRS learned of the fire when it was known to have already been extinguished. Such incidents are known as 'late calls.'
- The response time was less than 1 minute or greater than 1 hour.

The last two of these exclusions have been applied to avoid erroneous data or exceptional incidents from skewing the averages.

### Pi09 The average response time to dwelling fires (based upon FIRE1006)

Response time measures the minutes and part minutes taken from time of call to time of arrival at the scene of the first vehicle.

**Dwelling fires** are fires in properties that are a place of residence i.e. places occupied by households such as houses and flats, excluding hotels/hostels and residential institutions. Dwellings also includes non-permanent structures used solely as a dwelling, such as houseboats and caravans

This indicator includes all incidents where:

- Incident category is 'Fire'.
- The incident meets the definition of 'Primary fires'.
- The property category is dwelling.

This excludes all incidents where:

- The FRS was not Bedfordshire.
- There was heat and smoke damage only.
- The location of a fire was derelict.
- BFRS learned of the fire when it was known to have already been extinguished. Such incidents are known as 'late calls'.
- The response time was less than 1 minute or greater than 1 hour.

The last two of these exclusions have been applied to avoid erroneous data or exceptional incidents from skewing the averages.

**Pi10 The average response time to road traffic collisions (no direct Government equivalent)**

Response time measures the minutes and part minutes taken from time of call to time of arrival at the scene of the first vehicle.

This indicator includes all incidents where:

