



# Local Target Setting: the development of a risk based model and toolkit for the fire and rescue service

**Fire Research Series 4/2008**



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# Chapter 1

## Introduction

### 1.1 Purpose of this document

This document presents the process by which *The Local Target Setting Toolkit* was developed. The work was carried out in two main phases.

The first phase involved developing the content of the Toolkit by:

- Researching the background to this work
- Consulting with three Fire and Rescue Services (FRSs) namely Greater Manchester FRS, West Midlands FRS and Dorset FRS members of Government Office and Communities and Local Government.

The second phase of work involved producing the Toolkit, this section of work consisted of:

- Producing the draft Toolkit
- Consulting FRSs on the draft Toolkit, including:
  - two workshops attended by approximately 100 FRS personnel
  - consulting with Dorset and Greater Manchester FRSs directly
- Amending the Toolkit in light of comments from Communities and Local Government and FRSs.

### 1.2 Background to the work

#### **What are Local Area Agreements**

Local Area Agreements (LAAs) are three year formal agreements between a Local Strategic Partnership (LSP) and central government that set out the priorities for that particular area. LAAs are currently made up of four core areas of work, including:

- Children and young people
- Safer and stronger communities
- Healthier communities
- Older people and Economic Development (to include the environment from 2008).

These themes may be continued once the new LAAs are initiated, however, funding will not be split by theme.

Where FRSs have already participated in LAAs, they have tended to be involved within the core area of safer and stronger communities to reduce fires and arson and increase fire safety in the home.

There are (since October 2007) 198 indicators covering the full range of LSP issues, on which LSPs will be required to report. Each LSP will be required to set targets for a maximum of 35 indicators (in addition to 18 education targets) for areas of poor performance; these indicators will be the formal agreements (the LAAs) between the LSP and central government. They may choose to set additional targets for other indicators within the set or in other areas reflecting local priorities.

Given that there are numerous other areas of social problems or issues other than fire, there is a possibility that fire targets may be re-prioritised due to the limited number of agreements. However, as explained in more detail later in this section previous research (Smith, Wright and Solanki, 2006<sup>1</sup>) has shown that dwelling fire risk is associated with other social factors such as deprivation. Therefore, there may be an argument for FRSs to demonstrate the association between fire and other social factors that could have a wider impact on the local community.

During an on-going Communities and Local Government project to evaluate the Home Fire Risk Check (HFRC) initiative, discussions were held about targeting, HFRC methods and other sources of funding for HFRC. The discussions revealed that some FRSs had secured LAA funding by demonstrating the link between specific categories of fire risk and other community issues, particularly malicious car fires, arson as well as dwelling fires. This raises the question of whether the previous work needs to be iterated to better match the demands of LAAs.

### **Link between socio-demographics and fire risk**

A series of studies have indicated that there is an association between dwelling fire risk and deprivation, as well as other socio-demographic factors, in particular being single. For example the aforementioned work for Communities and Local Government 'Socio-demographic factors and dwelling fire risk and FRS performance' investigated the possible association between socio-demographic factors using metrics such as Census and Indices of Multiple Deprivation (IMD) and dwelling fires. The results from the research found that:

- There was a strong association between deprivation from the IMD data and dwelling fires
- The census variables identified as being strongly associated with dwelling fires were Lone parent with dependent child (ren); Caribbean/African and other black; Never worked; Single adult household; Age 70 years and over.

<sup>1</sup> Smith R., Wright M. and Solanki A. (2007). Analysis of fire and rescue service performance and outcomes with reference to population socio-demographics, Communities and Local Government (unpublished).

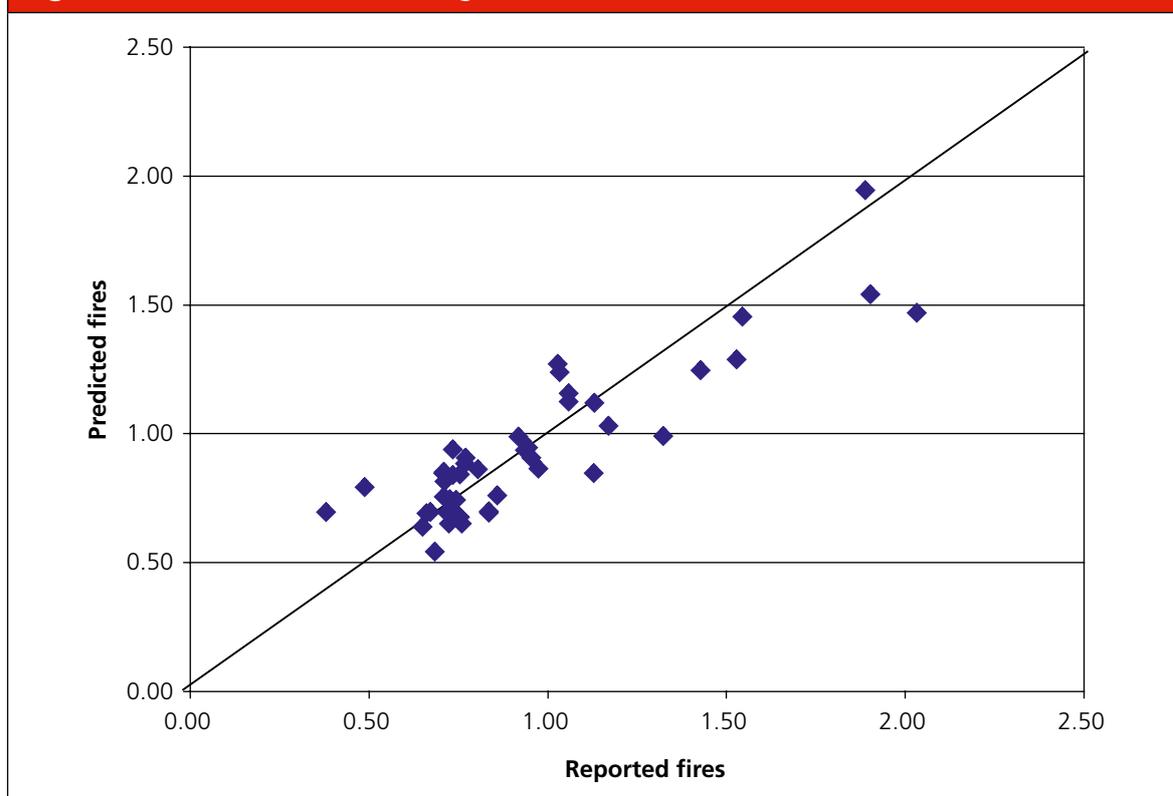
The work also found similar associations between these socio-demographic factors and the incidence of dwelling fire casualty.

### Current inequality in targeting

When the rate of fire in any one FRS is compared against the national average it is clear that there are significant inequalities in the rate of dwelling fire associated with the aforementioned socio-demographic factors. Figure 1 presents the relative rate of dwelling fire, drawing on the 2006 study. All reported (using 2002-2004 data) and predicted (using the census regression model) rates of fire are presented as a fraction of the average rate of fire in England.

The figure plots rates for 46 English FRSs. The figure shows that there is a four fold variation in the rate of predicted and the rate of reported dwelling fires. The highest reported rate is twice the national average whilst the lowest reported rate is less than half the national average. A similar range is found using the predicted rates of fire, indicating that the range in the rate of fire is associated with the socio-demographic profile of the population within each FRS.

