



Overview and Audit Committee 20 November 2019

2018-19 Annual Performance Monitor

Summary

Overall the balanced scorecard shows continuing constraints on our ability to secure budget growth. Despite this, the Service remains operationally successful. We have achieved a reduction in the average attendance time through continued flexibility and optimisation of our resources based on demand and informed by risk.

Against a backdrop of an increasing population, we have achieved a continued reduction in the number of accidental dwelling fires (a key area for focus as this is typically where fire deaths occur). However, non-domestic building fires saw a slight increase in number. This small increase follows on from an exceptionally good year and continues to follow a positive long-term trend.

The number of deliberate fires continue to increase. This is a national trend which is also being experienced in our Service area. Buckinghamshire and Milton Keynes still have one of the lowest numbers of deliberate fires per head of population when compared with similar Service areas.

Introduction

This is the end of year performance report for 2018-19. It monitors the Authority's activities and outcomes in delivering the Strategic Objectives we set in our 2015-20 Corporate Plan.

This monitor provides Members with an overview of performance.

Buckinghamshire Fire & Rescue Service (BFRS) continues to perform strongly whilst maintaining a cost-effective service for the public. We have continued to be innovative in our approach to delivery of core services. Our workforce, and the changes we have made, have made this possible and we continue to explore further opportunities for innovation and good practice to ensure that we can continue deliver a first-class service to the communities we serve.

Performance Highlights

The performance highlights show some areas of improved performance but also show some areas where we need to improve our focus to try and reverse trends. Some of these trends are not always fully within our control as they depend on

socio-economic and environmental factors over which we have little, if any, influence.

These include:

- A population that is ageing, growing and diversifying;
- Busier than ever roads;
- Continued constraints on fire service funding from Government and restrictions on the amount allowed that we are allowed to raise from Council Tax, and;
- The impact of climate change on weather patterns.

Key performance indicators 2018-2019

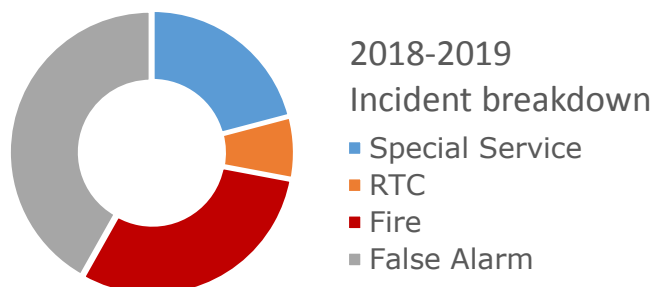
- In total BFRS attended 7,982 incidents, this compares to 7,745 in 2017-18. This is a three per cent increase (nationally there has been a two per cent increase in the same period);
- Accidental Dwelling Fires reduced by eight per cent (nationally there has been a four per cent decrease);
- Fire related fatalities reduced and fire related injuries marginally increased;
- Customer satisfaction remains high with over 90 per cent of those surveyed satisfied with our services;
- Average attendance times reduced by three seconds;
- We remain the lowest precepting combined fire authority in the country;
- There was a five per cent increase in primary fires in non-domestic properties;
- There has been a nine per cent increase in false alarms;
- There has been an eight per cent increase in deliberate fires.

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Overall Incidents

In 2018-2019 BFRS attended 7,982 incidents. This was a three per cent increase on 2017-2018. Again, BFRS saw changes in the profile of incidents attended.



It can be seen from the above graph that a significant proportion of incidents attended continue to be false alarms. While we still see many benefits of our approach (explained in a later section in this report) we shall be reviewing this as part of our next Public Safety Plan. Attendance at non-fire related incidents continues to grow as a proportion, even after a busy summer of secondary fires due to the weather.

The table below details the increase of non-fire and non-RTC based incidents. In particular, the increase can be seen in terms of how we assist other agencies, such as effecting entry and exit and attending medical incidents. These result from collaboration and expansion the range of our operations to assist the public when they need us.

Overall there has been an 82.5% increase in our attendance to other types of incident since 2010.

