

Fire Services Outcome Framework Progress Report

Quarter 1 & 2
2020-2021

Office of the Fire Services Implementation Monitor
March 2021



Foreword



Victoria's fire services perform a critical function in protecting all Victorians from the devastating impacts of emergencies, particularly fires.

The Victorian government has embarked on a significant 10-year reform agenda to enhance our fire services in Victoria by releasing the *Fire Services Statement* and subsequent *Year One Fire Services Reform Implementation Plan* (the Implementation Plan).

One of the actions arising from the Implementation Plan was to establish a Fire Services Implementation Monitor and I am honoured to take on this role and the responsibilities it entails.

As part of my responsibilities, I will be publishing quarterly progress reports and an annual summary of progress made by the relevant agencies against the Implementation Plan.

From a broader perspective, my vision for this role is to establish a monitoring, evaluation and performance measure framework that will stand the test of time and provide an ongoing assessment of the performance and financial sustainability of the fire services in Victoria.

This framework will be used to identify areas where agencies can improve their fire management strategies and actions over time. It will also provide a useful tool to report on fire management outcomes more effectively and transparently to government and the community.

While Fire Rescue Victoria (FRV) and the Country Fire Authority (CFA) have made strong progress in establishing new Outcomes Frameworks, it is my intention to work with the agencies and other key stakeholders to capture the right data to inform future government decisions.

I intend to test and verify this data and assess how robust agency processes are, including complaint resolution responses. This work will be undertaken with the ultimate objective of ensuring a safe workplace for all people in the fire services sector and keeping all Victorians safe from fire emergencies.

This initial report provides a summative assessment of progress made against the FRV and CFA Outcomes Frameworks. Over time, these reports will provide a more comprehensive analysis of the data to enable critical insights into Victoria's fire services response capability.

Hon. Niall Blair
Fire Services Implementation Monitor

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Definitions

Acronym	Title
CFA	Country Fire Authority
DJCS	Department of Justice and Community Safety
FIRECOM1	FRV data storage system
FRV	Fire Rescue Victoria
FRVSafe	System for capturing and monitoring hazard and incident reports for FRV personnel
FSIM	Fire Services Implementation Monitor
MFB	Metropolitan Fire Brigade
PTA	Professional, Technical & Administrative (PTA) Employees
YTD	Year to Date

Introduction

The Fire Services Implementation Monitor (FSIM) is required to prepare and publish a quarterly report under s141 of the *Fire Rescue Victoria Act 1958* (the Act). The quarterly report is developed from information and data provided by Fire Rescue Victoria (FRV) and the Country Fire Authority (CFA) against the performance measures set out in each of their Outcomes Frameworks.

Under the Act, FRV and CFA must provide this information and data to the FSIM on 1 February, 1 May, 1 August and 1 November each year. The FSIM is required to prepare and publish a quarterly report within 30 days after receiving the quarterly updates and supporting data from FRV and CFA.

The first quarterly report, delivered on 1 November 2020 by each agency, was developed prior to the appointment of the FSIM. The reports were published by the Department of Justice and Community Safety (DJCS) on [Fire Services Reform | Victorian Government \(www.vic.gov.au\)](https://www.vic.gov.au/fire-services-reform).

Publishing these quarterly reports promotes transparency and provides important benchmarking upon which we can measure the impact of the government's reform agenda on the fire services agencies, other emergency services stakeholders and the broader community.

The FSIM will prepare a report each quarter that provides both the data received from each agency and high-level analysis of this data taking into consideration the reform agenda and current priorities outlined in the government's Year One Implementation Plan.

These quarterly reports will complement the annual report prepared by the FSIM which will focus on the broader fire services reform agenda being implemented across Victoria.

At present the Outcomes Framework for each agency captures many indicators that form part of other reporting commitments at the station/brigade and national level. Over time it is anticipated that the Outcomes Framework of each agency and performance measures will mature and the FSIM will work with both FRV and CFA to strengthen the fire services reporting framework in Victoria.