**Figure 1:** Relative rates of dwelling fire

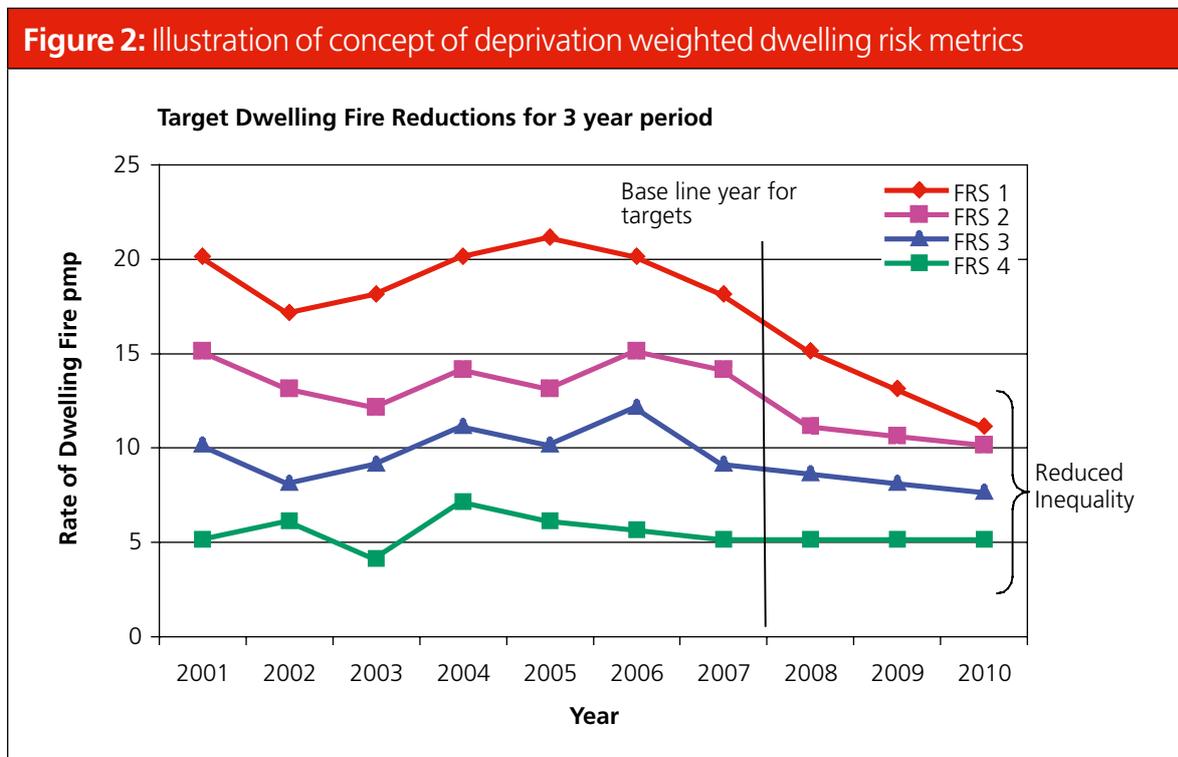


Previous work carried out by Greenstreet Berman and Mott McDonald<sup>2</sup> suggested that the recognition of an association between deprivation and the incidence of dwelling fire and fire casualties coupled with the wide range in the incidence of fire raises the option of a 'risk' or 'deprivation' weighted set of dwelling fire metrics. The concept could be to set more 'stretching metrics' for FRSs (and/or Local Authorities) where the dwelling fire risk is higher than the national average than in areas where the risk is lower. This could serve the purpose of reducing the level of inequality in the incidence of fire experienced by the more deprived and disadvantaged sections of the community.

The concept of socio-demographic risk weighted targets, or what could be termed deprivation weighted targets, is illustrated in Figure 2. The figure uses hypothetical data for four FRS. The four FRS have different rates of dwelling fire in the period 2000-2004. FRS A with the highest rate of dwelling fire is given a target to (say) reduce the rate of fire by half, FRS B (with the second highest rate) has target to reduce rate of fire by (say) 40 per cent, FRS C with a lower rate of fire has a target of ~17 per cent and the FRS D with the lowest rate of fire has a target to reduce the rate of fire by ~6 per cent. The hypothetical example applies the target over a 10 year period, at the end of which the 'inequality' in the rate of fire is far less than at the base line year.

It was proposed that a formula should link targets to the baseline level of risk. This baseline level of risk is compared to the risk criteria embedded in FSEC.

**Figure 2: Illustration of concept of deprivation weighted dwelling risk metrics**



<sup>2</sup> Stone M., Cooper D. and Wright M. (2007). Risk based performance measurement in the Fire and Rescue Services. Report for Communities and Local Government (unpublished).

The research carried out by Greenstreet Berman and Mott MacDonald found that there was a high level of inequality between the FRS's rates of fire at the time. The FRS target stated that no FRA area should experience more than 1.25 the national average in dwelling fires. However, this research showed that some FRSs have a much higher level of dwelling fires because of their individual socio-demographic make-up.

### 1.3 Key issues for this study

The present study needed to address the following issues:

- The Fire and Rescue Service previously had a single PSA target which was assessed at level of FRSs and nationally. The new LAA framework raised the question of whether the metrics need to be modified to fit within the new framework. For example, how can areas of notable inequality of risk be identified in context of LAAs?
- The previous fire Public Service Agreement (PSA) was assessed at the level of FRSs. The new LAA framework envisages area based assessment and shared targets
- Identify how targets can be linked to baseline risk
- The previous PSA was for fire deaths. With a focus on shared targets, measures were needed for other areas, such as Road Traffic Collisions (RTCs).

Advice and tools needed to be developed so that they could be used by FRSs in setting local targets and in negotiations with other stakeholders. The latter point led to the need for the targets, advice and tools to be comprehensible by stakeholders outside of the FRS. The researchers also considered the fact that FRSs may also need advice and tools to help demonstrate the link between fire and rescue activities and wider community objectives.

# Chapter 2

## Phase 1: Development of a draft toolkit

### 2.1 Establishing what was needed

This stage of work involved researching the background information to the project by reviewing what the Toolkit should include. The following sections detail the background research and different options considered for inclusion in the Toolkit.

This stage of work was completed prior to confirmation of the 198 indicators in October 2007 and this is reflected in the text below.

#### 2.1.1 Areas where targets may be set

When the background research was conducted, it had not yet been confirmed whether there would be targets proposed reflecting the fire indicator within the 198 NI set or whether these would be included as contributing towards other areas of priority.

There were three areas where FRS activities were expected to be included within these indicators and any associated targets.

##### **1. Primary fire indicator**

There was expected to be a primary fire indicator. This would be a count of incidents, deaths and injuries excluding precautionary checks.

The approach for setting a target for primary fires needed to be elaborated. This could be specific to a sub-category of incidents, such as dwelling fire casualties or an all embracing target for all primary fires.

##### **2. Deliberate fire indicator**

It was possible, that deliberate fires may have been an element of a Home Office crime indicator, as a count of incidents.

Again the approach for setting targets for deliberate fires needed to be elaborated.

##### **3. Other indicators (not specifically fire)**

Issues for FRSs may have been an element(s) of other indicators. For example:

- A target to improve safety in the home for elderly people – may have covered falls, fires in the home, etc

- A target to improve people’s sense of community safety – may have covered anti-social behaviour, burglary, arson and so on
- A target to protect critical community infrastructure – may have covered prevention of vandalism, arson of public facilities (eg schools), etc
- A target to reduce road traffic casualties in the community – may have covered RTCs.

In this case, it was necessary to demonstrate how incidents that the FRSs could influence, contribute directly to and by common cause to wider social and community issues:

- The contribution to the overall target made by fire or non-fire incidents that the FRSs could impact
- Potentially any commonality in the causes of (for example) car fires and anti-social behaviour (and possibly common solutions) and
- The contribution that (for example) abandoned burnt out cars may have to other forms of anti-social behaviour.

As these were composite targets covering a wide spectrum of issues beyond those influenced by the FRS they would require partnership working. It was identified that the FRS related issues should be transparent and meaningful to other agencies, and have synergies with wider community agendas.

### **2.1.2 Common requirements for targets**

In all cases, the approach needed to:

- Help identify LSPs where fire or other FRS issues were significant and hence the LSP may have been a priority candidate for a FRS related target
- Formulate the target
- Indicate where data could be acquired to apply the measure
- Be comprehensible by other agencies that the FRS would negotiate with
- Enable performance against the target to be measured over a three year period (the period of LAAs).

In the context of tightening public sector budgets, it was indicated by Communities and Local Government that FRSs may wish to explore how they could achieve their targets through partnership working. This again reinforced the need for the FRS related targets to have synergies with other agencies, so that other agencies could recognise the shared benefit in helping to achieve them.

### 2.1.3 Relating targets to inequality

One concept that it was thought likely to be important was the need to reduce levels of inequality in the FRS areas. This may have been in the form of:

- Reducing inequality in the experience of fire or other forms of harm. Fire and accidents occur more so in areas of deprivation and amongst areas with single parent families. By reducing rates of fire and injury in these areas, the FRS could potentially help break the link between deprivation and fire/injury
- Reducing the contribution of fire or other forms of harm to deprivation and inequality. It is possible that fire and injury may contribute to deprivation and inequality, such as by fires causing financial loss in uninsured deprived households, car fires contributing to social problems in deprived areas, arson deterring new businesses in deprived areas, etc. By reducing fires and injury the FRS could potentially alleviate deprivation and inequality.