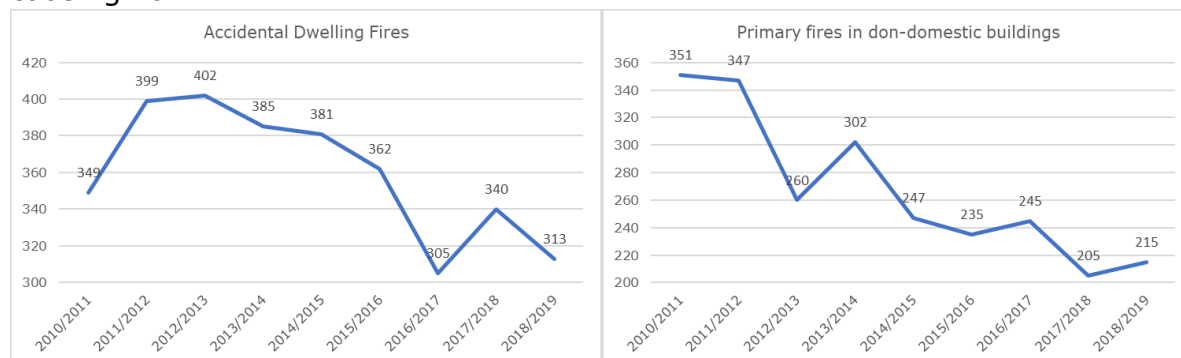
	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019
Advice Only	23	17	23	50	43	29	17	16	10
Animal assistance incidents	69	64	59	74	58	46	55	75	42
Assist other agencies	38	44	44	50	56	65	60	74	108
Effecting entry/exit	165	152	170	202	164	214	216	330	381
Evacuation (no fire)	3	6	3	7	7	3	12	8	8
Flooding	186	172	144	241	136	138	230	251	222
Hazardous materials incident	21	25	21	17	32	51	51	67	61
Lift release	77	77	81	70	70	68	102	136	123
Making safe (not RTC)	29	28	32	62	37	34	37	32	37
Medical Incident	4	7	14	9	6	1492	1152	689	384
No action (not false alarm)	39	41	36	38	32	80	86	80	71
Other rescue/release of persons	73	86	64	76	57	26	29	41	37
Other Transport incident	10	16	13	12	8	22	15	28	7
Removal of objects from people	52	61	53	68	62	62	57	56	50
Removal of people from objects						29	28	20	35
Rescue or evacuation from water	7	10	24	10	10	8	6	19	13
Spills and leaks (not RTC)	75	73	57	68	55	27	30	35	28
Suicide/attempts	15	13	22	14	19	8	19	29	28
Other	28	20	20	16	8	17	19	22	23
Total	914	912	880	1084	860	2419	2221	2008	1668

Primary Fires

Indicator Description

Primary fires are generally more serious fires that occur in property and vehicles.

The largest single type of primary fire occurs in the home and the prevention of these is a key focus for the Service. These have the greatest likelihood of causing harm.



For reporting purposes, we measure the following categories:

- Accidental Dwelling Fires; and,
- Non Domestic Building Fires.

In 2018-19 there were 324,767 domestic properties (an increase of 3044¹) within Buckinghamshire and Milton Keynes and 22,378 non-domestic properties (an increase of 172). The overall population rose to 803,439².

Injuries and fatalities caused as a result of fire are commented on later in this report.

Performance Activity

The number of accidental dwelling fires declined to 313 - eight per-cent fewer than in 2017-18. The decline in numbers continues the positive trend that has been achieved since 2010/11 when there were 349 fires (with a peak of 402 in 2012/2013).

Last year there was a small increase in primary fires in non-domestic buildings (up from 205 to 215). Despite this, we continue to report a positive trend over the six-year period when in 2013-14 there were 302 fires.

BFRS continues to pursue a range of activities to promote community safety and extend the fire safety message through local and national fire safety campaigns.

