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Report

Review of the Benefits realised by the Actions delivered through the IRMP 2021-24

Prepared for – Merseyside Fire and Rescue Service

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EXECUTIVE SUMMARY

The Fire and Rescue National Framework for England (The Framework), states that all English Fire and Rescue Services have to produce an Integrated Risk Management Plan (IRMP) that reflects the types of fire and rescue related risks that could affect their locality. Merseyside Fire and Rescue Service (MFRS) set out its approach to this requirement within the Fire Authority's IRMP 2021-24, and the supporting IRMP Planning Process Guidance 2021.

During the development of the IRMP the Service listed three themes that they believed would make a difference to the safety of people, buildings, and places in Merseyside: Risk, Demand and Vulnerability. At the same time as the Service reviewed its Equality, Diversity, and Inclusion (EDI) Objectives to reflect its aims over the same period of the IRMP incorporating statements of its commitment to EDI in relation to its staff and to the services it delivers to its communities.

The internally published IRMP Planning Process Guidance 2021 states that the Service intends to use the IRMP to 'explain how we will use our firefighters, fire engines, other employees and equipment to reduce risk and respond to emergencies'.

In this statement the Service signalled the importance of the understanding of effectiveness and that even where their activities already have an existing evidence-base they will evaluate effectiveness in order to seek a broader understanding of the benefits realised through the interventions (Actions) contained within the most recent IRMP.

The purpose of this Review was to identify where there is evidence of benefits realised through the Actions in the IRMP of their effectiveness. The Review focussed on sixteen selected Actions chosen by the Service to be subjected to the Review.

Guidance Note 1 sets out the principle aims of an IRMP being to reduce the number of fires and other emergency incidents that occur, and thereby the resultant deaths and injuries, and to protect the built and natural environment. The overall net effect should be to improve community safety.

Therefore, throughout the Review we have used the term 'community safety outcomes' as this is the term used in IRMP Guidance Note 1 which we believe best describes effectiveness.

The Review gathered feedback from the individual Actions owners, and where appropriate their teams, using the key questions, as described in the Magenta Book and by assessing supporting evidence provided to Risktec.

As a result Risktec were able to follow the processes listed below:

- Review documents provided by MFRS to comprehend how MFRS evaluates the community safety outcomes of its IRMP.
- Develop individual Logic Models for each of the Actions across the Service's four functional areas incorporating the evidence provided and statements contained in related documents i.e. Fire Standards
- Discuss at a workshop how the Service could use the Logic Model, and what aspects from other examples could be incorporated into a bespoke Logic Model.

The outcome of the Review is contained within this Report for consideration by MFRS as to how it continuously improves its understanding of the Service's effectiveness. This may in turn assist the evaluation of the next iteration of the CMRP and other Service planning arrangements.

Risktec's overall opinion is that the Service, having produced its own comprehensive picture of the context of Risk/Demand and Vulnerability and determined how well the current arrangements were working, are significantly underselling the scale and depth of its effectiveness.

We found, through the development of the Logic Model, that the Actions are delivering more positive community safety outcomes in a way that makes a difference to the safety of people, buildings and places in Merseyside than it originally set out in the IRMP.

These community safety outcomes will be realised over the short, medium and long-term but are already providing clear benefits to the Service and the community.

The Service should however take a cautious approach when considering the amount of effort it invests into attributing community safety outcomes, across the three themes of Risk/Demand/Vulnerability, directly to any specific intervention when there is considerable complexity and interrelationship to plot and unravel. The effort versus benefit of outcome may not be justified.

At the time of the review the IRMP was coming to the end of its three-year cycle and the Service are actively moving towards the newly titled Community Risk Management Plan (CRMP). As a result it is Risktec's opinion that the Service

should adopt a Logic Model that best captures and monitor the expected community safety outcomes delivered by the new CRMP.

It is Risktec's view that this opportunity exists as functional managers have been through the process of gathering evidence using a Logic Model through the Review. If agreed internally Officers may now utilise this process at the start of the CRMP in a way that the evidence may also be utilised for a multitude of purposes – Assurance, Audit, Inspection, Assessment etc.

In addition the evidence, if presented in an infographic format, could be used to great impact in both internal and community communications to show how the Service is accountable to its staff and the communities and what positive community safety outcomes are to be delivered through the CRMP.

In the Report we have made a number of recommendations and proposals for the use of a bespoke MFRS Logic Model that may be used as a basis for future CRMP evaluations. This Logic Model has been developed from feedback received from the Action owners and the facilitated workshop.