Therefore it was thought that targets could be related to relative measures of risk, with more stringent targets in areas of higher risk.

## 2.2 Feedback from the Fire and Rescue Service

### 2.2.1 Introduction

Three FRSs were consulted with at this stage of the project in order to provide their own experiences of working in LAAs, to provide advice and identify potential challenges for other FRSs who will be working in LAAs in the future.

The FRSs consulted with were:

- Manchester FRS
- Dorset FRS
- West Midlands FRS.

In conjunction with this two additional people were consulted with: one person seconded to Government Office North West from Manchester FRS; the other person seconded to Government Office West Midlands from West Midlands FRS who also worked for West Midlands FRS one day per week to prepare them for the new look LAAs.

The following section of the report summarises the findings from these discussions.

## 2.2.2 Main findings from consultation with Fire and Rescue Services

### **Overall experience**

The FRSs consulted with found that their experiences of LAAs were new; they were “testing the water” with their first targets. However, they also noted that they were not the only partners within the LAAs who were unsure of the process and targets to set and so on.

### **Targets set**

Setting targets was considered very political. One way of setting targets was to decide where the key influences were within the LAA and to agree on the targets around the main priorities. The larger Metropolitan FRSs found that each of their Boroughs had different targets because of the different influences within each area. Therefore, it was down to the individual area to know the risks and the influences in each area in order to decide where to set their targets. The following targets had previously been set by FRSs:

- A target to reduce the number of accidental dwelling fires – the baseline figures were taken as an average from the previous three year’s fire data. They were able to demonstrate what they would be expected to achieve if they followed the trajectory as it stood. To achieve a stretched target they had to set a target below what would be expected if they followed the trend
- A target to reduce the number of primary vehicle fires
- A target to reduce the number of arson vehicle fires
- A target to reduce the number of arson fires in dwelling and all other primary fires.

One FRS was able to set a target to complete a certain number of HFRCs through partnership working. However, another FRS attempted to do this and was rejected because it was considered by the other partners that the number of HFRCs was a process rather than a measure. They therefore had to change their target to reduce the number of accidental dwelling fires through HFRCs. This indicates that there may be a difference between LAAs and the way they work.

One key point that was raised by all consulted with was the need to set more than one target. The reason for this was it spreads the risk of not achieving that one target. The suggested number of different targets was three based on FRSs experience so far.

Another suggestion for target setting was with regards to the final figures that the FRSs will be measured on. FRSs suggested that the final figure on which performance should be measured was the average over the previous three years. It was thought by the FRSs consulted with that if the FRS were measured on the final year alone then this figure could be susceptible to fluctuations that could mean that the FRS did not meet its target.

There was a certain amount of inconsistency amongst the FRSs consulted with in terms of the FRSs role in addressing crime. One FRS stated that the police were very dominant in the crime targets and that arson did not really feature on the LAA agenda. However, one FRS thought that for the next round of LAAs if they focused on more specific areas of crime such as anti-social behaviour and criminal damage, they would be able to argue the benefit of tackling arson in these wider community issues.

### ***Measurement of targets***

Generally the FRSs noted that they measured their targets by using locally recorded FRS data. Also the FRSs appeared to measure their targets using actual numbers as opposed to rates or cost, etc.

### **2.2.3 How to get into a Local Area Agreement**

One common theme noted by the FRSs was that in order to negotiate effectively they had to demonstrate that they had the data easily available in order to measure the target they were contributing towards.

One person noted that in order to prepare for the new look LAAs they needed to prepare all of the 'products' they could offer different partnerships. This was to make others aware of the other activities that the FRS was involved in.

It was highlighted by one FRS and one person seconded to a Government Office that the FRSs were in a strong position. This was because they were a service that was well respected and trusted within the community. This was considered a unique selling point to other partners. One person noted that as part of the HFRC initiative the FRS enter the homes of more people than any other service. It was thought by those spoken with that if this was effectively combined with other services to cover other issues other than fire then this could be a very powerful method of all the necessary services reaching the most vulnerable and hard to reach people in the community. These could include: security, safety in terms of slips trips and falls, electrics and health care of the residents. One FRS noted that although at the time of the research they had not actually started to carry out joint HFRCs they were intending to do so in the future.

The FRSs reported that one of the most effective methods of ensuring the FRSs presence in a LAA was to have a senior member of the FRS on the LSP. Those participating in the research feedback that they thought in the future this would ensure that fire related issues receive attention and that the role of the FRS would not be overlooked in initially agreeing the 35 priorities, and that FRSs would be involved in other non-fire targets.

Another opinion was to develop relationships with people within the LAA with the influence in terms of decision making of the LAA.

As FRSs were made statutory members of LSPs in October 2007 they will no longer have to negotiate participation on LSPs.

## 2.2.4 Advice from Fire and Rescue Services

### ***Community involvement and partnerships***

All of the FRSs consulted with thought that the most effective way an FRS was considered seriously as part of an LAA was through partnership working in the community. This was because this raised the awareness of the changing and wider role of the FRS among the key partners in that community. Therefore by FRSs becoming active members of the community they were well known by the key partners who ultimately made decisions about which programmes would support LAA priorities. Examples of the ways that one FRS was involved in the community were as follows:

- The FRS had made a facility for 'community groups' at one of their fire stations. The facility was set up together with an allotment at the fire station. One of the groups was for adults with learning disabilities
- The FRS were involved in Multi-Area Agreements (MAAs)
- The FRS were actively involved in community events such as road shows to promote road safety or child safety
- The FRS had provided the local police with a facility to keep their 'safe bus' when not in use. The 'safe bus' was used by community police officers to provide a sanctuary to young people at night time who may have had too much to drink or just needed somewhere safe to be.

### ***Sticking to core business***

Some FRSs recommended selling the role and wider contribution of core FRS programmes as an initial approach to LAA engagement. It was noted that the targets set should line up with the current core FRS programmes that the FRS were currently carrying out as this would mean they were able to properly resource the work and therefore be more likely to achieve the set target. For example, as part of the LAA, the FRS may have set a target to reduce accidental dwelling fires by 10 per cent. This target could support the work by the FRS on the HFRC initiative.

### ***Branching out into wider community issues***

Other advice provided has led the researchers to conclude that in order to ensure that FRSs are included in the 35 targets set by LAAs they need to ensure that they branch out into other types of indicators that cover some wider community issues. Some indicators issues suggested included:

- **Anti-social behaviour (ASB) indicators** – FRSs could demonstrate the role of arson in ASB, and that by reducing arson and small fire setting in the community ASB could be reduced. This will also have the added benefit of reducing the 'fear of crime' in the community as well.
- **Road safety** – reducing the numbers of road traffic collisions (RTC) and the number of people killed or seriously injured in RTC.

- **Young people** – this may include ASB by working with the youths in the community to raise awareness of fire, but also to bridge the gap between the youths and other members of the community that do not get on well. One way this was done by an FRS was to involve the youths who have been identified as causing problems in the neighbourhood in carrying out HFRCs. This process brought together the youths that were thought to be causing the problems with the residents who were considered ‘old and boring’ by the youths.
- **Health authorities** – raising the health of the community. For example encouraging people to stop smoking to improve the health of the community and also potentially reduce the risk of dwelling fires.
- **Housing authorities** – improving safety of houses by installing smoke alarms and carrying out HFRCs to educate the residents about fire safety.
- **Drug and alcohol problems** – two of the instigators of crime in the community and also linked with dwelling fires.
- **Working with the elderly** – carrying out Community Fire Safety (CFS) work with the elderly to reduce fires in the home.
- **Worklessness** – working in partnership to get the unemployed back into work. It was thought by one of those consulted that if there are less people at home then there will be less people able to have fires in the home.

Other advice from the FRSs spoken with included the following:

- **Being a good partner** – One way to remain involved in LAAs was to ensure that the FRSs were good partners and delivered what they agreed to. The advice was not to be too ambitious in setting targets and to ensure that they were achievable.
- **Being prepared** – FRSs noted the importance of being well prepared for LAAs and to be involved as early as possible.
- **Having up-to-date data** – One of the key issues for one of the FRSs was ensuring that their data was as up-to-date as possible. They noted how the police had very up-to-date data and felt that they needed to be in the same position to be taken seriously in LAAs.
- **Having representation within Councils** – One FRS noted that in order to keep fire on the agenda and a priority in LAAs they felt they needed to have a liaison within the Council. However they appreciated there may be resource issues with this.