¹ CiPFA FIRE 2018 Provisional Statistics

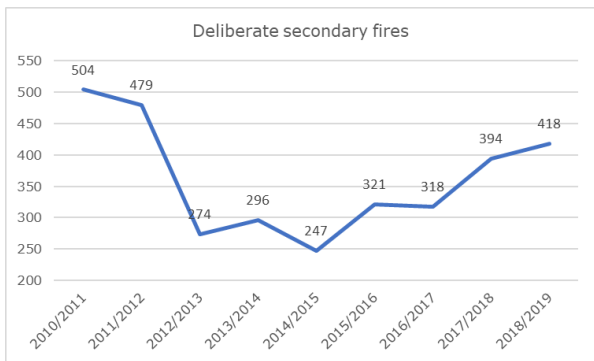
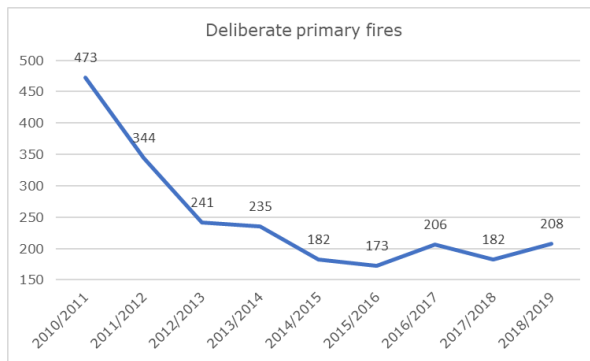
² ONS mid-year population estimates 06/2018

Our targeted approach to community safety based upon trend analysis and historical data to predict future incidents, has assisted us in identifying the most vulnerable members of our communities. This has led us to move away from the traditional approach of identifying areas of deprivation, enabling resources to be focused more specifically on individuals who data indicates are at a higher level of risk from fire. This has been supported by ensuring that agencies referring people into the Service have a good understanding of what constitutes a domestic fire risk.

The table below shows our performance since 2010 in respect of primary fires. We have reduced them in all areas.

	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019
Building	783	810	728	748	677	643	594	587	576
Road Vehicle	469	354	315	319	289	285	316	253	310
Outdoor	186	174	125	115	100	90	79	106	127
Other transport vehicle	2	3	2	1	1	5	3	1	1

Deliberate Fires



Source: BMS (Viper) 08/2019

Indicator Description

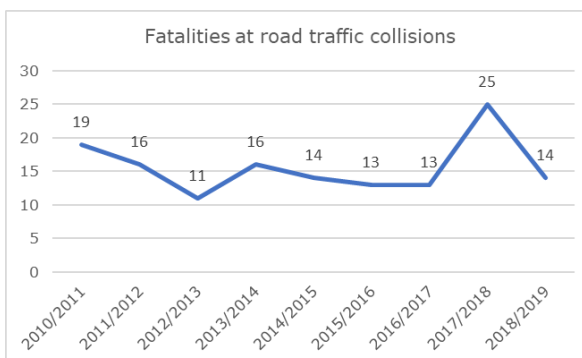
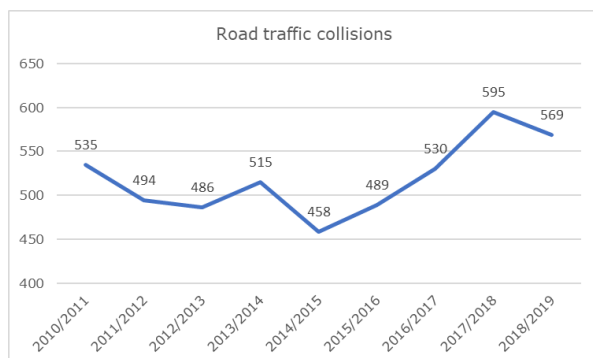
The number of deliberate fires for Buckinghamshire and Milton Keynes was 626 in 2018-19 - an increase of eight per cent on the previous year. The pattern over the past five years continues to project an upward trend. Nationally there has been an increase in arson and criminal damage which is reflected in the national crime statistics for England and Wales.

Deliberate primary and secondary fires in Buckinghamshire and Milton Keynes have increased by 46% over the last four years compared with a national increase of 21%. However, whilst the Service recognises that the trend is not a positive one over a four-year period, when looking over a longer period (since 2010), BFRS has seen an overall reduction in deliberate fires of 36%, this is compared with the national reduction of 26%.

Performance Activity

The Service has supported work undertaken by Thames Valley Police and other agencies to reduce the demand placed on it by known high intensity users. The Firewise intervention program addressing deliberate fire-setting behaviour has been reinvigorated and extended to include interventions for vulnerable adults. In addition to the Year 5 education engagement program, where a pattern of deliberate fires has been identified, targeted assemblies have been delivered in local schools to draw children's attention as part of a behaviour change program.