Fire Services Reform

The Victorian Government has embarked on a significant 10-year reform agenda to enhance fire services reform in Victoria. The 2017 Fire Services Statement (the Statement) lay the foundation for this reform and focused on four key priorities:

- Restoring CFA to a fully volunteer, community focused organisation
- Establishing FRV to lead firefighting in major regional cities and Melbourne
- Planning and building for the future
- Valuing our firefighters

The establishment of FRV on 1 July 2020, was the start of what will be a long journey to deliver and embed reforms across the state. The government has recognised this through the development of a Year One Fire Services Reform Implementation Plan, which focuses on the establishment of key entities and the completion of transitional activities and ensuring firefighters have access to training and resources.

The FSIM is independent of the Minister, government departments and fire services agencies. The role of the FSIM is to monitor and review the progress of FRV and CFA in carrying out the Implementation Plan and assess ongoing efforts to improve the interaction between FRV and CFA and other agencies.

The FSIM has two reporting requirements. First, a quarterly report after receiving data and information from FRV and CFA based on the Outcomes Framework developed by each agency. Secondly, an annual report on progress against the Implementation Plan and broader reform agenda.

Quarter 1 & 2 observations from the Fire Services Implementation Monitor

The scope of this report is on quarter 1 & 2 reporting provided by FRV and CFA against performance measures set out in the relevant Outcomes Frameworks.

The frameworks used for this first year of reporting are streamlined, over time these frameworks will become more sophisticated, but it is important to establish a baseline that reflects known and reportable data sets.

A noticeable gap at this early stage is the absence of a baseline for several performance measures. The operating model of both agencies changed on 1 July 2020 with FRV bringing together former Metropolitan Fire Brigade (MFB) firefighters and CFA career firefighters, and the CFA becoming a volunteer only firefighting service. Baseline data reflective of the new operating model will be further developed over the first 12 months.

Moving forward and building on the data sets provided in the first two quarterly reports, it is desirable for the agencies to identify action(s) that are either planned or underway to support outcome achievement, with details of timelines and resources. This additional information will assist in providing critical analysis on the reported outcomes.

Fire Rescue Victoria Q1 and Q2 results overview

In the first quarter of the 2020-21 year, FRV demonstrated progress against meeting many of its performance targets as outlined in the agreed Outcomes Framework following the transition from MFB to the new entity, FRV, on 1 July 2020.

From 1 October 2020, FRV experienced ongoing issues accessing incident data for reporting purposes. As a result, FRV is currently unable to extract certain datasets for several performance measures for Q2 in this report. FRV is working on both a long-term solution to replace the existing data store while also implementing a short-term tactical solution to extract data. FRV will be able to provide the results for Q2 once the tactical solution has been finalised.

In addition to the above reporting issues, the ongoing impacts of COVID-19 have resulted in reduced training and community engagement opportunities as restrictions have prevented this work from being conducted. FRV has also been undertaking a substantial program of work in relation to Service Level Agreements with an expectation that a significant number of agreements will be finalised in quarters 3 and 4.

Finally, although not included in the Q 1 and 2 Outcomes Framework, FRV has set a target of 400 women career firefighters. Going forward, it is anticipated that future iterations of the Outcomes Framework will incorporate performance measures that track progress against ensuring a diverse workplace. FRV has reported a total of 161 women career firefighters as at 16 February 2021.

Country Fire Authority Q1 and Q2 results overview

In the first two quarters of the 2020-21 year, CFA tracked well against a number of its performance measures. CFA continues to meet its targets to decrease house fires and grass and scrub fires and has reported no fire-related stock loss for two consecutive quarters. Workplace safety targets have also been surpassed with low numbers of WorkCover and volunteer compensation claims. CFA has also met its targets with respect to representation of females and younger people in various roles across the organisation.

Delivery of community engagement activities has been hampered by COVID-19 restrictions. CFA has adapted to these circumstances and subsequently delivered a significant number of programs online. The quiet summer season, combined with COVID-19 restrictions, has resulted in a significant drop in hazard reporting at CFA work locations.

CFA has articulated a vision for zero fire fatalities and injuries in the country area of Victoria. Whilst CFA has been successful in reducing both the number of fatalities and injuries over the past few years, it has not been able to meet the target to date.

In addition to the above, CFA has undertaken a program of works to resolve legacy issues associated with fire services reform in collaboration with FRV. CFA will focus on the completion of most of the work program during quarters 3 and 4.