- **Formal agreement** – It was noted that it was important for all agreements between partners to be formally agreed in writing.
- **Be aware of others agendas** – FRSs spoken with noted the importance of being receptive and aware of other stakeholders agendas.
- **Consistency of staff in the LAA and LSP** – One FRS noted that it was important that the same members of staff represented the FRS in the LAA or on the LSP.
- **Be prepared to negotiate** – FRSs advised that it was important to be prepared to negotiate with partners in order to identify commonality of approaches to delivering targets.

### 2.2.5 Key learning points

The following key learning points of working within LAAs were highlighted by those consulted with as part of the project:

- Ensure that there is understanding within the partnership of the roles and responsibilities of all partners – particularly for joint programmes
- FRSs should not underestimate the amount of time it takes to set up an agreement, or to get involved in an LSP
- There can be delays in receiving funding (eg pump prime money)
- The FRSs internal financial structure may not always meet the needs and requirements to work within LAAs in terms of freeing up money for FRS representatives – therefore the FRSs needs to be flexible in order to incorporate LAAs
- Agreed programmes of work and targets need to be reflected in the FRSs own business planning
- It was thought by a couple of those consulted with that a certain level of friction still remains between some FRSs and community partners. This is because of the fire strikes. During this time the FRS were not delivering what they had agreed to. It was felt by one of the FRSs that these strikes did damage the reputation the FRS with the community partners
- The three year LAA period was noted as a short period of time to deliver the process.

## 2.2.6 Discussion of feedback

From discussions with FRSs it was possible to draw several conclusions regarding Local Target Setting. At the time these discussions took place it was felt by the FRSs that they were relatively inexperienced as were the LSPs and the LAs. There did appear to be the need for an advice document to come from central government, that would include simple clear advice:

- On the types of targets available for the FRSs to set depending on the priorities of the LAA
- On target setting, which should be limited to setting clear simple targets transparent to not only the FRS but also their partners within the LAA
- On how to set targets using numbers/rates/cost. The advice document should expand this to demonstrate ways targets could be set to include rates and cost of fire.

Discussions with FRSs led the researchers to conclude that the advice document should include a suite of fire and other measures for the FRSs to choose from in order to align with the wider issues of the LSP. Therefore, the list of measures should be wide enough to cover a variety of different social issues.

The findings from the consultations were used to provide the options for target setting outlined below.

## 2.3 Options for indicators and target setting

### 2.3.1 Indicators

This following section of the report presents the four main options for indicators that were taken into consideration when carrying out this research. The indicators were designed for FRSs to use when setting local targets.

### 2.3.2 What were the options?

#### *Option 1*

#### **Not to offer central Communities and Local Government advice or formula for targets**

This option comprised Communities and Local Government limiting advice to elaborating concepts, principles and examples that FRSs could use to develop their targeting approach.

#### *Option 2*

#### **A single composite fire measure (primary fire indicator)**

This option involved translating the primary fire indicator into a target.

The measure would include all types of primary fires, applying a weighting to each type of fire to produce a single composite fire risk index. Fires could be weighted by their economic loss value and expressed either as a financial value or an index.

### ***Option 3***

#### **A suite of fire targets (primary and deliberate fire indicators)**

This option comprised translating the primary fire and deliberate fire indicators into one or more targets:

- Rate of dwelling fires, non fatal casualties and fatalities per million of the population (pmp) – options included setting a target for either dwelling fires or non fatal casualties, or having a composite measure covering all three of dwelling fires, non fatal casualties and fatalities
- Rate of deliberate fire pmp – this could have been all deliberate fires or specific categories such as car fires, dwelling fires or other building fires
- Rate of other building fire, non fatal casualty and fatality pmp.

The advice would cover a range of measures that FRSs could select from based on which posed the greatest risk in their LSP or had the greatest synergy with the wider community agenda in their LSP.

### ***Option 4***

#### **LAA oriented measures (FRS input to wider community issues)**

Option 4 included identifying elements of FRS activity that could have contributed to wider community issues. Some suggestions of potential indicators together with possible targets and the potential role of the FRS within these indicators are presented in Table 1.

**Table 1:** List of possible indicators together with the potential role of the FRS

| Topic                                   | Possible indicator  | Possible Target   | Possible FRS role   | Possible FRS measure   |
|---|---|---|---|--|
| Safety of elderly                       | Greater well being later in life  | A target to improve safety in the home for elderly people (over 60s) may cover falls, fires in the home, and so on  | HFSC<br>Elderly CFS   | Number/rate (pmp) of HFRC for elderly<br><br>Elderly fire casualty number/rates (pmp)  |
| Crime (young people)                    | Increase the number of young people on the path to success<br><br>Harm arising from young people's drugs/substance misuse<br><br>Cut violent drug and alcohol related crime | A target to reduce crime as part of the safer communities this may cover anti-social behaviour, burglary, arson and so on (could be alcohol and drug related crime) | Reduction in arson<br><br>Youth counselling<br><br>Young fire-fighters<br><br>CFS regards drugs, alcohol etc<br><br>Schools based CFS | Number/rate (pmp) of deliberate fires<br><br>Number/rate (pmp) of arson convictions amongst young people<br><br>Re-offending rate on youth schemes |
| Young & vulnerable                      | Children & young people's safety  | To reduce hospital admissions caused by accidental and deliberate injuries  | CFS<br><br>RTCs and other special services  | Number/rate (pmp) of fire casualty amongst young and vulnerable.<br><br>Number/rate (pmp) of RTC's/Killed or Seriously Injured (KSI)               |
| Fire                                    | Reduction in inequalities   | To reduce differential gaps in civic participation  | CFS in high risk areas  | Number/rate (pmp) of fires   |
| Vulnerable and socially excluded adults | Provide ways for vulnerable adults to get back on the path to success   | Increase the number of most vulnerable and socially excluded adults in care/back at work  | CFS for vulnerable people   | Number/rate (pmp) of CFS contacts for vulnerable people  |

**Table 1:** List of possible indicators together with the potential role of the FRS (*continued*)

| <b>Topic</b> | <b>Possible indicator</b>   | <b>Possible Target</b>                              | <b>Possible FRS role</b>         | <b>Possible FRS measure</b>   |
|--------------|---|---|----------------------------------|---|
| Crime        | Reduce adult offenders who re-offend<br>Perception of anti-social behaviour |   | Arson reduction<br>Car clearance | Number/rate (pmp) of deliberate fires<br>Cost of arson<br>Number/rate (pmp) of deliberate fire non fatal casualties |
| RTCs         | Community Safety<br>Number of people KSI in RTCs                            | A target to reduce the number of people KSI in RTCs | RTC prevention and response      | Number/rate (pmp) of KSI  |

**Major incidents**

It was considered unlikely that performance in preventing or responding to major incidents could be measured over a three year period in a LSP due to the infrequency of such incidents, for example fewer incidents or fewer non fatal and fatal casualties. It was therefore not included in the document as a recommended target.

**List of measures**

The entire list of measures that were considered included:

- Composite measure of primary fire
- Composite measure of dwelling fire/non fatal casualty/fatality
- Dwelling fires
- Dwelling fire casualties
- Deliberate fires
- Deliberate fire casualties
- Composite measure of deliberate fires/non fatal casualties/fatalities
- Deliberate car fires
- Deliberate car fire casualties
- Composite measure of car fires/non fatal casualties/fatalities
- Deliberate dwelling fires

- Deliberate dwelling fire casualties
- Composite measure of dwelling fire/non fatal casualties/fatalities
- Deliberate fires in other buildings
- Composite measure of deliberate fires and malicious false alarms
- RTCs
- RTCs involving young persons
- Malicious false alarms
- Elderly persons' involved in dwelling fires and casualties
- Extricating of people (not from fire or RTCs – sourced from non RTC special service data).