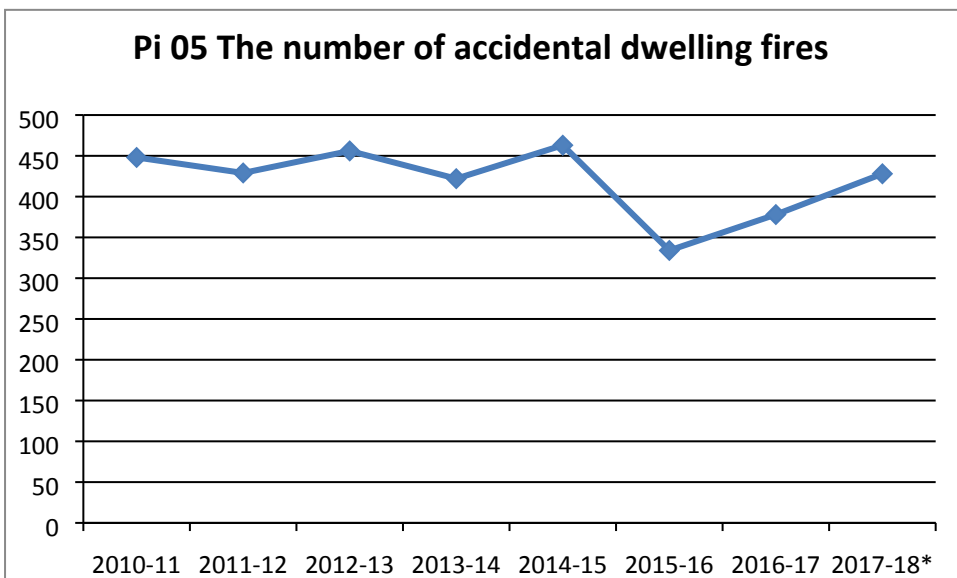
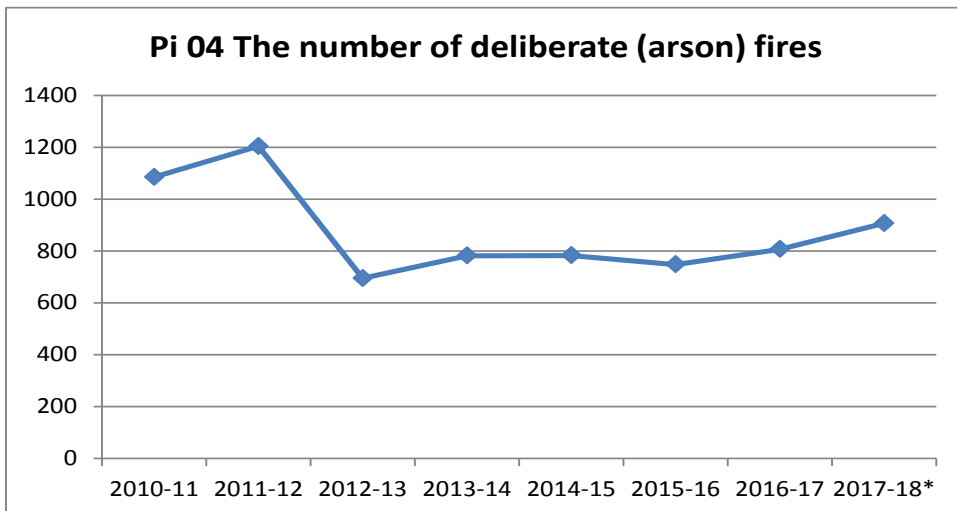
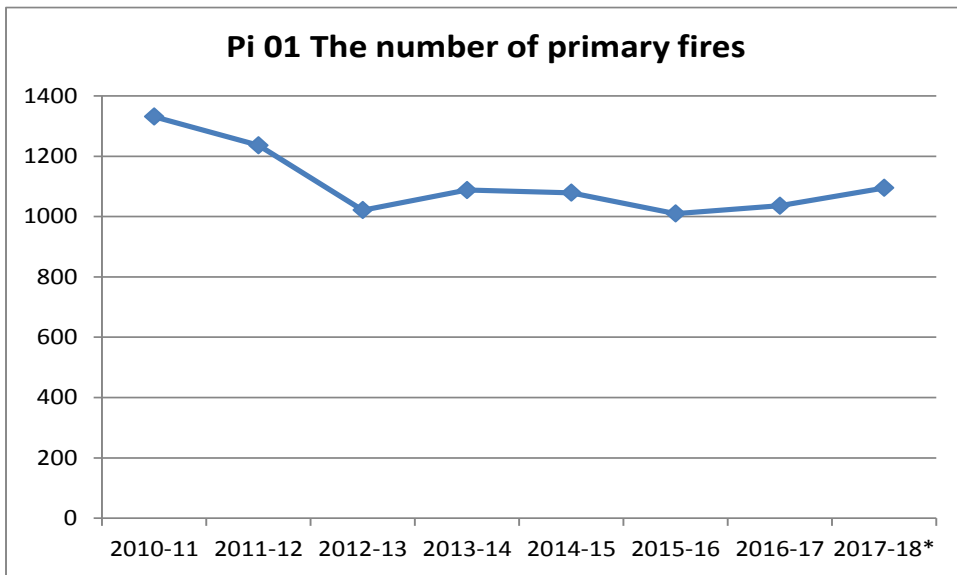
- Incident category is 'Special service'.
- The incident IRS classification is RTC.

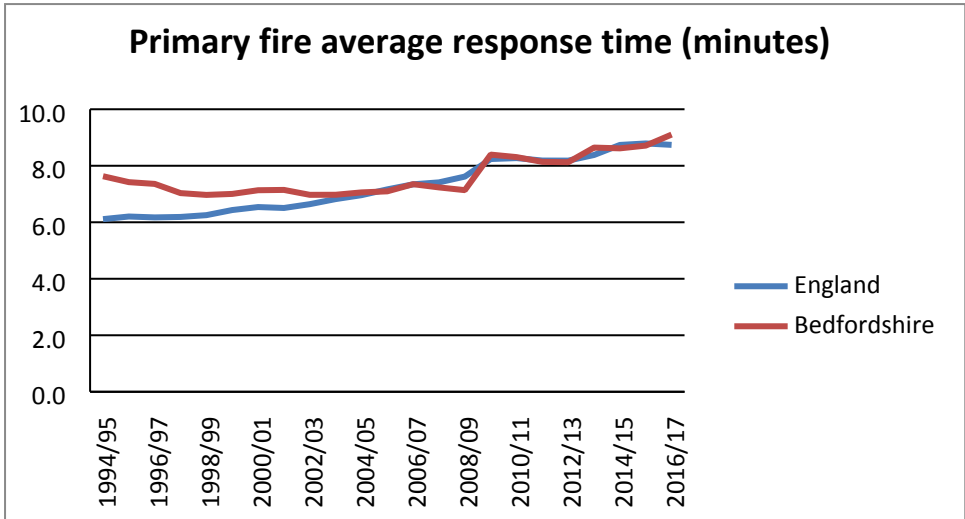
This excludes all incidents where:

- The FRS was not Bedfordshire.
- The response time was less than 1 minute or greater than 1 hour.

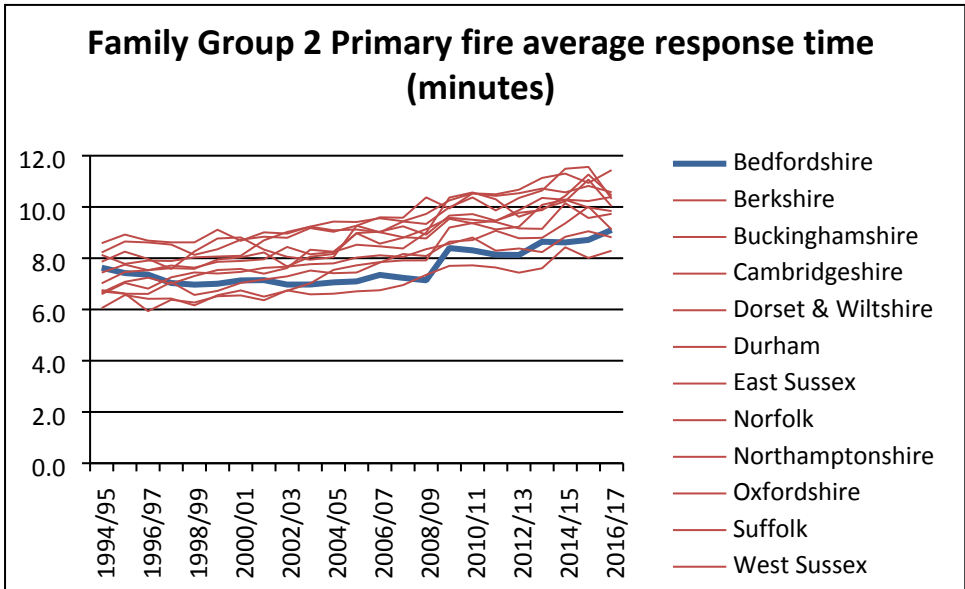
The last of these exclusions has been applied to avoid erroneous data or exceptional incidents from skewing the averages.