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ABBREVIATIONS

Abbreviation	Description
IRMP	Integrated Risk Management Plan
CRMP	Community Risk Management Plan
CRMG	Community Risk Management Group
MFRS	Merseyside Fire and Rescue Service
PID	Project Initiation Document

1 INTRODUCTION

1.1 Overview

Under section 21 of the Fire and Rescue Services Act 2004 ("the 2004 Act"), the Secretary of State must prepare a Fire and Rescue National Framework for England [2], and the priorities contained within the Framework are for fire and rescue authorities to:

- make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents.
- identify and assess the full range of foreseeable fire and rescue related risks their areas face.
- collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of the service they provide.
- be accountable to communities for the service they provide; and
- develop and maintain a workforce that is professional, resilient, skilled, flexible, and diverse.

The Framework states that all English Fire and Rescue Services have to produce an Integrated Risk Management Plan (IRMP) that reflects the types of fire and rescue related risks that could affect their locality. Merseyside Fire and Rescue Service (MFRS) set out their approach to address this requirement within the Fire Authority's IRMP [5]**.** The IRMP was approved by the Fire Authority for the period 2021-2024.

The Service went further than some fire and rescue services when developing their own analysis of risk by considering three key themes that would make a difference to the safety of people, buildings, and places in Merseyside: Risk, Demand and Vulnerability.

At the same time MFRS reviewed its Equality, Diversity, and Inclusion (EDI) Objectives to ensure that they reflected the Service's aims over the same period including clear statements of its commitment to EDI in relation to its staff and to the services it intended to deliver to its communities.

MFRS believes that understanding the efficiency and effectiveness of its interventions and their impacts is critical to effective decision-making. Given the importance of this approach the Service deemed that even where activities already have an existing evidence-base, it is important to have an independent view and evaluation of the effectiveness of the IRMP 2021-24.

The main purpose of this Review was to identify where particular interventions (Actions) and have proven to be beneficial within the context of Risk/Demand and Vulnerability and effective in particular where they have delivered community safety outcomes within the period of the IRMP.

The Service indicated that it would like to use the outcomes of the Review to inform its understanding of its own picture of effectiveness and assist the evaluation of future interventions including those contained in the newly agreed Community Risk Management Plan (CRMP) and other Service planning arrangements.

The example National Fire Chiefs Council Logic Model [7] (See Appendix A) has been used by Risktec to capture a picture of the effectiveness of the Actions in the IRMP. Through feedback at a facilitated workshop Risktec has developed a variant of this Logic Model to be considered for use by MFRS in the future (See Appendix B).

In addition Risktec has provided a commentary on the Service's picture of effectiveness and where applicable made recommendations of what might be done differently to improve outcomes for the Service and the Community as a key element of the forthcoming CRMP.

1.2 Evaluation Process

There are generally three main types of evaluation: process, impact and value-for-money evaluations; each focused on gathering evidence through the answering of different types of questions.

For a full understanding of whether the selected Actions within the IRMP had worked, how, why and for whom, Risktec proposed to apply the NFCC Logic Model with minor amendments to create a draft MFRS LOGIC Model which could then be used to collate evidence through the review.

The main collection of evidence by Risktec was undertaken by using a Questionnaire developed from the content of the Magenta Book [1]. was updated in 2020, and provides guidance for local authorities, and other relevant place-stakeholders, applying for funding and creating business cases. It focuses on how to evaluate impacts, processes, and projects.

To capture evidence Risktec used a desktop study supplemented by in-depth exploration of the sixteen Actions over four functional areas of the Service as contained in the IRMP. The evidence gathered was then triangulated and confirmed or enhanced through interviews with the relevant individual IRMP Action Owners asking the key questions, as described in the Magenta Book.

- BEFORE – How was the proposal expected to work? How was it expected to be delivered? Are its assumptions still valid?
- DURING – Is the proposal working as intended? Is it being delivered as intended? What are the emerging impacts? Why? How can it be improved? Have there been unintended consequences?
- AFTER – Has the intervention work? What have we learned about its design and its implementation? Are the changes sustained?

Risktec then collated the relevant evidence into the draft MFRS LOGIC Model showing the inputs, outputs, and outcomes, plus values/metrics achieved against each Action within the IRMP to measure their effectiveness in the context of Risk, Demand, Vulnerability, and EDI.

The use of this approach has assisted Risktec in determining whether there are any existing values/metrics in place within the Service against which effectiveness in the context of Risk, Demand, Vulnerability, and EDI could be measured.