### 2.3.3 Advantages and disadvantages of options

The advantages and disadvantages of options two, three and four and the separate measures that fell under each option are summarised below.

| <b>Table 2: Advantages and disadvantages of each option</b> |  |   |  |
|---|--|---|--|
| <b>Option</b>   | <b>Measure</b>   | <b>Advantages</b>   | <b>Disadvantages</b>   |
| 1   | Elaborate concepts, principles and examples  | User friendly for FRSs to use and apply examples to their own FRSs  | Insufficient information to enable implementation of principles  |
| 2   | Single composite measure of primary fire   | Easily measured by FRS<br>Part of the FRSs main business plan<br>This measure is not easily skewed by volatile data | Might not be understood by partners and might not demonstrate contribution to wider objectives<br>Not as transparent as other measures |
| 3   | Dwelling fire or dwelling fire casualty measure  | Simple. Not skewed by volatile rate of fatalities. Avoids contention about consistency of reporting casualties      | This measure only takes into account either dwelling fires or non-fatal casualties and so can be volatile                              |
| 3   | Composite measure of dwelling fires (fires, non fatal casualties and fatal casualties) | Less volatile   | Loses some transparency  |
| 3   | All deliberate fires (cars, dwellings, other buildings)                                | Less volatile   | Less sensitive to reduction in any one category  |

**Table 2:** Advantages and disadvantages of each option (*continued*)

| Option | Measure   | Advantages   | Disadvantages   |
|--------|---|--|---|
| 3      | Specific types of deliberate fire, eg car fires, dwelling fires       | Enables most common cause (ie car fires) to be prioritised.                  | Either need a suite of targets or accept that some types of arson are excluded<br><br>Some categories (eg dwellings) may be less measurable |
| 3      | Malicious false alarms  | Captures a very specific area that could be a particular problem for an area | Represent a small percentage of false alarms  |
| 4      | Composite measures which include young people, safer communities, etc | Captures wide range of FRS issues  | Loss of transparency<br><br>Might not be understood by partners   |
| 4      | Suite of measures for young people, safer communities, etc            | Transparent<br><br>Allows FRS to match issues to each LSP                    | Moderately long list to choose from   |

### 2.3.4 Discussion of initial proposals

Options 2, 3 and 4 could have all been offered, with FRSs left to select the approach that best fits their LSP, with:

- Option 2 and 3 supporting primary fire and deliberate fire targets, where primary fires or the Home Office's crime indicators are translated into one of the 35 specific targets
- Option 4 supporting FRS activities into wider community agendas either as part of the 35 targets or as part of voluntary additional targets.

The four options were derived after consultation with Communities and Local Government and three FRSs. The four options were presented to Communities and Local Government. The decision was to combine options one, three and four. Option two was dropped as this consisted of a composite indicator. It was thought that combined indicators would not be easy to understand and were not as transparent as separate indicators, and hence would not assist in negotiation with partners.

Therefore it was concluded after consultation with FRSs and Communities and Local Government that there was a need for an 'advice' document for FRSs to use if they choose to when working on LAAs, based on options 1, 3 and 4. It was agreed that this advice document should include:

- A suite of various measures for FRSs to choose from in order to align with the individual needs of the LAA
- Advice on how to produce a business case that the FRS could put forward to an LSP in order to contribute to a LAA
- Examples of types of targets FRSs could set.

### 2.3.5 Suggested measures for indicators

The guidance document provided a list of potential measures that the FRSs could choose from to suit the individual needs/priorities of the LSP area. The following list of measures was considered at Phase 2 and could have been part of the primary fire indicator and the deliberate fire indicator:

- Rate/unit/cost of dwelling fires
- Rate/unit/cost of dwelling fire non-fatal casualties
- Rate/unit/cost of primary fires (excluding cars)
- Rate/unit/cost of primary fire non-fatal casualties (excluding cars)
- Rate/unit/cost of deliberate fires (all)
- Rate/unit/cost of deliberate fire non-fatal casualties (all)
- Rate/unit/cost of deliberate fires (dwelling)
- Rate/unit/cost of deliberate fire non-fatal casualties (dwelling)
- Rate/unit/cost of deliberate fires (other buildings)
- Rate/unit/cost of deliberate fire non-fatal casualties (other buildings)
- Rate/unit/cost of car fires.

The following list of measures was considered – these could be used by FRSs to set targets against in order to address wider community issues:

- Rate of dwelling fires involving elderly people
- Rate of dwelling fire non-fatal casualties involving elderly people
- Rate of fires involving young people
- Rate of non-fatal casualties of young persons
- Rate of KSI in RTCs (using STATS 19 to view all RTCs plus RTCs that FRSs attended)
- Perception of fire risk/arson and so on.

The following list of examples was considered measurable processes that the FRSs could carry out in order to achieve the measures listed above:

- For elderly people – rate/unit of HFRCs of specific types of house holds or type of people
- For fires involving young persons – rate/unit of school visits or number of youth placements
- For rate of KSI in RTCs – rate of re-offending after RTC collision schemes
- For perception of fire risk/arson and so on – clear up rate of deliberate fires or rate of abandoned car clearance.

## 2.4 Setting targets

The Advice document was developed and included examples of how to set targets. The document was also developed to include advice on how FRS LAA areas could determine their risk profile. A tool has been produced to support the advice document. This tool is designed to calculate what target to set based on a FRSs rate of dwelling fire and so on.

## 2.5 Business case

It was agreed that the document would provide FRSs with some information to help with writing a business case, in particular showing the association between FRS related incidents and wider social issues. The FRSs consulted with as part of this work all noted that in some form they had to provide evidence of the role of the FRSs in wider social issues and the positive impact their work could have on society. The business case could also be used by FRSs to set stretched targets in order to achieve pump prime grants.

As part of the business case, additional advice would be provided to FRSs on ways to demonstrate the links between for example the fire service and RTCs. It was agreed that the document would provide examples of what data the FRSs could use to demonstrate this link and the means by which they could present it. For example, in the case of RTCs, the FRS could use STATS 19 in order to obtain data of all the RTC and then calculate the proportion of RTCs that the FRS attended.

## 2.6 Emerging recommendations

The following presents a summary of the recommendations that came out of Phase 1:

- An advice document was needed for FRSs working in LAAs
- The advice document needed to include information on best ways to demonstrate to the partners of the LAA the role of the FRS in the wider social issues. This could have included demonstrating ways that FRSs could show the links between, for example, fire and deprivation/RTCs, etc
- The advice document needed to include a suite of fire related measures and measures relating to wider community issues
- The advice document needed to provide examples of targets that FRSs could set.

The following phase of this project included a review of the various measures suggested as part of the draft toolkit. This review was designed to ensure that the measures suggested were measurable at a LAA level. Due to the size of the majority of the LSP areas being Local Authority/Unitary Authority level ie small areas, the measures suggested as part of this work would need to be able to be measured at the Local Authority/Unitary Authority level.

# Chapter 3

## Phase 2: Production of a draft toolkit

### 3.1 Introduction

This phase included the production of a draft Toolkit (see separate document) using a technical author and the development and production of the cost of fire/arson 'ready reckoner', as well as other spreadsheets to help the FRSs set and measure targets. These tools were intended to accompany the Toolkit.

This section of the document presents the logic used to develop the accompanying spreadsheets, including the cost of fire ready reckoner, the setting targets spreadsheet and the measuring targets spreadsheet. This section goes on to summarise feedback from the two seminars and the two FRSs consulted as part of this work.

### 3.2 Development of spreadsheets

#### 3.2.1 Cost of fire ready reckoner

The ready reckoner for cost of fire uses a series of 'typical' costs per fire. The 'typical' costs were taken from "The economic cost of fire: estimates for 2004" and inflated to reflect 2007 costs. As the ready reckoner was intended for use in assessing 'community benefits' it excludes response and anticipation costs. It was assumed that prevention of incidents would not lead to measurable savings in response costs. Moreover, the concept was to place a value on the benefits to the community of fire prevention.

#### **Human costs**

Table 3 presents the human costs from the study "The economic cost of fire: estimates for 2004"<sup>3</sup>, applying a 4 per cent annual inflation. The value of 4 per cent is applied to represent the Health and Safety Executive (HSE's) view that human costs should increase in line with standard of living rather than consumer price index. The column for 2004 cites the values noted in the report. The columns for 2005 to 2007 present the compounded inflated values.

<sup>3</sup> *The Economic Cost of Fire: estimates for 2004*. ODPM April 2006. <http://www.communities.gov.uk/documents/fire/pdf/144524>  
Page 6 of The cost of fires a review of information available. <http://www.communities.gov.uk/documents/fire/pdf/130649>

**Table 3: Inflating of human costs**

|   | 2004 (£)  | 2005 (£)  | 2006 (£)  | 2007 (£)  |
|---|-----------|-----------|-----------|-----------|
| Fatal casualties  | 1,375,000 | 1,430,000 | 1,487,200 | 1,546,688 |
| Non fatal injury involving burns (serious injuries)             | 155,000   | 161,200   | 167,648   | 174,354   |
| Non fatal injury involving overcome by smoke or fumes           | 12,000    | 12,480    | 12,979    | 13,498    |
| Other minor injuries (precautionary check ups, physical injury) | 508       | 529       | 551       | 574       |

The values for each grade of injury were developed for fatalities, serious, slight and minor injuries, which did not all directly correspond to the categories used to report casualties. Burns were assumed by the ODPM report to be serious and assigned a value of £155,000 inflated to 2007 values.