## APPENDIX C - Graphical Representation of Performance Trends

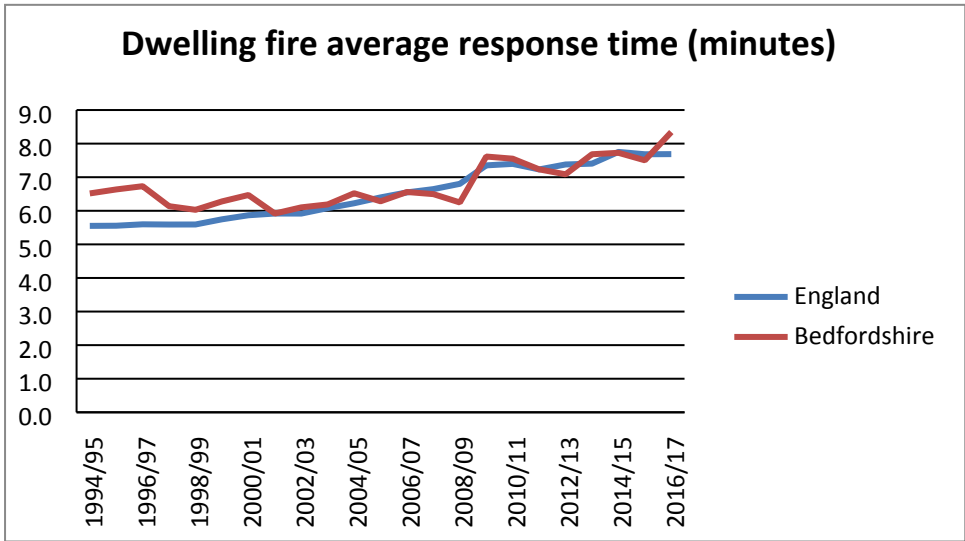




(Source Home Office Fire Statistics)



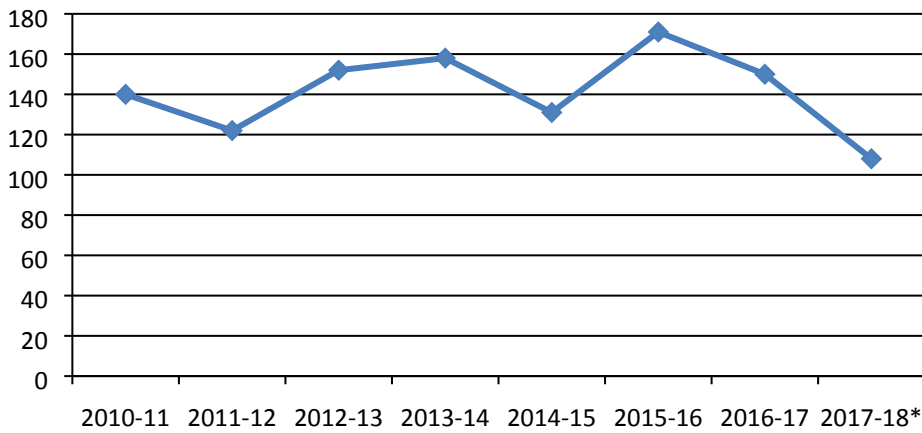
(Source Home Office Fire Statistics)



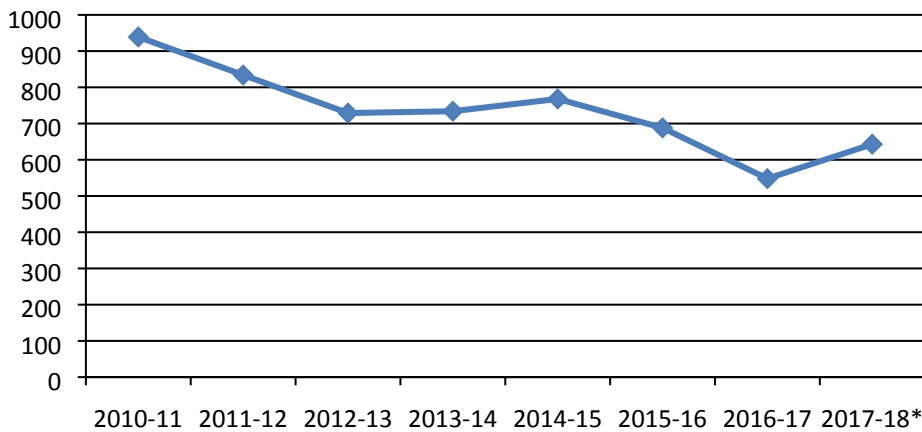
(Source Home Office Fire Statistics)



**Pi 12 The number of 'false alarm malicious' and hoax calls mobilised to**



**Pi 14 The number of 'false alarm good intent' calls mobilised to**



**Pi 19 The number of AFD false alarms in non-domestic properties**