The CFA initiated Fire Services Joint Operations Committee (FSJOC) will also assist with the completion of several interoperable arrangements still to be finalised as part of FSJOC's annual works plan. The works plan includes a suite of complex priority outcomes. CFA and FRV will work collaboratively to progress work against these outcomes and establish ongoing arrangements over the next 12 months.

Progress update – quarterly reports

The below data was provided by CFA and FRV and was used to inform the observations made by the Implementation Monitor.

1. Fire Rescue Victoria

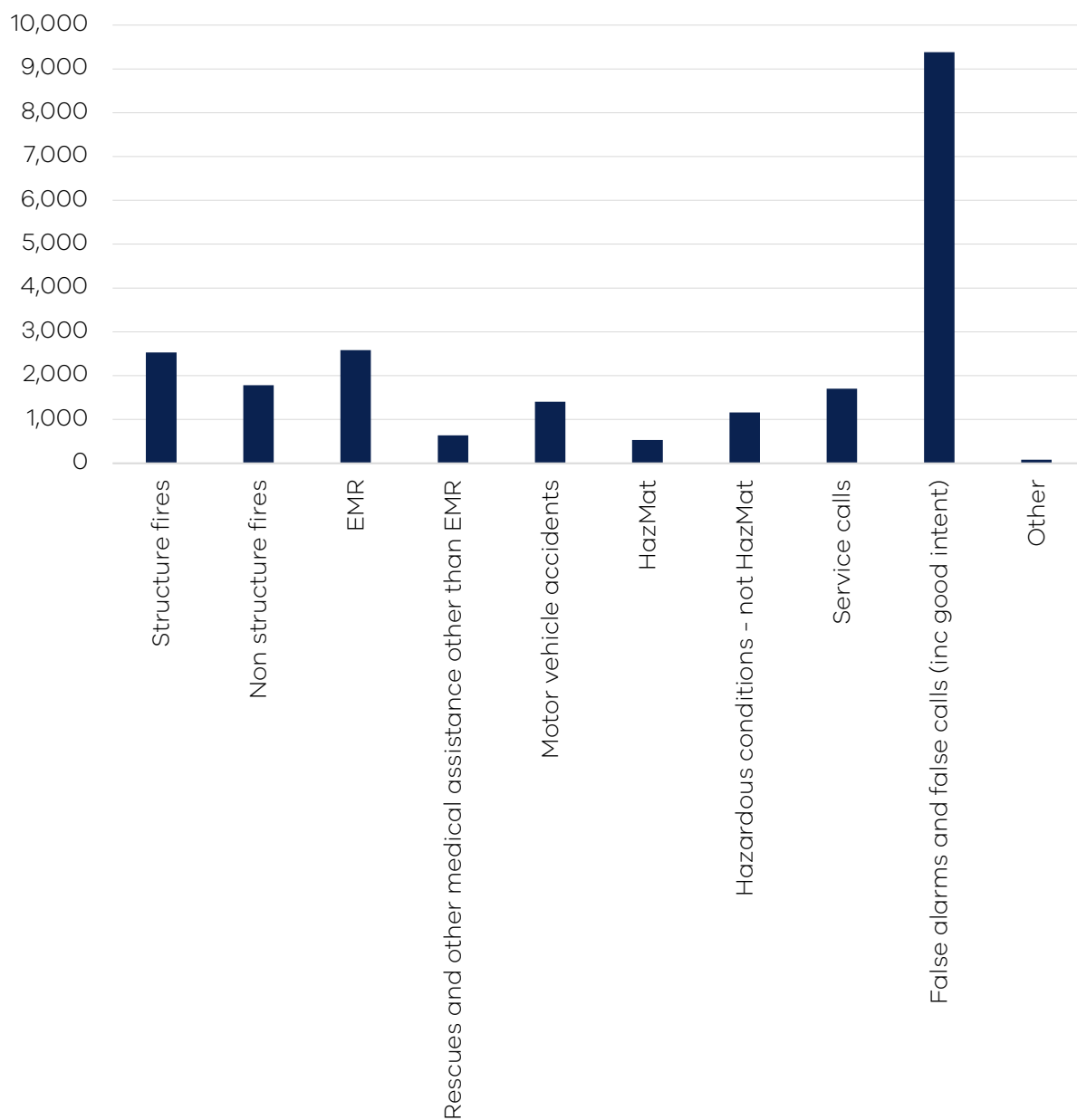
Data against performance indicators

Performance Indicator	Q1	Q2	Target	Notes
Number of sessions of fire education and risk reduction programs delivered to the community	-	0	80	COVID-19 restrictions have prevented any community education programs from being delivered. Programs will commence as COVID-19 restrictions allow.
Number of hoarding risk referrals	51	107 (YTD)	120 (YTD)	Delivery against this measure is on track.
Number of residential risk referrals	80	157 (YTD)	65 (YTD)	Delivery against this measure is on track.
Number of engagements with Local Government Areas through the Community Safety Team	68	39	86	The reported number of engagements is lower than expected – primarily due to incomplete reporting which will be rectified, commencing Q3.
Total operational fleet availability	81.0%	83.0%	85%	Fleet availability has been limited due to a shortage in resources to complete modifications and fast track repairs, warranty repairs, and a high number of unscheduled repairs.
Improve containment of structure fires	85.6%	-	90%	Data temporarily unable to be extracted from the FRV system. Q2 data will be provided in a subsequent quarterly report.

Performance Indicator	Q1	Q2	Target	Notes
Percentage of staff with core skills maintenance drills completed	97.0%	96.6%	95%	Delivery against this measure is on track.
Percentage of structure fires response times within benchmark	91.0%	-	90%	Data temporarily unable to be extracted from the FRV system. Q2 data will be provided in a subsequent quarterly report.
Percentage of road rescue response times within benchmark	90.2%	-	90%	Data temporarily unable to be extracted from the FRV system. Q2 data will be provided in a subsequent quarterly report.
Percentage of EMR response times within benchmark	92.3%	-	90%	Data temporarily unable to be extracted from the FRV system. Q2 data will be provided in a subsequent quarterly report.
Breakdown of calls attended by type of incident	See table below	-	N/A	Data temporarily unable to be extracted from the FRV system. Q2 data will be provided in a subsequent quarterly report.