The outcomes of the Questionnaire (Appendix C) were used during the desktop study to provide not only a summary of how progress was made against each Action but also to collating evidence of the sequence of inputs, outputs, and outcomes. The outcomes were collated into an individual MFRS Logic Model for each of the sixteen Actions reviewed. The final draft Logic Model was then appraised by each Action owner and presented to the Community Risk Management Group (CRMG) in a facilitated workshop.

In all normal circumstances the evaluation process through the development of a Logic Model would be formed before an Action is fully approved for implementation. The results of the evaluation would then be used to help shape the intervention's design and even assist the thinking on how it will be implemented. Following this route would enable the Service to assure itself that it had applied critical rigour in approval of the Actions and if necessary, pilot the ideas and implementation and undertake early stress testing of their proposals to explore:

- how the intervention is expected to work and what evidence supports this thinking;
- why the intervention might not work and what evidence is there to support this;
- where the risks and uncertainties lie;
- how the policy works at a smaller scale and in a controlled environment;
- what baseline evidence should be used to measure future change against.

NB. In an operational environment the use of the Joint Decision Control process would mirror this method [3].

In effect developing Logic Models within this Review at this stage in the IRMP cycle necessitated reverse engineering of the methodology to gather evidence and capture potential outcomes over the short, medium and long term to be recorded within the draft MFRS Logic Models.

By doing this Risktec were able to explore more conclusive statements on the design, implementation and outcomes for each Action, by answering questions such as:

- did the intervention work?
- what were the effect size and cost?
- what contribution did the intervention make to the outcome?
- how did this relate to what was predicted to happen?
- were there any unintended or negative impacts?
- does this represent value-for-money?
- what have we learned about what works in this space?
- what are the transferable lessons?

As a result Risktec have been able to create a commentary on the delivery of the Service's picture of effectiveness and where applicable identify what might be done differently to improve outcomes for the Service and the Community.

1.3 Scope

MFRS requested that Risktec undertake an independent evaluation of effectiveness, and the scope of work and deliverables were agreed as detailed below:

1. Develop a MFRS Logic Model by asking the key questions, as described in the Magenta Book, to provide a summary of progress against the Actions contained within the IRMP collating evidence of the sequence of inputs, outputs, and outcomes, which in turn will determine the values/metrics for which effectiveness in the context of Risk, Demand, Vulnerability, and EDI can be measured.
2. Where applicable we will identify what might be done differently to improve outcomes for the Service and the Community.

2 INTEGRATED RISK MANAGEMENT PLAN

The Framework states that all English Fire and Rescue Services have to produce an IRMP that reflects the types of fire and rescue related risks could affect their locality. The extant guidance for IRMPs and their development predates the most recent IRMP. This guidance has not been updated for some years; however the emphasis remains the same. IRMP Guidance Note 1 sets out the principle aims of an IRMP being to reduce the number of fires and other emergency incidents that occur, and thereby the resultant deaths and injuries, and to protect the built and natural environment.

Overall the expectation of the IRMP process was to achieve improvements in community safety outcomes as the key measures of good performance and success.

IRMPs fundamentally involve the shifting the focus in fire and rescues service planning to put people first, looking at the risks arising from the full range of fires and other emergency incidents, and at the options for their reduction and management.

Services are therefore expected to provide a fully integrated, risk-managed approach to community safety, fire safety inspection and enforcement, and emergency response arrangements that will contribute to a safer environment.

The term 'community safety outcomes' is contained within IRMP Guidance Note 1 [10] suggesting that there should be arrangements for monitoring and auditing performance to help Service's review the effectiveness of their policies and procedures.

In addition to this approach to an integrated service delivery model fire and rescue authorities were advised that they should consider in their IRMPs the diverse needs of the population they serve and to assess how best to meet these needs, particularly in relation to community safety provisions.

Furthermore, local authorities have a duty to prepare strategies and plans for several other purposes, e.g. community strategies, Equality Action Plans, etc. and fire and rescue authorities should co-ordinate their IRMP's process with these, and the plans of other relevant agencies if they are to have maximum effect.

The Service's intention is to use data and intelligence to examine Risk, Demand and Vulnerability in Merseyside, to determine trends and areas on which they will focus on to address foreseeable risk and deliver high quality services.

The Service has set out in its internal IRMP Planning Process Guidance [4] how it will develop this by applying the following processes:

- Consider what types of fire and rescue related risks could affect Merseyside.
- Show how we will work to prevent fires and other types of emergencies and explain how we will respond to incidents that do happen to reduce the impact on Merseyside communities. We will also work with other organisations to do that.
- Explain how we will use our firefighters, fire engines, other employees and equipment to reduce risk and respond to emergencies.
- Explain how we will ensure we comply with and enforce the law that sets out how businesses and organisation manage fire safety in their buildings.
- Last for at least three years and be updated as often as is needed to reassure the public that we are still doing what we need to do.
- Show that we have listened to the public and other people and organisations that have an interest in what we do as we write our plan.
- Be easy for people to access and be available to everyone.

