

Dorset & Wiltshire Fire and Rescue Service

# Our approach to Performance and Evaluation

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## OUR STRATEGIC APPROACH

Our strategic approach is based on the following simple model:



## STRATEGIC ASSESSMENT OF RISK

To ensure that our Community Safety Plan (that incorporates our requirement to produce an Integrated Risk Management Plan) remains relevant and reflective of the wider landscape in which we operate, we undertake an annual strategic assessment of risk. This assessment examines a range of key factors that impact on our organisation from opportunities and challenges emerging from within the fire sector and those within the wider public-sector environment. This assessment aims to highlight the strategic and operational risks we face and describes how we intend to deal with them.

As well as analysing our own data, this document has been put together using a great deal of information from our partners and wider needs assessments associated with the following specific plans:

- Wiltshire Police and Crime Plan
- Dorset Police and Crime Plan
- Dorset Health and Well Being Strategy
- Wiltshire Health and Wellbeing Strategy
- Swindon Health and Wellbeing Strategy
- Bournemouth and Poole Health & Wellbeing Board Strategy
- Wiltshire Community Safety Plan
- Dorset Community Safety Plan
- Swindon Community Safety Plan
- Bournemouth Community Safety Plan
- Poole Community Safety Plan
- Dorset Sustainability and Transformation Partnership
- Wiltshire, Swindon & Bath and North-East Somerset Sustainability and Transformation Partnership
- Swindon and Wiltshire Joint Spatial Framework

Rather than rehearse the extensive range of data and intelligence, our analysis has been strategically synthesised using a PESTELO model. This has enabled us to both confirm the issues that need specific strategic focus and reflect these in the vision and priorities that make up our strategic Community Safety Plan which have then been incorporated within this tactical Service Delivery Plan.

## **‘PASSIONATE ABOUT CHANGING AND SAVING LIVES’: SETTING OUR VISION**

*“We are much more than a Fire and Rescue Service. We are about helping you to become safer, healthier and to live more independently. Improving your wellbeing and investing in our future generations is central to our way of thinking. We will play a key part in supporting our communities and businesses to grow safely and responsibly. If you need us we will respond quickly and professionally to limit distress, harm and economic loss”.*

Partnerships will be at the centre of all that we do.

Partnership working is used by us as a catalyst for positive change and to make sure we can maximise our capacity and capability. We want to ensure that we maximise our impact by working collaboratively at a national level, within the South West Emergency Services Collaborative Partnership and across the Network Fire Service Partnership.

### About our positive approach and culture

We will continue to have the safety of the public and our firefighters at the foremost of our minds and in everything we do. People working with our Service will be impressed by our professional and knowledgeable approach to developing new and innovative solutions and staff working within the Service will be proud of being part of it. We seek to develop a ‘one team’ and optimistic ‘can do’ attitude, having a measured approach to risk taking and creating solutions that maximise our opportunities and resources whilst maintaining dynamic stability. We want our workplaces to be welcoming of diversity and difference so that our staff are able to be authentic and maximise their skills and opportunities.

Leadership and person-centred team work will be apparent at every level, with staff feeling trusted and empowered to maximise their skills and commitment. Decision-making will be at the lowest appropriate level with procedures guiding professional discretion and judgement. Staff will talk openly about their areas for development and concerns to help foster confidence, personal development and commitment. Our values will be inherent in everything we do and demonstrated at all levels through preferred behaviours.

# **PRIORITY 1: MAKING SAFER AND HEALTHIER CHOICES**

## **Strategic Context**

Our strategic assessment of risk has identified that the number of individuals and householders that the Service needs to engage with to reduce deaths and serious injuries from fire, or to prevent unnecessary hospital stays, is set to increase. We are therefore focused on making sure that we increase the targeting of high risk individuals and households, offering a tailored level of support and engagement for those at medium to low risk. We will also continue to deliver an integrated approach to risk management bringing together prevention, protection and response at a locality level to target those most at risk from fire and other emergency events. Our approach will align to the work that is being undertaken through the National Fire Chiefs Council (NFCC) to ensure that Risk Assessments align to a national definition of risk as it emerges. We will also continue to work with partners to better use data to identify those most at risk and jointly work to get 'up stream' of the demand for those that require our collective services.