FRVSafe: initial investigation within 14 days	87.2%	80.6%	100%	This result was mainly affected by ongoing FRVSafe software access and email notification issues experienced by former CFA personnel. Staff are now being notified manually. Work is underway to address software issues.
FRVSafe: corrective actions implemented within 30 days	99.2%	99.4%	100%	Delivery against this measure is on track.
Number of stations/work sites visited against schedule	0%	0%	85%	Program has been postponed due to COVID-19 restrictions.

Performance Indicator	Q1	Q2	Target	Notes
Workforce turnover – All employee (12-month extrapolated result)	3.9%	3.4%	4.5%	Turnover is currently lower than anticipated.
Workforce turnover – Firefighters (12-month extrapolated result)	2.4%	1.9%	3.2%	Turnover is currently lower than anticipated.
Permanent operational staff FTE	3,496	3,489	3,628	Delivery against this measure is on track.
Permanent non-operation staff FTE	619	607.1	598	Engagement with CFA is ongoing to better understand how former CFA employees are recorded and counted.
Service Level Agreements	-	24.0%	50% (YTD)	Work is underway to finalise new agreements.
Percentage of specialist capability staff (Technical Operations skills maintenance completed)	58.0%	61.0%	100%	Training has recommenced following easing of some COVID-19 restrictions resulting in a slight increase this quarter.
FRV represented at all state and emergency management meetings and exercises	-	95.0%	95.0%	Delivery against this measure is on track.

Number of incidents by incident type – FRV



2. The Country Fire Authority

The CFA Outcomes Framework uses an annual baseline total and year to date (YTD) baseline total in lieu of a target measure. The annual baseline is a rolling five-year* average of the cumulative, annual performance against measures.

(*The baseline is generally established as a five-year average however, some indicators are based on a one, two or three-year average.)

Data against performance indicators

1. We put community at the centre of everything we do so that the community partners with CFA to actively manage its fire risk

The community is educated, engaged and empowered to manage fire risk

Performance Indicator	Q1	Q2 (YTD)	Annual Baseline (5 yr)	Notes
An increase in community engagement opportunities available to the community ²	35	504	1,647	Program delivery has been impeded by COVID-19 restrictions. CFA has since commenced delivery of online community engagement sessions. Opportunities for informal engagement remain limited.