A draft action plan is then produced and monitored by the IRMP (CRMP) group to ensure that the Service understands how the actions are being delivered over the three-year life of the IRMP.

In terms of monitoring and evaluation the Actions are managed in greater detail by the Strategic Board and the IRMP (CRMP) Group which provides a forum and general oversight that the Actions are on track for delivery within the term of the IRMP. The IRMP (CRMP) Group uses as Project Initiation Document (PID) and Tracker to assist this process.

The IRMP Planning Process Guidance also states that evaluation should be in place to determine the success of each Action either internally or with external support.

3 THE LOGIC MODEL

Risktec proposed the use of the Logic Model as the most effective approach and method of answering the requirements of the Review.

The Logic Model is a systematic and visual way to present and understand the relationships among the resources, activities, outputs, and outcomes of a programme i.e. IRMP/CRMP. It is widely used in programme planning, implementation, evaluation, and communication.

The Logic Model is a tool that helps plan the implementation and evaluation of an intervention (Action). An intervention being anything the organisation deems substantial enough and is intended to elicit change, including a programme, policy, project, regulation or changes in the delivery method.

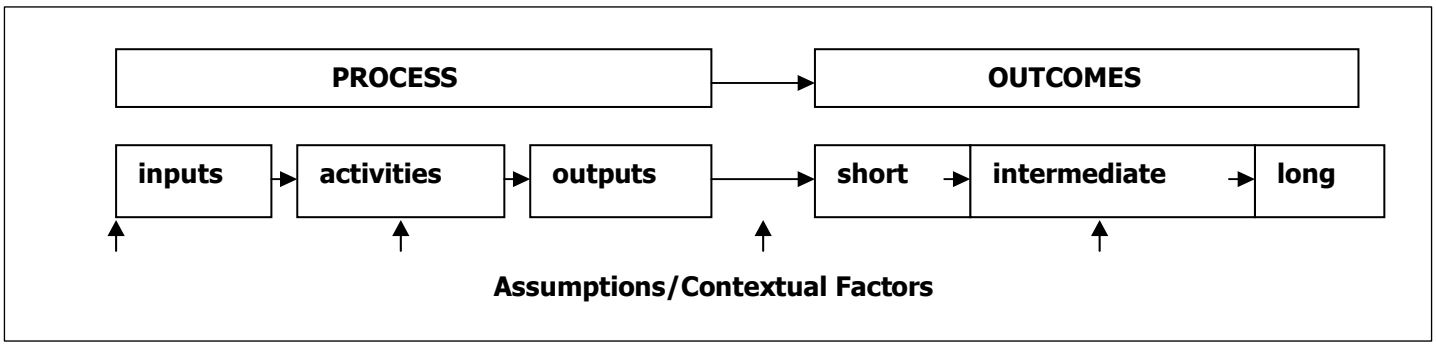
Therefore any activity can be an intervention – often these are new projects, policies or tactics introduced to solve a particular problem. By mapping the Logical relationship between the problem, your response (the intervention), and the outcome that you plan to achieve, you can show how and why your intervention might work.

Logic Models increase the likelihood that programme efforts will be successful because they:

- Communicate the purpose of the programme and expected results.
- Describe the actions expected that lead to the desired results.
- Become a reference point for everyone involved in the programme.
- Improve programme staff expertise in planning, implementation, and evaluation.
- Involve stakeholders, enhancing the likelihood of resource commitment.
- Incorporate findings from other research and demonstration projects.
- Identify potential obstacles to programme operation so that staff can address them early on.

A basic Logic model typically has two "sides" - Process and Outcome. The Process section describes the programme's inputs (resources), activities, and outputs (direct products). The Outcome section describes the intended effects of the programme, which caan be short term, intermediate, and/or long term. Assumptions under which the programme or intervention operates, and the contextual factors can also be included in a Logic Model. These are often noted in a box below or on the left side of the Logic Model diagram.

Figure 1: Layout of a General Logic Model



The Logic Model is made up of a number of components**:**

Inputs: Resources such as time, money, staff, volunteers, technology, equipment, and materials required to conduct the programme.

Activities: Specific actions or interventions that use inputs to achieve the outputs.

Outputs: The tangible and direct results of programme activities, often measured in terms of volume or completion.