Road Traffic Collisions



Source: BMS (Viper) 08/2019

Indicator Description

This data shows the number of fatalities that result from road traffic collisions (RTC) that we are called to attend. It does not include figures from other partner agencies for incidents that we did not attend.

Performance Activity

While the amount of traffic on our roads continues to increase, the number of those killed and seriously injured following road traffic collisions has remained constant for the last five years at around 13 to 14 individuals. In 2017-2018 there was a spike due to a multiple fatality incident on the M1 in August 2017.

We continue to deliver a number of pro-active prevention schemes to support road safety. There are more specific education talks and an interactive theatre presentation for those in Key Stage 5 in school, at college or completing an apprenticeship who are about to start driving, which is based upon the number of young drivers killed or seriously injured over recent years. Also the Service works closely with driving examiners and uses this relationship to deliver road safety messages to newly-qualified drivers who are at a higher risk of being involved in a road traffic collision.

'Biker Down' is an initiative designed to improve motorcycle riders' knowledge of collision prevention, immediate emergency aid and scene management if they are involved in crash.

	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019
Fatalities - RTC	19	16	11	16	14	13	13	25	14
Serious Injuries - RTC	101	88	82	111	85	85	89	83	82
Slight Injuries - RTC	255	238	231	284	245	245	234	324	280

Fire Injuries and Fatalities

Indicator Description

This indicator includes cases where the cause of death has been identified as fire related even if the death occurs sometime after the incident.

The number of fire deaths has remained constant for the last five years with an average of three deaths per year.

The current population in Buckinghamshire & Milton Keynes is 803,439³. Two fire related deaths occurred in 2018-19 which equates to 0.2489 deaths per 100,000 head of population.

A longer term trend for decline in accidental dwelling fires correlates with continuing low number of accidental dwelling fire related injuries with 27 recorded in 2018-19.

The total number of fire related injuries in non-domestic premises in 2018-19 was six. Although this was an increase on the last two years it is not statistically significant. Non-domestic buildings cover a wide range of buildings and structures including offices, care homes, hospitals and also buildings that are not subject to the Regulatory (Fire Safety) Reform Order.

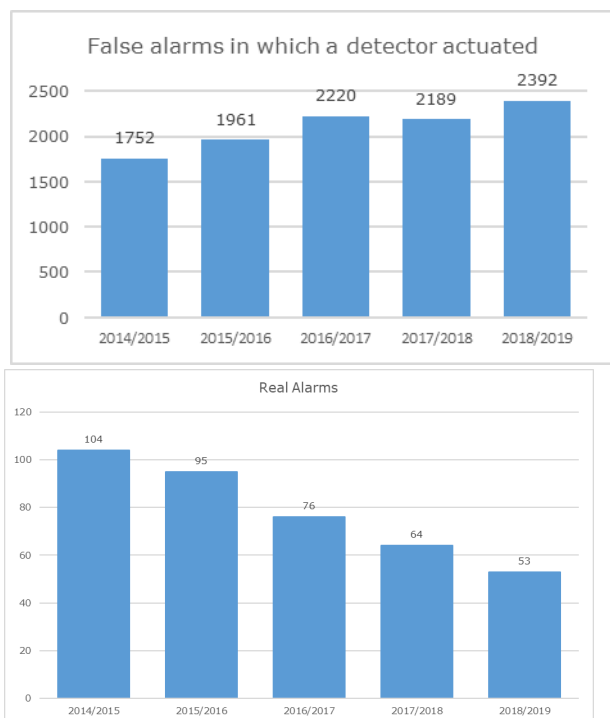
Performance Activity

Although the number of fire fatalities remains relatively low, we have nonetheless been able to identify the main underlying causes. From this information the Service has evaluated how best it can further decrease the number of fire fatalities.

By working with partners such the NHS, who supply details of over-65s in the 'Exeter Database', we are able to focus our prevention resources and activities on those most vulnerable to a range of domestic risks. We continue to develop our use of commercially available data sources to help us identify those most at risk in the communities we serve. We have identified that those killed or injured in fires are very usually over 55 years of age. Characteristics around physical incapacity and dependencies on medication, drugs and / or alcohol are often common factors. As the population increases and ages significantly, we can expect upward pressure on fire incident numbers and casualties.