To achieve our aims, we are actively seeking to use our brand and reputation to make people safer from fire related incidents, road traffic crashes and to contribute towards helping people to make positive health and lifestyle choices. Our focus is to help those people who are the most vulnerable by effectively targeting our limited resources. We seek to do this by using intelligence and data that is already being used by our partners, such as the Joint Strategic Needs Assessments undertaken by Health and Well-being boards. We also recognise that we need to be able to evaluate what we do and feed this back into the priorities and outcomes of our partners; as well as setting out how we believe we make a positive contribution to reducing vulnerability and improving safety at an individual and systematic level. We are also focused on making sure that all of our interventions provide good value for money and that we are able to provide the same level of service to all individuals within our diverse communities.

## **Where we want to be in 5 years**

We are actively engaged in contributing towards the development of an Office for Data Analytics through our work in supporting the South West Emergency Services Collaboration Programme (SWESCP). This work aims to collate multi-agency data from national data sources across police, ambulance, public health, fire and rescue, local authority as well as the Connecting Care and Troubled Families programmes. The intention is to give all contributing service providers a true picture of vulnerability and demand through facilitating access to the totality of live data held by partners and apply predictive analytics and visualisation to make possible a joined up and collaborative view on vulnerability, risk and early intervention opportunities. We see this work as a crucial catalyst for even closer working across blue light services, local authorities and with clinical and public health bodies. Ultimately we would like to see

strategic plans, priorities and outcomes becoming aligned across public sector organisation operating across our Service area. This would enable the public to clearly see how the delivery of services was effectively joined up and delivered through transparent partnerships that draw together statutory responsibilities into integrated community plans.

## **PRIORITY 2: PROTECT YOU AND THE ENVIRONMENT FROM HARM**

### **Strategic Context**

We fully recognise our duty to protect vulnerable people and work with partners to ensure that we have processes in place to provide the right support to those people when they need it. We ensure that our staff are trained to understand their responsibilities in relation to safeguarding and equip them to be able to deal with cases as and when required. An important part of this is making sure that we have in place arrangements to monitor and support peoples' welfare, as our staff often have to deal with very challenging situations that can have a detrimental effect on mental and physical well-being.

We have a statutory duty to help businesses meet their obligations under the Regulatory Reform Fire Safety Order; and we aim to do this in a way that supports business growth and economic prosperity. However, we also take our enforcement role seriously and we have robust, legally compliant processes in place to make sure that public safety is maintained within the built environment.

Across our service area we are also fortunate to have significant heritage assets within the built and natural environment. We ensure that our crews are aware of the associated risks and how we can help to protect them through a comprehensive approach to risk management and intelligence. This including the development and provision of site-specific risk information that is made available via mobile data terminals on all fire appliances and the dissemination and testing of these plans to make sure our approach is compliant with any best practice and that it is effective and well managed.

We also fully recognise our duties under the Civil Contingencies Act and play an active role in both Local Resilience Forums (LRF's) that cover our area. We ensure that we are prepared for any emergency by having effective and robust internal business continuity arrangements in place that ensure we are able to fulfil our statutory responsibilities in the event of a large scale emergency. These plans are tested and enable us to effectively support the delivery of LRF plans which are developed in partnership.

### **Where we want to be in 5 years**

Our approach to business regulation will continue to meet any emerging statutory expectations associated with the Regulatory Reform (Fire Safety) Order or new legislation and this work will be fully integrated with our prevention and response activities at a local, service and sub-regional level. Specialist officers and operational crews will work seamlessly to reduce risk and keep people safe within the built environment. Local station action plans will be a key part of our approach to integrated risk management. Managers will be empowered to use their resources in the best way they see fit to reduce the risk from fire and to keep vulnerable people safe.

We will have a well-developed approach to the acquisition and provision of operational risk information that will be available at the point of need on the incident ground via mobile systems and this will be able to be shared with partners in real time to aid shared situational awareness. We will continue to take a leading role in supporting our Local Resilience Forums that will fully comply with the civil contingencies standards with evidence of good practise in relation to how we contribute towards coherent local and regional ways of working in the event of major incidents and emergencies. This will include planning, training, response and recovery.