Outcomes: Short-term and intermediate changes that occur as a result of the programme's activities and outputs. These can include changes in knowledge, attitudes, skills, behaviour, or condition.

Impact: The long-term, sustained changes that occur as a result of the programme, often at the community or societal level.

3.1 Benefits of Using the Logic Model

The Logic Model illustrates an overview of a project or process in a simple one-page diagram. It tells the story of how a Service's activities will lead to the anticipated outcomes. Produced at the outset of a programme it can provide a clear overview that can be used to explain the why? the processes, outputs, and other elements all linked together.

A Logic Model is also a depiction what the programme will do and what it is to accomplish.

- It provides an opinion of the incremental events/changes that occur because of the outputs.
- It is a series of "if-then" relationships that, if implemented as intended, lead to the desired outcomes.
- It is made up of several linked components from Inputs through to Outputs and Outcomes.
- It highlights assumptions, all of which should be clearly defined – and can identify those that need to be treated as a risk.
- In considers the influences that have a direct impact on the project and the outcomes.

The Logic Model also provides a useful assurance and evaluation tool that assesses whether the intervention is delivering the expected outputs and outcomes some organisations term this approach Logic Checks performed centrally at key points in the development and implementation of an intervention.

Therefore by mapping the Logical relationship between your problem, your response (the intervention), and the outcome you hope to achieve, you can show how and why your intervention might work.

Anyone involved in planning or developing an intervention can consider using a Logic Model, but they Ideally developed collaboratively by practitioners, evaluators and key stakeholders. The use of different stakeholders can help identify things you may have missed or not considered. For example, a frontline practitioner may highlight an operational risks that those in more strategic roles might miss.

A Logic Model can also help you and your stakeholders agree the core objectives and resources for the project, helping to plan your intervention and its implementation.

4 FINDING OF THE REVIEW

The IRMP has been developed to show the Service and its communities that continuous improvements are being made to meet all the known and emergent risks on Merseyside, especially changing risk both in the built environment, potential incident types, and the vulnerabilities of the community and the distribution of resources is evidently matched to the pattern of risks identified in the IRMP.

The IRMP is heavily focussed on providing capabilities that meet the intervention needs of the six key risks, however, in our view, the overall net effect is likely to deliver positive community safety outcomes.

If the core principle of the IRMP remains to reduce the number of fires and other emergency incidents that occur, and thereby the resultant deaths and injuries, and to protect the built and natural environment then more could be done to plan and measure the outcomes of each Action to ensure the Service has the full picture of its effectiveness.

The Service has reported the progression of all of the Actions contained within IRMP 2021-24 with success being the completion of Actions within the timetable of the Plan. The IRMP Planning Process Guidance states that evaluation should be in place to determine the success of each Action either internally or with external support. However the Guidance does not articulate what 'success' might look like.

As a result the extent of the benefits or 'success' in terms of community safety outcomes are not always explicit in the context of Risk/Demand and Vulnerability - rather they are presented as being the deliverables in the form of Actions being 'completed'.

Despite this we can see clear evidence of significant achievements given the number and complexity of the interventions and their implementation process and other pressures on the Service that are not always under their control.

Some Actions are largely dependent on the contribution of other partners and to achieve full benefit realisation and effectiveness requires their full engagement with the joint intervention. Working with partners often requires the most effort.

Specific Actions put into place through the IRMP are delivering the right competencies, additional capabilities which were not previously available to responding crews and resources to manage the range of incidents it may face.

Not all outcomes are fully mapped or measured in a way that assists the collation of evidence that proves the effectiveness of the community safety outcomes. This is particularly evident in how Vulnerability is being tackled in terms of the Actions evaluated for the three functional areas of Response, Protection and Preparedness.

If the benefit and effectiveness of the interrelationship between Protection, Prevention, Response and Preparedness when describing outcomes could be further well defined then it is our opinion that richer evidence would be unearthed.

The Fire Authority is fortunate to have benefitted from good and responsible planning by Service managers. This has created an exceptional opportunity for investment that many UK Fire and Rescue Services do not enjoy. However, the IRMP does not demonstrate how more effective the Service is through this managed transferral in resources through the implementation of the Actions contained within this IRMP.

Prevention already has a significant and substantial existing evidence-base which is well understood and used to target activities. However, a continuous evaluation of effectiveness is necessary to best understand which activities are effective and achieve the best community safety outcomes. This approach enables the Service to have a continuous updating of its picture of effectiveness. This becomes particularly important when the nature of society changes such as through and after the pandemic and as a result, those activities which were once effective may become less so and professional judgements would need to be made to amend extant strategy.