³ ONS mid-year population estimates 06/2016

False Alarms and Real Alarms



Source: BMS (Viper) 08-2019

Indicator Description

Fire alarms and fire detection systems are fundamental to providing early warning of fire, giving people the chance to evacuate in a safe manner. To ensure they are effective they must be installed and maintained properly to avoid activation when there is no fire situation. In 2018-19, only 546 of the 2,392 incidents were identified as being a false alarm due to the system itself.

The trend in false alarms continues to increase year on year due to the increase in new building numbers in the Buckinghamshire and Milton Keynes area.

A real alarm is classed as an incident that we were mobilised to as a result of an automatic fire detection system and we had to undertake a firefighting intervention as a result. This shows both the value of these systems and also our early attendance.

Performance Activity

This Service is almost unique in attending automatic fire alarms and uses the opportunity to positively engage with businesses to create safer systems of work whilst over time reducing the demands on the Fire Service. This approach aligns with the government's desire for public services to support commerce appropriately.

Whilst there continues to be a slight increase year on year in the number of attendances at automatic fire alarm incidents, these are used as positive

opportunities to engage with business as evidenced by the continued decrease in primary fires and fire injuries in commercial premises.

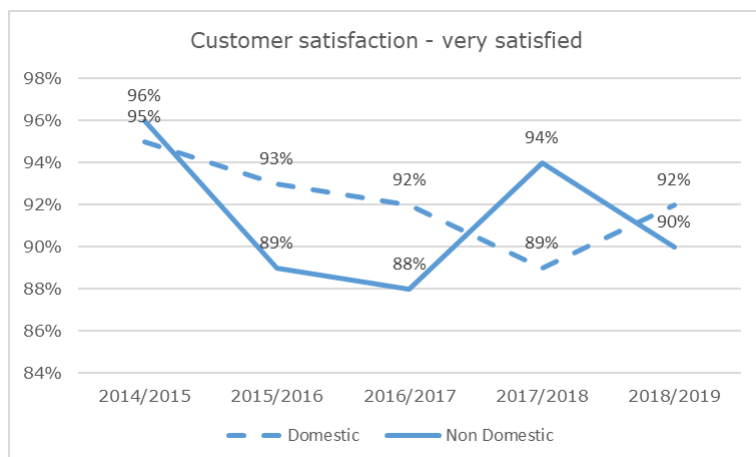
We are currently developing our 2020-2025 Public Safety Plan. In the Autumn of 2018, we undertook some public engagement to help start shaping our thinking. One of the outcomes of this was support from the public to review our policy of attending all activations of automatic fire alarms, but in general they were supportive of the overall aims. A proposal to undertake this review will be included in the public consultation.

We continue to employ a full-time specialist who works with business to reduce false alarms which reduces the impact on business and the demand on us.

The table below shows that overall we are still below where we were in 2010-11.

	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019
Apparatus - Animal				2	1	1	4	1	
Apparatus - Contaminants	306	308	276	245	293	234	293	277	278
Apparatus - External factors	17	19	28	23	24	16	24	32	39
Apparatus - Human	512	435	426	505	474	697	834	857	1027
Apparatus - System	699	539	650	632	642	631	635	582	546
Apparatus - Unknown	366	370	318	308	318	382	430	440	502
Good Intent - Fire	1100	1121	1146	942	1023	709	719	743	667
Good Intent - Special Service	257	156	67	108	50	65	71	102	111
Malicious	129	105	122	126	104	93	114	110	170
Total	3386	3053	3033	2891	2929	2828	3124	3144	3340

Customer Satisfaction



Source: BMS (Viper) 08-2019

Indicator Description

After the incident questionnaires are sent following incidents at domestic and non – domestic premises (except where serious injury/ fatality or significant damage has occurred). The questionnaires are returned to Opinion Research Services (ORS) who analyse the returns and publish the results. BFRS continually remain in the 90 per-cent plus brackets for customer satisfaction in both domestic and non-domestic.

In 2018-19 98 per cent of domestic customers were either fairly satisfied or very satisfied with services received. 100 per cent of non-domestic customers were either fairly satisfied or very satisfied.