The ODPM report on the Economic Cost of Fire assumed that the majority of non fatal injuries overcome by smoke or fumes were 'minor' (valued at £508), with a minority (25%) being 'serious' (valued at £155,000). Therefore, the value of non-fatal injuries involving smoke or fumes was produced by taking:

$$(0.25 * £174,354) + (0.75 * £574) = £44,019$$

Where:

- 0.25<sup>4</sup> is the proportion of non-fatal injuries involving 'overcome by smoke or fumes' assumed to be serious
- £174,354 is the inflated value of a serious injury
- 0.75<sup>5</sup> is the proportion of non-fatal injuries involving 'overcome by smoke or fumes' assumed to be 'minor'
- £574 is the inflated value of 'minor' injuries.

The calculation multiplies the proportion of injuries assumed to be serious by their value, and adds this to the sum of the proportion assumed to be 'other' multiplied by their value.

The 2004 study assumes that 25 per cent of non-fatal injuries involving 'overcome by smoke or fumes' are serious and the rest are slight.

### **Property damage and criminal justice system costs**

The ready reckoner limited costs to property damage, lost business and Criminal Justice System (CJS) costs, excluding response costs. These costs vary between domestic, commercial, public sector and vehicles. In order to derive values for the ready reckoner we:

<sup>4 and 5</sup> The proportions in this calculation have been taken from the ODPM report on Economic Cost of Fire found at: <http://www.communities.gov.uk/archived/publications/fire/economic>

- Used the information from tables 3.2 (Number of incidents requiring FRS attendance) and 3.5 (Total cost of fire by location) from the Economic Cost of Fire 2004 report. The total cost, of for example property damage, for a type of building, such as £383,000,000 for commercial property (see table 3.5 of the 2004 report) and divided it by the number of fires in 2004 for that building type in table 3.2 of the 2004 report
- Inflated the values by 2.5 per cent - ie by the approximate rate of retail inflation, for 2004 to 2007.

The resulting values are shown in Table 4.

**Table 4:** Values of property damage and CJS costs

| Type of property        | Value per event (2007 prices) |
|-------------------------|-------------------------------|
| Dwellings               | £20,869                       |
| Commercial property     | £42,070                       |
| Public sector buildings | £41,905                       |
| Vehicle fires           | £3,575                        |

### ***Malicious false alarms and outdoor fires***

The 2004 and other economic cost of fire reports place zero value on the property or other consequence costs of outdoor fires and malicious false alarms. Therefore, the property loss consequences of these events were not included in the ready reckoner. The researchers regarded the zero consequence cost to be unrealistic as:

- Malicious false alarms contribute to community problems and may have a social cost
- Outdoor fires can contribute to community problems and damage the environment.

However, The Economic Cost of Fire Report was adhered to in order to ensure consistency and transparency in the ready reckoner.

We did include the life loss consequences of outdoor fires, using the same values for death and injury as for other types of fire. Malicious false alarms were not included as there was no identifiable consequence other than FRS resources.

### ***Setting targets***

The Toolkit presents two options for setting risk weighted targets for dwelling fires, non-fatal casualties and fatalities. The concept was drawn from the report *Risk based performance measurement in the Fire and Rescue Services* (Mott MacDonald, January

2007, report for Communities and Local Government). The report suggested relating the targeted level of reduction to the baseline level of risk. Specifically it was suggested that areas where risk was double the national average could aim to reduce the risk by half over a ten year period, and that targets for other areas should be proportionate to the risk. The previous report noted that FRSs have been able to reduce the rate of dwelling fire incidents by 5 per cent per year, so a 50 per cent reduction over 10 years would be a reasonable target.

The two options are shown in Figure 3 and Figure 4. In both cases it assumes that areas where the risk is double the national average should aim to half the risk over 10 years. The 50 per cent target was re-expressed as a target for a three year LAA, ie 15 per cent. The two options differed in the relationship between risk and targets for areas.

The first option assumed that:

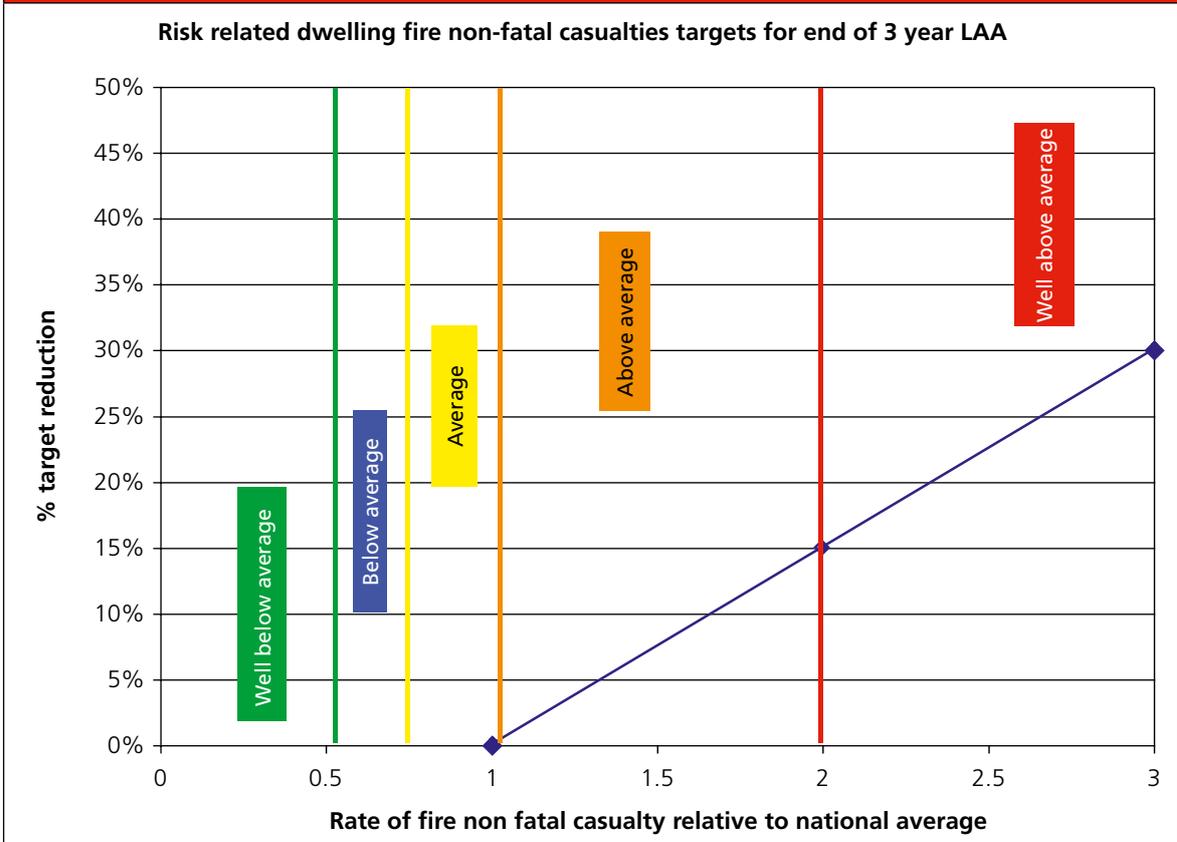
- Areas where risk was equal to or below the national average did not need a target
- The target was proportionate to the risk, using the target of 50 per cent for areas with double the risk as a central point, for other areas
- Areas with three times the national risk could be given a stretched target of 10 per cent per year.