We identified through the desktop review and meetings with Action owners that there is some evidence of a cost benefit analysis to support the evidence of a positive outcome from each Action but this is not reflected across all Actions equally or targeted at those where it could add value to the Service's statement on use of Resources within the IRMP that ' When deciding how to tackle Risk, Demand and Vulnerability we also have to think about how we spend our budget to make sure we have the most positive impact on our communities'. This is most when continued investment can make small marginal gains in community safety outcomes, but

they are most often the gains that the public respond positively towards e.g. improved service delivery, or response time, reduction in fatalities and injuries in fire etc.

Evidence collected in this way is also likely to support all five of the Services Budget Principles laid out in the IRMP but especially Principle Five 'To allocate resources having considered the impact on our diverse communities and our employees'.

Risktec has also considered how the Logic Model approach using the key questions, as described in the Magenta Book reviewed its Equality, Diversity, and Inclusion (EDI) Objectives fits within this Review. What was found during the evidence gathered through the Questionnaires and development of each Logic Model was that although there could be a direct relationship between Actions delivered from Response, Protection and Prevention especially in terms of Vulnerability this was often difficult to articulate, and community safety outcomes were created rather than being intuitive.

4.1 Statement on Evidence of Effectiveness

The Service has shown a high level of effectiveness in its ability to manage through the complexities of policy and other changes through the successful 'delivery' all of the Actions contained within IRMP 2021-24 with completion of Actions within the timetable of the Plan. The overall net effect of the planning for and delivering the Actions within the term of the IRMP is likely to deliver more positive community safety outcomes in the short, medium and long term.

This is in our view evidence of significant achievements managed by the Service at a time when there are several complex pressures on the Service that are not always under their control.

The overall net effect of the delivery of the sixteen Actions evaluated within this Review as to their effectiveness and benefits and the investment in the Service is in our opinion considerable in terms of the reduction in Demand and Risk.

During the development of the Logic Model Action owners contributed countless more community safety outcomes in a way that makes a difference to the safety of people, buildings and places in Merseyside than was outlined in the IRMP.

Despite a number of Actions falling short of the Service's aspiration this is not as a result of lack of ambition on the part of MFRS and where partnerships are active these arrangements are embedded the outcomes are positive and are delivering collaborative endeavours that are providing positive community safety outcomes.

The Service has improved on the effectiveness of its own resilience and response arrangements it is in Risktec's view better prepared and actively aware of what 'being effective' at incidents looks like. Specific Actions discharged within the term of the IRMP are delivering the right competencies and additional capabilities which were not previously available to responding crews and resources to manage the range of incidents that the Service may face.

There is some evidence of a cost benefit analysis to support the Actions within Prevention which indicate a positive return on investment.

5 CONCLUSIONS

Having produced its comprehensive picture of the context of Risk/Demand and Vulnerability and having determined how well the current arrangements were working it is our view that MFRS is significantly underselling the effectiveness of the Service through changes delivered within this IRMP.

Understanding the efficiency and effectiveness of interventions and their impacts is critical to effective decision-making. In 2019, HM Treasury published an updated Public Values Framework, which reinforced the importance of maximising the value delivered from public spending and improving outcomes for citizens.

Robust evaluation has a crucial role to play in meeting these goals.

This Review has been a systematic assessment of the design, implementation and outcomes of the Actions contained within the Service's IRMP. It has involved Risktec developing an understanding how each of the sixteen Actions were implemented. The Review has offered an opportunity for individual Action owners, and their teams, to rethink and reflect on the formation of the proposed intervention, and then to contextualise in their own words what effects the intervention and implementation of the change has had, for whom and why, taking the opportunity during the review to look forwards over time.

During the development of the Logic Model we found that MFRS is delivering more community safety outcomes in a way that makes a difference to the safety of people, buildings and places in Merseyside than it currently outlines in the IRMP.

These community safety outcomes achieved over the short, medium and long-term are presenting clear benefits to the Service and the community. These community safety outcomes in turn provide the opportunity to gather evidence once to be used many times for a multitude of purposes – Assurance, Audit, Inspection, Assessment, Community and Stakeholder engagement etc.

One of the main questions for the Service to examine is the amount of effort it will put into attributing community safety outcomes, across Risk/Demand/Vulnerability, directly to any specific intervention when there is considerable complexity and interrelationship to plot and unravel.

Attribution is about how much of the outcome (a reduction of risk and drop in demand for FRSs) was caused by the intervention itself or by other external factors (e.g. living conditions). Attribution is about living conditions and health conditions, for example gas safety and electrical safety that can contribute to fires and injuries at home and health.