² The Annual and YTD Baselines for this measure constitute a two-year average

2. We deliver programs and services that make a positive difference so that the lives and property of the community are protected from fires

Fires are prevented

Performance Indicator	Q1	Q2 (YTD)	Annual Baseline (5 yr)	Notes
A decrease in the number of house fires	225	407	974	Delivery against this measure is on track.
A decrease in the number of grass and scrub fires	194	1,199	3,411	Delivery against this measure is on track.

Fires are suppressed quickly and effectively

Performance Indicator	Q1	Q2 (YTD)	Annual Baseline (5 yr)	Notes
An increase in containment to room of origin of structure fires	58%	53%	56.4%	CFA is slightly below the baseline.
An increase in containment to 5 hectares for grass and scrub fires	98.5%	94.3%	94.0%	CFA has remained relatively stable in this indicator.
A decrease in average time spent suppressing structure fires	50m 40s	48m 50s	52m 47s	Delivery against this measure is on track.
A decrease in average time to contain and control bushfires	38m 10s	86m 52s	83m 18s	Delivery against this measure is on track.

Fires are less harmful to the community

Performance Indicator	Q1	Q2 (YTD)	Annual Baseline (5 yr)	Notes
A decrease in complete structure loss due to a structure fire	16.4%	17.9%	18.0%	CFA has remained relatively stable in this indicator.
A decrease in stock loss due to fires	0	0	2,293	There have been no stock losses recorded in country Victoria to date for 2020-21.

Performance Indicator	Q1	Q2 (YTD)	Annual Baseline (5 yr)	Notes
A decrease in fire-related fatalities ³	3	4	13	CFA will continue to undertake work to strengthen prevention and preparedness activities.
A decrease in fire-related injuries ⁴	9	21	61	Although an improvement from previous years, the number of fire-related injuries remains above the target.

³ The Annual and YTD Baselines for this measure constitute a three-year average

⁴ The Annual and YTD Baselines for this measure constitute a three-year average

3. We provide a great place to volunteer and work so that our volunteer and paid workforce is sustainable and effective

Our workplace is safe

Performance Indicator	Q1	Q2 (YTD)	Annual Baseline (5 yr)	Notes
An increase to hazard reporting within CFA locations	128	261	1,009	The significant reduction in brigade and response activity, due to COVID-19 and a quieter summer season, has resulted in a reduction in hazard identification due to less exposure to CFA locations and fewer activities.
A decrease in workplace injuries	54	114	747	The significant reduction in brigade and response activity combined with a quieter start to the summer season has resulted in fewer workplace injuries.
A decrease in volunteer compensation claims	16	31	134	CFA remains below the target with only 31 claims made year to date.

Performance Indicator	Q1	Q2 (YTD)	Annual Baseline (5 yr)	Notes
A decrease in WorkCover claims	6	4	118	There has been a decrease in WorkCover claims between Q1 and Q2 due to the transition of several claims from CFA to FRV.
A decrease in the average unplanned leave per FTE equivalent ⁵	1.6	3.4	8.8	Delivery against this measure is on track.

⁵ The Annual and YTD Baselines for this measure constitute a one-year average

We have a volunteer and paid workforce that reflects the community it serves

Performance Indicator	Q1	Q2 (YTD)	Annual Baseline (5 yr)	Notes
An increase in female volunteers in operation roles	13.4%	13.3%	13.1%	Delivery against this measure is on track.
An increase in female volunteers in leadership roles	6%	5.9%	4.9%	Delivery against this measure is on track.
An increase in female staff in senior roles (PTA 5 or above)	53.2%	51.5%	48.9%	Delivery against this measure is on track.
An increase in volunteers under 40 years old	29.2%	29.1%	29.4%	Delivery against this measure is on track.

Conclusion

The fire services have performed well over the last quarter, particularly during the COVID-19 lockdowns which have had an impact on operational activities.

Although a number of system issues have impacted on the collection of reporting data, response capability and effectiveness have not been compromised and agencies have implemented adequate alternate systems. Data sets that have not been reported in Q2, will be provided in Q3 for transparency. The level of co-operation and availability that the agencies have afforded the FSIM office has been appreciated.

A major focus of the FSIM for Q3 will be to continue to establish stakeholder networks and feedback channels and to continue to work in consultation with the fire agencies to refine their data collection and reporting objectives and frameworks.