The second measure assumed:

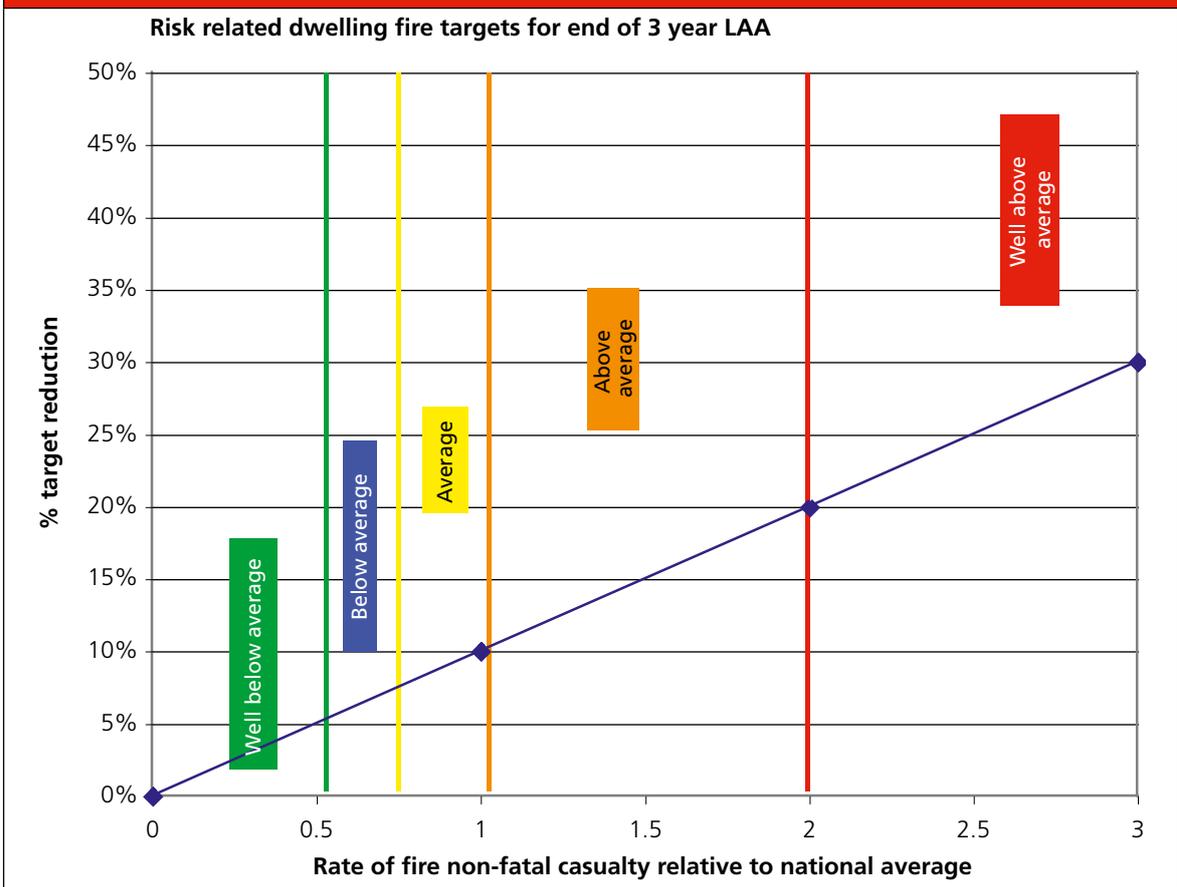
- Areas where risk was equal or below the national average should receive a target
- Areas with zero risk receive a target of zero
- Areas with three times national risk could be given a stretched target of 10 per cent per year
- Areas in between these two would receive targets proportionate to their risk.

The assumption that FRSs could reduce dwelling fire rates by 5 per cent per year, 10 per cent in some cases was based on observation of past FRS performance. Therefore there was some empirical basis for this part of the method. The slope of the relationship between risk and targets was based on judgement of the researchers (see Figure 3 and Figure 4).

**Figure 3: Option 1 for setting risk weighted targets**



**Figure 4: Option 2 for setting risk weighted targets**



### 3.3 Feedback on the concept of the Toolkit

Prior to production of the Toolkit, the concept of the Toolkit and suggested contents were presented to FRSs at a Communities and Local Government run seminar. The following provides a list of suggestions that were noted in the development of the Toolkit:

- FRSs could also contribute to other areas such as:
  - Working with youth
  - ASBOs (Anti Social Behaviour Orders)
  - Crime in general
  - RTCs
  - Smoking
  - Slips, trips and falls
  - Environment
  - Alcohol use.
- It was felt that this Toolkit should make the link to Multi Area Agreements
- The Toolkit should note use of perception measures of success (such as a reduction in the proportion of residents who say to local opinion surveys that they think there is a high rate of arson in their neighbourhood)
- The Toolkit should highlight that FRSs could develop more effective strategies to reach 'hard to reach' people, by, for example, working in partnership
- Some FRSs requested a clear and simple advice document.

There were some concerns raised with regard to working with partners to deliver a target. There were concerns about how to determine who was contributing to the target and whether there was one overall measure/each partner had their own measure. Other concerns raised included:

- The amount of time they would be expected to put towards working in LAAs
- Determining the FRSs level of fire risk
- How the FRSs should market themselves.

Generally it was thought that the Toolkit was a good idea and FRSs liked the option of having a battery of indicators and possible measures presented to them in order for them to select the priorities for their local area.

## 3.4 Feedback on the draft Toolkit from the Fire and Rescue Service

### 3.4.1 Respondents

Dorset and Manchester FRSs provided detailed comments on the first draft of the Toolkit and further responses were provided from around 30 respondents via a workshop held at the Manchester Fire and Rescue Training Centre on the outline, general content and concept of the Toolkit.

The workshop participants were from 19 FRSs, including Metropolitan and Non-Metropolitan FRSs.

There were mixed responses to the proposed Toolkit. It was broadly felt to be a very useful document; however, some thought it was too simplistic whilst others thought it too technical.

### 3.4.2 General approach to Local Area Agreements

One of the main concerns voiced by the FRSs was the use of the term 'poor performance' in the document. Many felt that this was not an appropriate term and not a true reflection of the purpose of a LAA. An alternative term suggested was 'to enhance and promote partnership working'. It was also felt that the explanation of a LAA needed to be expanded and more detail provided.

Many FRS respondents took the opportunity to voice concerns over future funding if they were not able to demonstrate a strong enough case to contribute to the 35 chosen targets. Some felt that the process would feel like a battleground, with each partner "in it for themselves". They felt that Communities and Local Government should be concerned about FRS funding being placed in a vulnerable position.

Some concerns were expressed in relation to obtaining the necessary human, material, financial and other resources to fully engage with this process.

It was felt that the document needed to convey that FRSs may be involved in LAAs at varying levels ranging from extensive involvement to very little.

It was noted that partnership working helped cross referrals for all agencies and that this should be highlighted within the document.

Finally, some respondents felt it would be beneficial if the Chief Fire Officers Association could facilitate the development of a communication/lobbying strategy to explain the broader value of the FRS in LAAs to other LAA partners.

### 3.4.3 Timing of the document

The majority of FRS respondents felt that it would have been more appropriate had they received sight of the document earlier. Some respondents suggested a couple of years ago would have been more helpful. Delegates of the workshop all requested sight of the next draft of the Toolkit in early November 2007 to assist with the development of the first drafts of their proposed involvement with the next LAA targets (which were due for submission at the end of November).

### 3.4.4 Style of the document

In terms of complexity, the majority feedback that it was easy to read and clearly written. The simplicity of the document was not always felt to be a positive feature, with one respondent stating that the document was too basic.

In contrast, many respondents felt the Toolkit was too scientific in places, particularly in relation to information on correlations between fire data and data pertaining to wider social issues. One respondent felt that the graphs and statistics were too complex and not user friendly.

It was felt that the language was broadly appropriate, although some concerns were expressed in relation to specific use of terms such as deliberate fire-setting being a crime-related issue, rather than a fire-related issue.

It was generally felt that the layout was clear and that the content was presented in an order that was logical and easy-to-understand, although it was felt that some of the titles were not clear and did not allow readers to clearly understand which section would be appropriate for their specific needs. Similarly, one respondent felt that the title of the document, *Local Target Setting: Toolkit for the Fire Rescue Service*, was not appropriate as it does not explain the content of the document.

### 3.4.5 Content of the Toolkit

The content was broadly felt to be appropriate. In particular it was felt that the following elements would be of great help:

- Case studies
- Ready reckoner
- Data sets
- List of National Indicators (NIs) that the FRS can contribute to.

The section on correlations between fire data and wider social issues was felt to be too technical and too complex, although all respondents stated that they felt it would be of immense practical use to them if it were to be rewritten in a clearer and less technical style.