Our approach to safeguarding will be fully embedded across the service. We will also be able to provide comprehensive evidence that our approach follows best practise within the sector and that partners are assured we are a strong and reliable partner on safeguarding boards, with a proven track record of helping to mitigate the risks to vulnerable children and adults.

## **PRIORITY 3: BEING THERE WHEN YOU NEED US**

### **Strategic Context**

Our strategic assessment of risk and our experience both locally and nationally indicates that there will be continued pressure on recruiting and retaining on call firefighters who work in rural areas. This is due to a variety of factors amongst which are, the affordability of housing stock within villages and the fact that people are increasingly working in more urban areas. This results in less recruitment opportunities and means that we need to continue to look at our terms and conditions and the offer we make to enable us to attract, recruit and retain more on-call firefighters and be an attractive employer. It also means that we need to ensure that we adopt an integrated and risk-based approach to the deployment of prevention and protection resources outside of achievable response times. This is in order to endeavour to manage and mitigate identified risks to vulnerable people and properties.

Whilst our focus is on prevention and protection activities, we must also be ready to respond to emergencies as and when required. We therefore keep our response capability under constant review to ensure that we keep pace with our changing operating environment and risk profile, whether that is as a result of developments in the built environment or other factors such as increasing risk of flooding. Our response capability is about having the right people in the right place with the right

training and equipment to deal with any reasonably foreseeable emergency and this will remain a focus for us.

We will work closely with our partners in the Networked Fire Services Partnership (NFSP) to develop joint capabilities where these are appropriate and look to align our ways of working regardless of our geographical boundaries. We use our Communities Programme and integrated risk management process to ensure our response capability remains relevant, suitable and sufficient and to make certain that we are effectively planning for the future. We also ensure that we learn from every significant emergency that we attend by reviewing our performance at incidents and where appropriate we do this with our partners.

## **Where we want to be in 5 years**

Our on-call duty system will be sustainable with improved availability of resources matched to our understanding of risk. This will be underpinned by an effective offer to people within our communities that will make our on-call duty system more attractive and family friendly through streamlined recruitment and development and this will have had a marked improvement on retention rates.

Our response arrangements will be aligned across the Network Fire Services Partnership and will be driven by a common integrated risk management methodology. This will also compliment work that we do with partners across the south west region. As a result, we will maximise value for money opportunities through our approach to emergency response arrangements because they will be both dynamic and based on the most efficient and cost effective crewing options. Our approach will continue to ensure the safety of operational crews in all the environments in which they operate and we will take advantage of emerging technology where this is of benefit. Our operational capabilities will maximise the benefit to our communities through our enhanced emergency medical response training that will comply with national guidance and be reflective of any changes to national role maps.

We will have robust arrangements in place that ensures all learning is captured, shared and embedded in future training regimes and that this intelligence is available to partners at a local, regional and national level.

## **PRIORITY 4: MAKING EVERY PENNY COUNT**

### **Strategic Context**

The Service has sound governance and assurance arrangements in place. It is fulfilling its legal obligations under a wider range of legislation and has a positive audit position. As part of the wider convergence programme, there is still work to do to bring systems and processes together to provide a single operating and cultural model across the new Service. Whilst we have a good health and safety culture, convergence remains a key focus, and work is progressing well to achieve the BSI Health and Safety 18001 by the end of 2018. Although we have achieved the savings identified through combination and are embarking on a communities'



programme to realise a further £2.2m of annual savings by 2020/21; plans to bridge our financial deficit beyond this time remain very challenging. There is a recognition that the Service needs to respond to this by continuing to further strengthen its approach to value for money, reducing costs, finding savings and improving outcomes with less or the same resources. To achieve this, we need to build upon and further formalise our relationships with neighbouring emergency services and other key partners so that we maximise the flexibility of service delivery with innovative operating models to allow us to better match resources to risk without compromising firefighter safety. We will also work with the NFCC to help them in their strategic priority to lobby for multi-year budget settlements and transformational funding that give FRSs the opportunity to plan for the future, making it easier to deliver sustainable transformation and sector reform.