In the case of a low-risk, well-evidenced and low priority intervention, a light-touch monitoring and evaluation exercise to ensure it has been delivered as intended and achieved the predicted outcomes is likely to be all that is necessary. Often a qualitative rather than in-depth quantitative approach through the create of system for data collection and KPI's may also be appropriate and sufficient to prove effectiveness and benefit realisation.

Anyone involved in creating an intervention can develop a Logic Model. Ideally Logic Models are developed collaboratively by practitioners, evaluators and key stakeholders as by involving different groups can help identify things you may have missed or not considered. For example, a frontline practitioner may highlight operational risks that those in more strategic roles might miss.

A Logic model can also help you and your stakeholders agree the core objectives and resources for the project, helping to plan your intervention.

Logic models can also help monitor implementation, acting as a useful project health check and should be reviewed during implementation and updated as new information becomes available.

However, in respects to its EDI Objectives which are presented in great detail within Appendix 2 of the IRMP, there is a clear process as to how the Service will measure success. Following feedback from the Action Owners and the Workshop it is Risktec's opinion that the use of the Logic Model would not add any value to the Service's approach to measuring the success of its EDI Objectives.

6 RECOMMENDATIONS

The Service should:

1. Consider the outcomes of the Review to inform its own continuous process of understanding of its own picture of effectiveness.
2. Provided that there is agreement that the components of the proposed MFRS Logic Model is suitable it should be adopted to assist the evaluation of interventions included in the newly agreed Community Risk Management Plan (CRMP) but should made more user friendly by applying infographics that show the information based on internal or external application.
3. Take a balanced approach to the effort required to attributing community safety outcomes, across Risk/Demand/Vulnerability, directly to any specific intervention.
4. Utilise a range of both qualitative and quantitative measures to capture evidence of community safety outcomes and apply these at the start of the process of creating Logic Models for new interventions.
5. Consider how when capturing the contents of the component parts of the Logic Model the Service should undertake early stress testing of their proposals to explore:
   - how the intervention is expected to work and what evidence supports this thinking;
   - why the intervention might not work and what evidence is there to support this;
   - where the risks and uncertainties lie;
   - how the policy works at a smaller scale and in a controlled environment;
   - what baseline evidence should be used to measure future change against.
6. Review the use of the extant Project Initiation Document (PID) and Tracker to ensure that they are clear which process they are supporting and how Action owners report back on progress with interventions.
7. Consider the potential stakeholders to an intervention and where suitable involve them in the planning or developing the Logic Model.
8. Consider how community safety outcomes against the key theme of 'Vulnerability' can be addressed and explained through the Logic Model and within the CRMP in terms the three functional areas of Response, Protection and Preparedness.
9. Create every opportunity to capture the benefits and effectiveness of the interrelationship between Protection, Prevention, Response and Preparedness when describing community safety outcomes.
10. Build upon the already significant and substantial existing evidence-base captured through prevention activity over the last 20 years which is well understood and used to target activities by planning in advance a programme of continuous evaluation to understand which activities are effective and achieve the best community safety outcomes.
11. Review how cost benefit analyses may assist in providing evidence of effectiveness and in turn indicates a positive return on investment for the investments made through the Actions delivered within the CRMP.