It was felt that it might be useful if the document focused less on targets and more how to make links with wider social issues. One respondent suggested that the document could be broader and facilitate FRS partnership working without the focus on national indicators.

One respondent felt that the flow diagram should be restructured to include other important issues, for example starting the diagram with FRSs' key strategies. It was also suggested that the following should be included: identification of overlaps/potential for partnership working; and submitting a proposal for inclusion in the LAA with justification and benchmarking.

### 3.4.6 Possible additions to the document

It was felt that there were specific issues missing from the document that would prove useful to the users. For example:

- Financing – such as pump prime grants and performance rewarded grants to encourage participation in LAAs
- Capacity and resourcing; and
- Performance management – referring to what areas are working well and how figures can be improved.

### 3.4.7 Other issues raised

#### ***Ready reckoners***

A number of respondents from the workshops requested ready reckoners on all relevant wider social issues including crime, teenage pregnancy, arson, anti-social behaviour and dwelling fires. Although this is perhaps beyond the remit of this work, it is worth noting in this report given the strength of feeling concerning this.

One respondent felt that the current ready reckoner should include grass fires as they can be relatively costly and are often responded to by retained fire fighters and therefore can increase wage costs.

#### ***Case studies***

As discussed earlier, the case studies were felt to be of great benefit to the document, so much so that many respondents stated that it might be worth adding in many more throughout the document to highlight specific points, or by providing access for FRSs to access a greater range of case studies elsewhere. The case studies enable the FRSs to identify which FRS around the country has conducted a certain scheme, therefore providing a contact to liaise with in order to seek advice on certain areas.

It was felt it would be helpful to also include 'bad' case studies to demonstrate what not to do, and more case studies that were 'outside the box' to encourage FRSs to think laterally when working with LSPs.

A range of issues were suggested for inclusion in current case studies including:

- Where data sets were obtained
- Which data drove the work of the FRS (particularly in relation to linking up with wider social issues)
- How to collate and present data
- What assessment was carried out, how and when; and
- What evaluation measures were put in place.

### **Data**

The majority of respondents felt that the national data and graphs demonstrating correlations between fire and wider social issues would be of great help. However, it was felt that it would be of more use if a greater range of data were made available in the Toolkit including:

- More data and costings on secondary fires
- National correlations on crime, teenage pregnancy, arson, anti social behaviour, dwelling fires etc
- More information on national benchmarks and how they might be used to link to wider social issues
- Advice on how to obtain data sets from partners; and
- More up-to-date data – such as that from 2006/2007.

The need for raising awareness within the LSPs of possible links between fire and wider social issues was also discussed. For example, it was felt that the police force were more aware of their data and how to use it and that sometimes FRSs thought an incident should be categorised as arson, but that the police force would categorise it as anti-social behaviour if arson was not the primary issue. It was felt important to highlight this kind of mismatch in the guidance document to ensure that FRSs were made aware that their partners may interpret data differently; and to enable FRSs to identify potential overlaps in data where an incident may be counted twice in two different ways by two different partners.

### **Links with wider social issues**

Many respondents felt that they would need more explanation and guidance on how fire might fit into the National Indicator set and how FRSs could link up with other social issues, including the incidental benefits of working together in a LAA.

It was suggested that some FRSs and LSPs currently only make the link with Safer Stronger Communities and that the Toolkit therefore needed to better highlight other potential links. Specific issues raised included:

- Links with sustainable communities
- Children and young people
- Anti-social behaviour
- Healthier communities
- Economic regeneration.

There was an issue raised of low incidence, high impact arson such as school fires due to the wide social impact that a school fire can have on a community. It was felt that expanded discussion on the topic was necessary given its current high local and national profile.

It was also suggested by a number of respondents at the workshop that FRSs have to be “very forward” in order to secure involvement with one of the 35 targets and thereby obtain funding. It was felt that this needed to be made explicit within the Toolkit to encourage FRSs to work hard at this element of the process.

### ***Annexes***

It was felt that a glossary would increase usability of the document and that a map positioning key useful documents would be valuable, for example developing the future arrangements for LAAs.

As the case studies provide users of the document with information of which schemes have been carried out, it was felt that a list of contact names/numbers of all FRSs in the country would be useful to enable users to more easily contact others for advice.

### ***Comprehensive area assessment (CAA)***

The FRSs suggested information to be included on CAA as:

- FRSs will be required to show that they have tailored their work to local issues, for example elderly people in rural areas and estates where arson has been a problem
- FRSs need also to be able to demonstrate how the FRS has contributed towards a target
- CAA may drive partnership working.

### **3.4.8 Fire and Rescue Services experience of engaging with Local Area Agreements**

It was felt to be very important to build relationships with other partners and thereby their confidence in FRSs. One respondent gave the example of negotiating with social services and health services on independent living.

One FRS noted that within their FRSs they had several LAA areas to engage with. They noted that it was important to incorporate LAA issues into their own corporate priorities.

One FRS mentioned that they had already mapped which of the 198 indicators they could have an impact on and had created a lobbying strategy from their shortlist. It was felt that this was a very important element to help with securing FRS involvement in achieving the targets and funding. This strategy was supported by other participants in the study.

Awareness sessions for FRS members were felt to be a good idea. A number of respondents mentioned sessions run by other organisations that FRSs could try to link up with such as Government Office and Improvement and Development Agency who often put together case studies on work that FRSs had been involved in to share best practice. It was felt that linking with these organisations would give FRSs more credibility.

Some respondents suggested that these sessions might help to engage with LAAs if they were made available for other partners rather than just FRS members. Their purpose would be to help raise awareness and understanding of fire issues. It was however recognised that joint sessions may be difficult to manage if there were a large number of LSPs in an area – for example it was felt that 10 may be too many to manage in a session, whereas seven LSPs felt more manageable.

### **3.4.9 Ways that Fire and Rescue Services can help when engaging in Local Area Agreements**

The following list was provided by FRSs. It outlines ways in which FRSs could facilitate their own engagement with LAAs:

- Link Integrated Risk Management Planning to LAAs
- Identify common solutions to shared problems
- Show how the FRS could/has been able to help achieve targets that are not fire-specific such as safer and stronger communities
- Train FRS staff in LAA issues and negotiating skills
- Re-orientate culture from fire fighting to community based work.

### 3.4.10 Tips for negotiating in Local Area Agreements

The following provides a list of 'top tips' that the FRSs provided to help when negotiating within LAAs:

- If FRSs deliver they can build confidence of their ability within the LSP
- FRSs need to identify examples of where FRSs have achieved targets
- FRSs need to identify the LAA issues first as a starting point and then review how the FRS can help.

### 3.5 Summary of amendments as suggested by Fire and Rescue Services

The following provides a summary of suggestions that FRSs made that have been incorporated into the final version of the Toolkit. The Toolkit should include:

- A larger selection of wider social issues needed to be detailed in the Toolkit
- More focus on how to make links with wider social issues
- Explanation of the term LAA
- Clearer and more user friendly technical sections of the document including graphs and statistics
- Case studies to help illustrate certain points throughout the Toolkit
- A list of National Indicators to which FRSs could contribute
- Links and references to data sets used to compile graphs
- More up to date data used in graphs where possible
- More ready reckoners for other issues such as dwelling fires
- A glossary to increase the usability of the document.

# Chapter 4

## Conclusion

It is concluded that:

- FRSs need to identify how they can contribute to a wide set of indicators in addition to demonstrating the contribution of fire to local area priorities
- FRSs discussions within LSPs need to be evidence based; and
- FRSs need to focus on how they can work with partners to achieve common goals.

The information provided in the toolkit and supporting spreadsheets have been designed to support these objectives. Feedback from FRSs indicated that the need for advice and support may vary between FRSs, depending on their extent of prior engagement with LSPs and resources. Future work, such as reviewing experience in the period up to April 2008, could usefully:

- Explore the proportion of LAAs where the fire and/or arson indicator has been set as one of the 35 targets
- Explore the extent to which FRSs have been identified as a key partner in delivering other (not fire or arson) targets and what targets are these
- Identify lessons learnt by FRSs in engaging with the current (2007-2010) round of LAAs
- Summarise the lessons learnt and
- Update the toolkit and augment it with emergent lessons learnt.

Feedback from FRSs indicated that examples of the following would be particularly useful:

- FRSs being engaged as partners on targets outside of fire, arson and RTCs
- FRSs activities that contribute to targets outside of fire, arson and RTCs
- Successful FRS 'business cases'
- The attributes of effective partnerships.

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