Performance Activity

Customer satisfaction is monitored by a third party on the Service's behalf and it remains at a high level. From this feedback it would appear that it is not linked to the time taken by the Service to have an appliance on scene.

Response

Indicator Description

Our strategic aim is to provide a timely and proportional response to incident by allocating our assets and resources in relation to risk and demand.

Attendance times are important to us because:

- Faster attendance times may result in a better outcome for persons and property;
- Attendance times provide us with benchmarking data for resource and risk modelling;
- Attendance times allow us to identify areas for improvement as well as change in the make-up of the county;
- Allow the public to have an informed expectation.

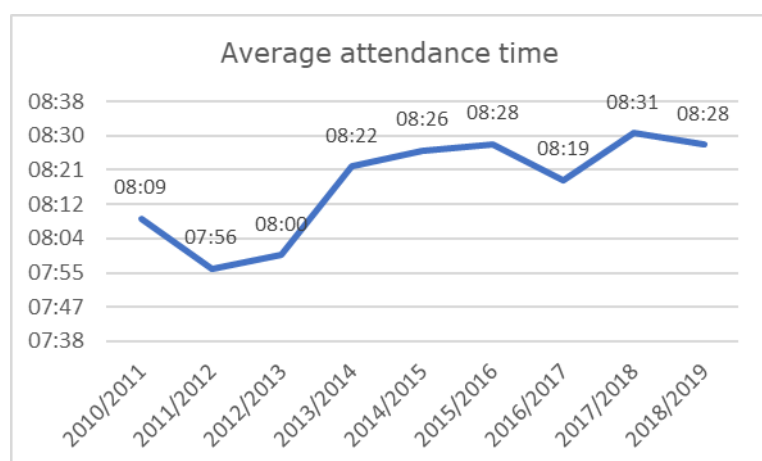
However, attendance times are not the full picture:

- Attendance times do not include any delay prior to the call being made;
- Attendance times do not identify if the resources sent were appropriate or proportionate;
- Attendance times do not identify how performance of crews at an incident affected the outcomes.

These key areas are subject to challenge and scrutiny through our operational assurance activities.

The stated Service objectives are:

- We strive to achieve an average attendance time no worse than ten seconds more than the average of the previous five years.
- We strive to improve attendance time through continuous service improvement.



Source: BMS (Viper) 08-2019

Performance Activity

The move to the Thames Valley Fire Control Service, which also serves Royal Berkshire and Oxfordshire fire and rescue services, has supported our aim in

improving attendance times. The introduction of Automated Vehicle Locating System (AVLS) now ensures that the nearest appliance will attend the incident irrespective of traditional Service boundaries. The positive benefit of this can be seen with an average time of 8 minutes 28 seconds for the first resource to be on-scene. This is a three second reduction on last year.

BFRS has placed display screens in fire stations which shows live data to crews about their performance. This data includes information about their turn out and attendance times which has led to improvements. This also allows them to assist in improving data quality by spotting data errors which they can report to Thames Valley Fire Control.

In 2017-18 we changed the balanced scorecard to reflect the evolution of our resourcing and crewing strategy. We have found that simply focusing on our on-call availability or the number of incidents per main appliance doesn't provide the assurance or reflect the overall performance of this strategy.

Figure 1.1 (below) shows the number of appliances available for immediate response to emergency incidents during the day and night in 2018/19. This is an important factor in ensuring we can maintain our attendance times (we achieved a three second reduction in 2018/19 compared with 2017/18). While twelve appliances has been shown to be sufficient to meet up to 99% of our typical demand (with the correct geographical distribution), we continue to aim for 15 as this provides greater assurance that we can maintain our attendance times. Maintaining 15 appliances has been more challenging this year and the Services is actively increasing the firefighter establishment to support appliance availability.