## **Where do we want to be in five years' time?**

We will have completed the convergence programme, with the Service operating in a unified way that is fully transparent, accountable, efficient and effective. This will be validated by external scrutiny. Our financial model will be strategically coherent with a comprehensive and detailed medium to long-term investment programme. Our processes to achieve value for money will be embedded and culturally engrained in all aspects of our thinking. Health and safety remains a key priority with BSI 18001 attained and the safety and well-being of our people at the centre of all we do. We will be prioritising our resources through a sophisticated risk reduction methodology that uses partnership data to target our limited resources to those who are vulnerable and most at risk. This will require us to increasingly move from a universal offering towards a more risk based approach. All revenue and capital planning and expenditure will be clearly articulated within our value for money processes with investments in assets, technology and people exploiting partnership opportunities and new ways of working. Whilst maintaining individual sovereignty we will be actively engaged in working with neighbouring fire and rescue services in implementing a more formalised strategic alliance. This will seek to further maximise operational efficiency and effectiveness through a common approach to integrated risk management planning that will be aligned to the national approach being developed by NFCC and the work that is being undertaken to establish a common community risk index through the development of a central office for data analytics.

## **PRIORITY 5: SUPPORTING AND DEVELOPING OUR PEOPLE**

### **Strategic Context**

Our people are central to ensuring we achieve the vision and strategic priorities set out in this plan. The health and well-being of our people is of the highest importance and we continually strive to offer effective support to all of our staff groups. We recognise that we must develop more innovative and flexible employment models to attract and retain the highest calibre of staff. This is especially important as our

strategic assessment of risk indicates that our workforce is not reflective of the communities we serve, both in terms of diversity and gender. We are also aware that our current gender pay gap of 11.9%, although lower than the national figure of 18% based on full and part-time workers (Office for National Statistics 2017), is also an area we want to address. It is therefore crucial that our holistic approach to workforce planning continues to evolve to promote and enhance our employer brand. The Service has several key initiatives in place to improve the diversity of our workforce and help to bridge the gender pay gap including:

- Improving recruitment processes to help rebalance workforce composition.
- Embedding equality within key plans and processes to ensure it is thought about from the outset.
- Delivering a programme of smarter and flexible working to support the attraction, progression and retention of female staff
- Working with Stonewall through the Workplace Equality Index to help ensure a progressive and supportive culture
- Reviewing and improving workplace facilities for women to help provide a welcoming and supportive environment

This focus is vital so that we can employ people who share our values and behaviours from across all of our diverse communities. An integral part of this process is to make sure we have a pro-active, integrated and managed approach to succession planning. One that is linked to our financial profile so we are able to identify what skills and behaviours will be required in the future. This will ensure that our leadership and development interventions equip our staff with the skills and knowledge they need to carry out their role effectively. We also recognise that our recruitment processes need to continually evolve to make sure that they are proportionate and streamlined so that any barriers to attracting the best candidates are challenged and removed. As a Service that covers a large geographical area we have also invested in systems that allow people to work flexibly, while maintaining managerial and team contact and support. Our work in these areas will be aligned to two specific priorities within the NFCC strategy. These are;

- to lead the fire and rescue sector as it continues to build a representative workforce which possesses the appropriate skills, experience and leadership qualities to deliver a range of services to the community. A workforce which is change ready and able to deliver a broad set of interventions to make communities safer and healthier which affords people greater opportunity and prosperity.
- To encourage and assist FRSs to maximise the added value of digital solutions, innovative use of information technology and effective sharing and utilisation of data in ways which will make the sector more effective and efficient at what we do.

## **Where we want to be in 5 years**

When people enter the Service, we will make sure that they continue to receive the right training and development to ensure they have the technical and personal skills required to undertake their role. This training will be delivered flexibly right across our service area and to all staff groups. This approach will continue to make sure we have cost effective delivery models that are evaluated to make sure they provide value for money.

We will be focused on identifying and nurturing talent through our leadership programme. Access to leadership development will continue to be triggered by real work activity and 360-degree feedback. Our programme with the Royal National Lifeboat Institute (RNLI) will be embedded and other key partners from across the public sector will also be involved. Our approach will allow people to maximise their potential and enable everyone to flourish within a positive working environment that champions diversity and inclusion. The impact of our leadership programme and all of our other learning and development interventions will be evaluated at an organisational, team and individual level. This evaluation will be used positively to shape future organisational learning and development interventions.