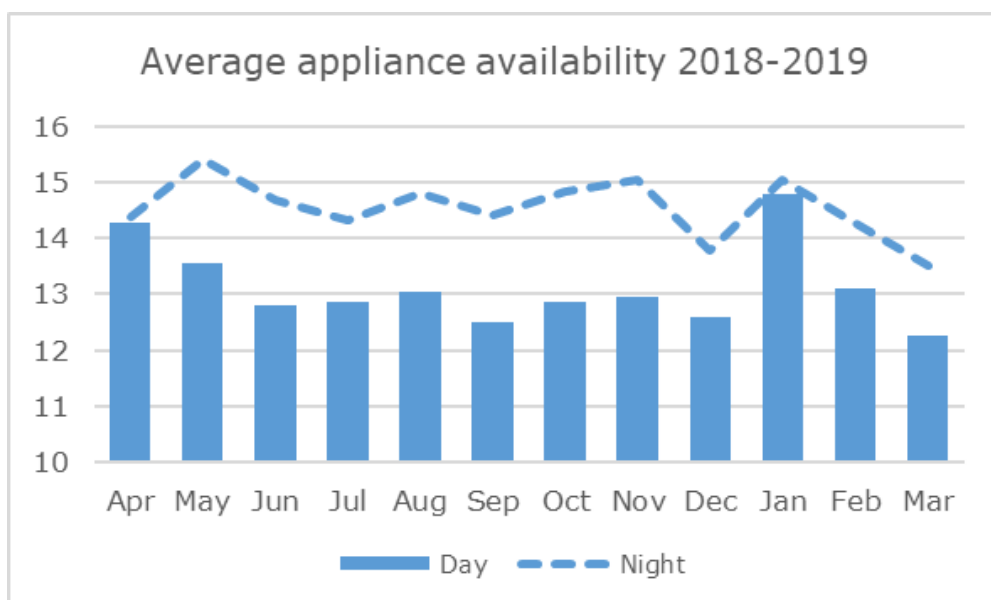


Figure 1.1 - Source: RMT 08-2019

Since moving to the Thames Valley Fire Control Service (April 2015), we continue to look at our requirements for efficiently resourcing for day-to-day demand and in-frequent risk (*Figure 1.2*).

This analysis has enabled us to ascertain that up to nine appliances deployed simultaneously were sufficient to meet demand on 99 per-cent of occasions between April 2018 and Mar 2019. The risk identified during this same period suggests that between 10 and 33 appliances are likely to be deployed simultaneously on the remaining 1 per-cent of occasions. It is this 'in-frequent' risk that represents a challenge for the Service in terms of resourcing efficiently and we have been able to mitigate this through the flexibility and innovation of our workforce.