Our workforce planning framework will have a proven record of effective succession planning. It will use a variety of mechanisms such as apprenticeships, direct entry and positive action recruitment to make sure we have the right people in place, with the right skills, values and behaviours to be able to deliver our services to the public. We will play a positive and pro-active role across the local, regional and national public sector landscape in Human Resources (HR), people development and organisational learning to make sure that we understand, and are able to reflect, best practice. This will include drawing on recommendations from HMICFRS from across the fire sector and also other public sector inspection regimes. Our approach to health and wellbeing will remain strong and include proactive health initiatives and arrangements that will support the physical and emotional wellbeing of our staff. It will also support the needs of operational staff who now remain in the Service longer than in previous years due to pension changes. Our approach to work will be flexible, with work being 'what you do' not 'where you go'. We will enable staff to work flexibly and efficiently, with the opportunity for a good work-life balance wherever this is practicable. To do this we will create a culture that empowers staff to work in an efficient and effective way with people, technology, buildings and workspaces that enable good communication and flexible ways of working. We will engage our staff to develop a flexible, values driven culture and our gender pay gap will continue to reduce year on year, until parity is achieved.

## **PLANNING - HOW WE TRANSLATE OUR VISION INTO ON-THE-GROUND ACTION**

To make sure we achieve this we have developed priorities that are reflective of our statutory responsibilities and the opportunities we see for contributing towards broader community outcomes aligned to our public-sector partners plans.

Our strategic assessment of risk uses common sources of data and intelligence to make sure we have a consistent understanding of what partners mean by vulnerability, risk, threat and harm. We are also focused on encouraging our partners to work more closely to align strategic plans and the way they are evaluated to ensure delivery of services becomes more integrated.

The Community Safety Plan sets out our ambition over the next few years. It has five priorities:

- 1. Making safer and healthier choices**
- 2. Protecting you and the environment from harm**
- 3. Being there when you need us**
- 4. Making every penny count.**
- 5. Supporting and developing our people**

Each of the strategic priorities is supported by four Key Lines of Enquiry (KLOE). To ensure that the current performance position is well understood, each KLOE has a baseline assessment against three levels – *Developing*, *Established* and *Advanced*. The KLOE's pose specific questions against which performance is judged using key performance indicators and evidence based commentary provided by managers. This is complimented by our evaluation framework. Our Service Delivery Plan includes key activities and projects that form the basis of our approach to performance management at an individual, team, departmental and directorate level. This is managed through our electronic performance management system Cycle. This enables us to track progress and to report in a transparent and clear way where we are up to Fire Authority level. Under these arrangements, the 4 Local Performance & Scrutiny Committees consider and scrutinise performance against the first three priorities which are:

- 1. Making safer and healthier choices**
- 2. Protecting you and the environment from harm**
- 3. Being there when you need us**

While the Finance and Governance Committee review performance against priorities 4 and 5 which are:

- 4. Making every penny count.**
- 5. Supporting and developing and supporting our people**

## **How we bring this approach to life**

The vision needs to come alive. To do this we prepare two documents:

- The Community Safety Plan outlines our plans for the future
- This is detailed in our Service Delivery Plan

Using the baseline assessment for each KLOE and where we want to be in 5 years' time, a judgment is made as to whether we want to strengthen an existing