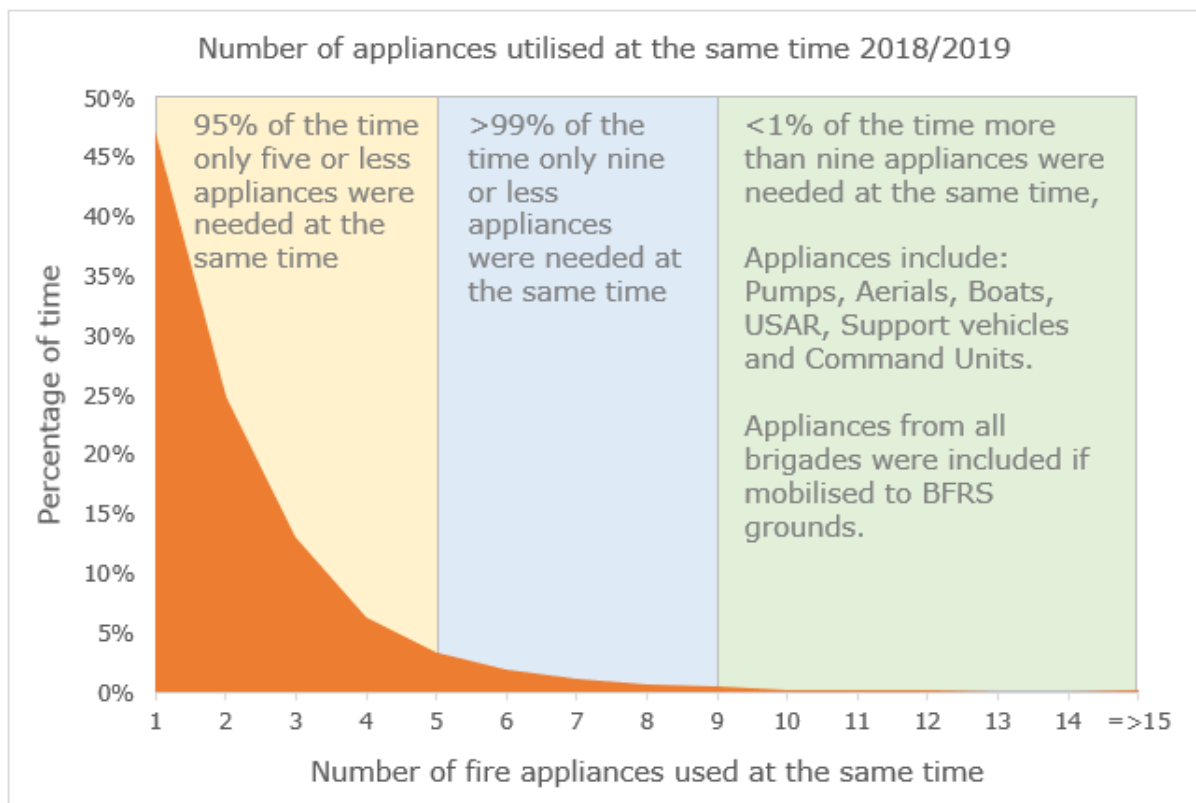
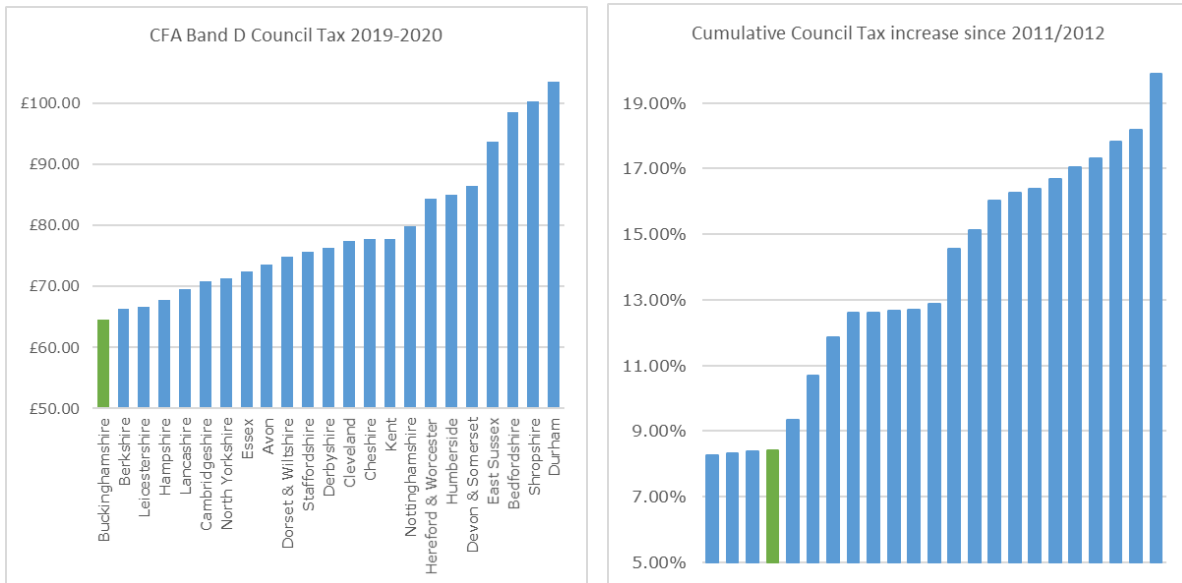


Figure 1.2 - Source: Data Intelligence Team – IRS/Vision 08-2019

Finance



Indicator Description

The Authority's financial performance is measured in comparison with other Services which share the same governance model. This provides an accurate comparison of both the funding model and funding strategy for fire and rescue services.

To ensure consistency, financial performance is also measured relative to population size for both the national average of all fire and rescue services as well as combined fire authorities alone.

Performance Activity

Buckinghamshire and Milton Keynes Fire Authority continues to be the lowest precepting Combined Fire Authority based on Band D Council Tax. In terms of all fire and rescue services it features third from lowest with only two major metropolitan services charging less in terms of council tax.

Due to a long period of constraint on increasing council tax (including a reduction of one per cent in 2014/15), the Authority continues to be amongst the lowest in terms of council tax increases since 2011/12.

End of Report.