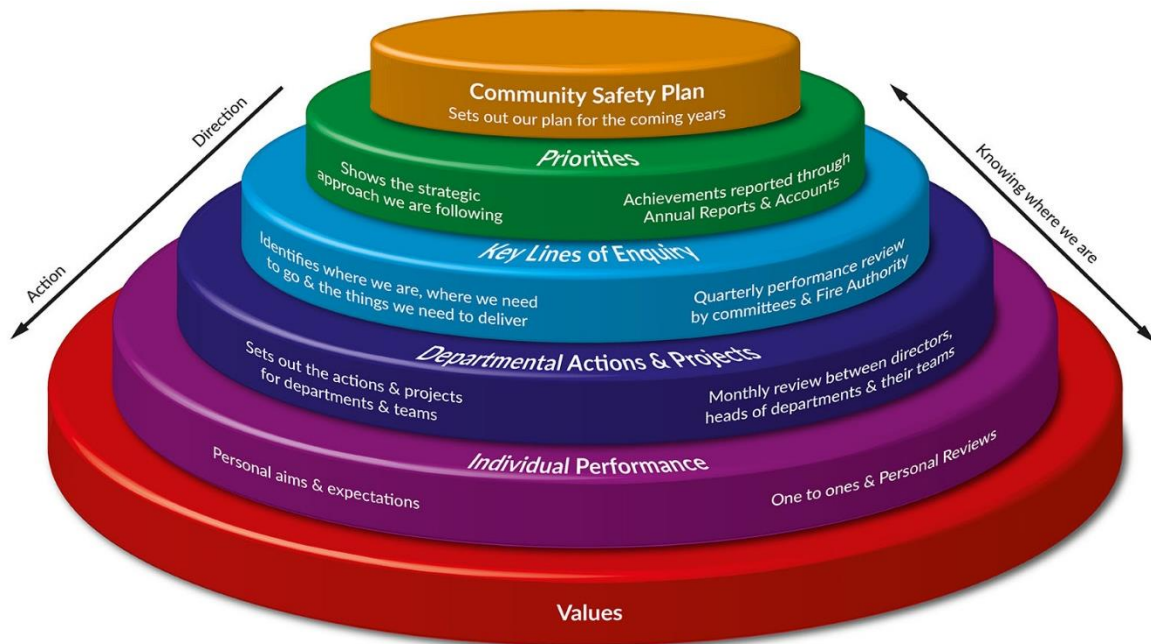
assessment level or move to the next level. Strengthening and improving where we are currently involves:

- Identifying the outcomes we are attempting to achieve
- Deciding on the required actions
- Costing those actions to deliver a balanced budget
- Identifying benchmarking to make sure that we external comparisons against which to consider our performance.

These outcomes, actions, links to partner and Fire Inspection requirements, together with our Key Performance Indicators and Corporate Targets are all then set out in our Service Delivery Plan and built into our Planning, Performance and Evaluation software tool, Sycle.

## PERFORMANCE AND EVALUATION

How we set and review our performance is explained through the following model:



We constantly measure our performance, to ensure that you are receiving the quality of service that you rightly expect from us.

Reporting of performance is scrutinised by the Fire Authority and reported Quarterly through Finance, Governance & Audit and Local Performance & Scrutiny Meetings. Overall performance is also reported every 6 months and then annually to the full Fire Authority. Information on how we are doing can be found by looking at Fire Authority papers and minutes shown in the Fire and Rescue Authority section of this website or by using the following link:

<https://www.dwfire.org.uk/fire-rescue-authority/meeting-information/>

We have developed and are updating a performance management dashboard which will be available shortly and is linked below. In the interim, if you would like to discuss any aspect of performance management, what we do or what outcomes we are achieving, please email our Performance Manager at [jane,barnes@dwfire.org.uk](mailto:jane,barnes@dwfire.org.uk).

## EVALUATION

We evaluate our performance using the following model:



### Internal Evaluation

Internally we evaluate and monitor progress against the actions and key performance indicators at all levels of the Service using our performance framework and managed within our Planning, Performance and Evaluation tool Cycle.

### Stakeholder Evaluation

As previously mentioned, we annually undertake an assessment of what our key stakeholders are planning to deliver. This is based on a strategic mapping exercise which provides a high level overview of the linkages between the outcomes our partners have identified and the work we are planning to do. The impact that we had on our partner's identified outcomes are reported to Fire Authority as part of the scrutiny of performance and are reported back to Partners after the Annual Report is approved.

### Value for Money

#### What do we mean by Value for Money?

To assess value for money i.e. the optimal use of resources to achieve the intended outcomes, we use a number of indicators and this process is being strengthened:

- **Economy:** Minimising the cost of resources used or required (inputs) while having regard for quality – ***Spending less***
- **Efficiency:** The relationship between the outcomes achieved from the inputs (i.e. goods and services and the resources used to produce them) – ***Spending well***
- **Effectiveness:** The extent to which the outputs achieved from the inputs and the relationship between the intended and actual impacts of our outputs i.e. the outcomes – ***Spending wisely***

Our approach to demonstrating and delivering value for money is being strengthened and is reported to the Fire Authority.

## **CORPORATE DASHBOARD OF PERFORMANCE**

As well as regularly reporting performance to the Fire Authority, we have developed a corporate dashboard of performance from which you can look at what we are doing and how we are performing. This Corporate Dashboard is shown on our Performance Page.