7 REFERENCES

Ref	Title
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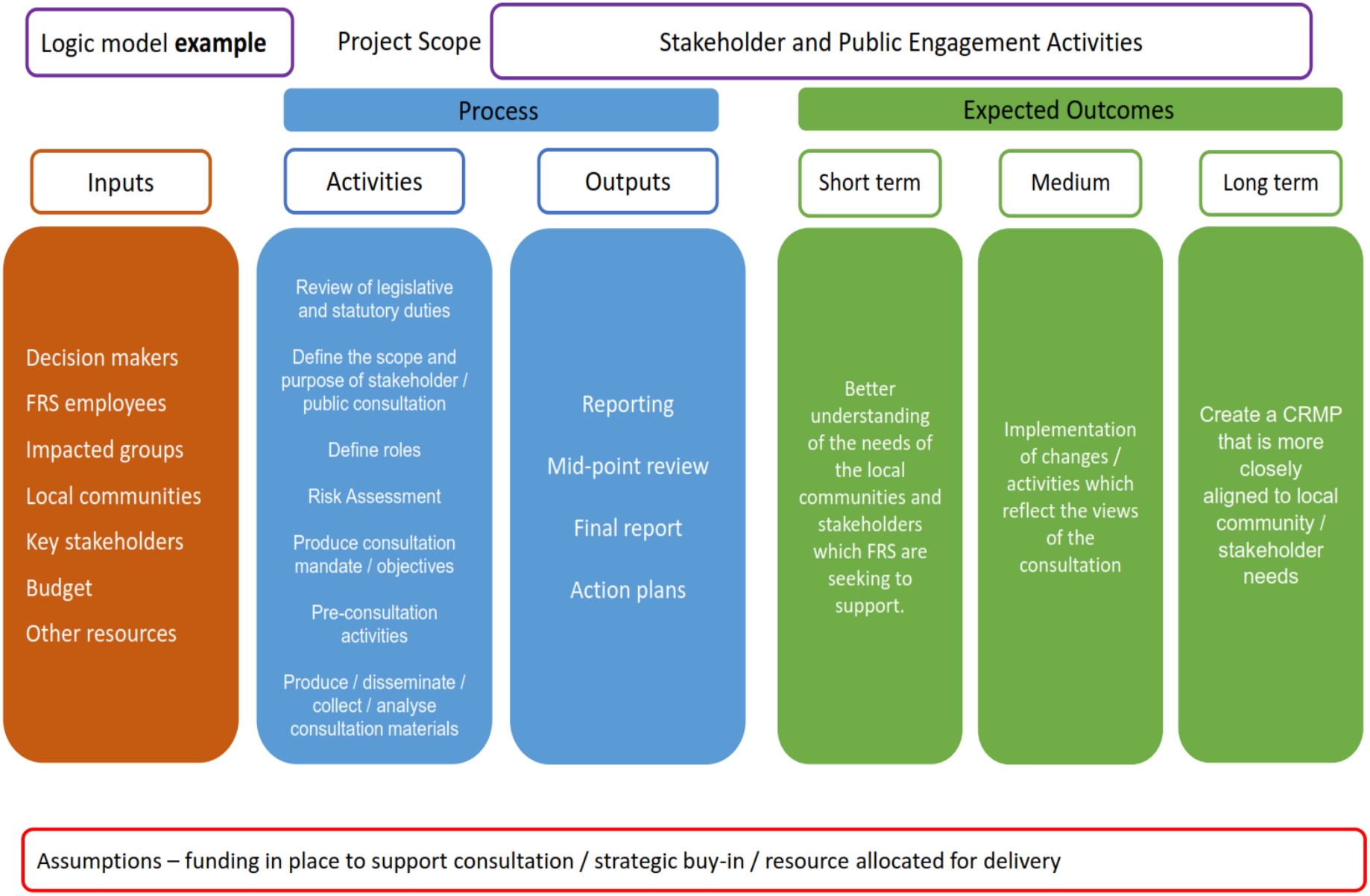
Appendix A NFCC LOGIC MODEL



MERSEYSIDE FIRE AND RESCUE SERVICE USE GUIDANCE AND LOGIC MODEL

Merseyside Fire and Rescue Service LOGIC Model Guidance

A ***LOGIC Model*** *helps shape the evaluation of the benefits of a specific action implemented by the Service. It sets out the influences and assumptions of a project, e.g. what the action (or components within it), aimed to do, what and who is involved, and what changes* ***are expected*** *to be observed. The development of these* ***LOGIC Models*** *have been completed (with as much detail as possible) by applying the step-by-step guidance below with each* ***Model*** *being populated from the feedback of the Service's functional managers assisted by the completion of the Evaluation Questionnaire and provision of supporting evidence.*

1. Populate the LOGIC Model template with details of the scope, inputs, activities, outputs and outcomes associated with the Action (intervention)

2. In the inputs box, include short descriptions of what will be invested in the aspect(s) of the IRMP that will require evaluating - this should include things like funding (cost / source), staff, equipment, buildings, and any other resources utilised.

3. Define the activities you expect to conduct in delivering your evaluation – i.e. what will need to happen in delivering IRMP Action. You can add in to these any quantities for each activity and who might be tasked with carrying this out.

4. In the outputs box, document the direct results that are expected from carrying out the activities. These could include things like reports; tools; manuals; data etc.

5. The Expected Outcomes are the intended results, community safety outcomes, impacts, you are planning to, and expect, to deliver through the IRMP outputs, and the benefits that will be realised: e.g improved service, health in a community, or response times.

6. Every project works from a series of ***Assumptions*** – consider things such as imperatives that will condition the success of the intervention. Be clear about It is important to be clear about what these are, so that risks can be managed.

7. Capture any ***External Factors or Influences*** that might impact on the intervention - it is important to acknowledge these so that they can be mitigated for.

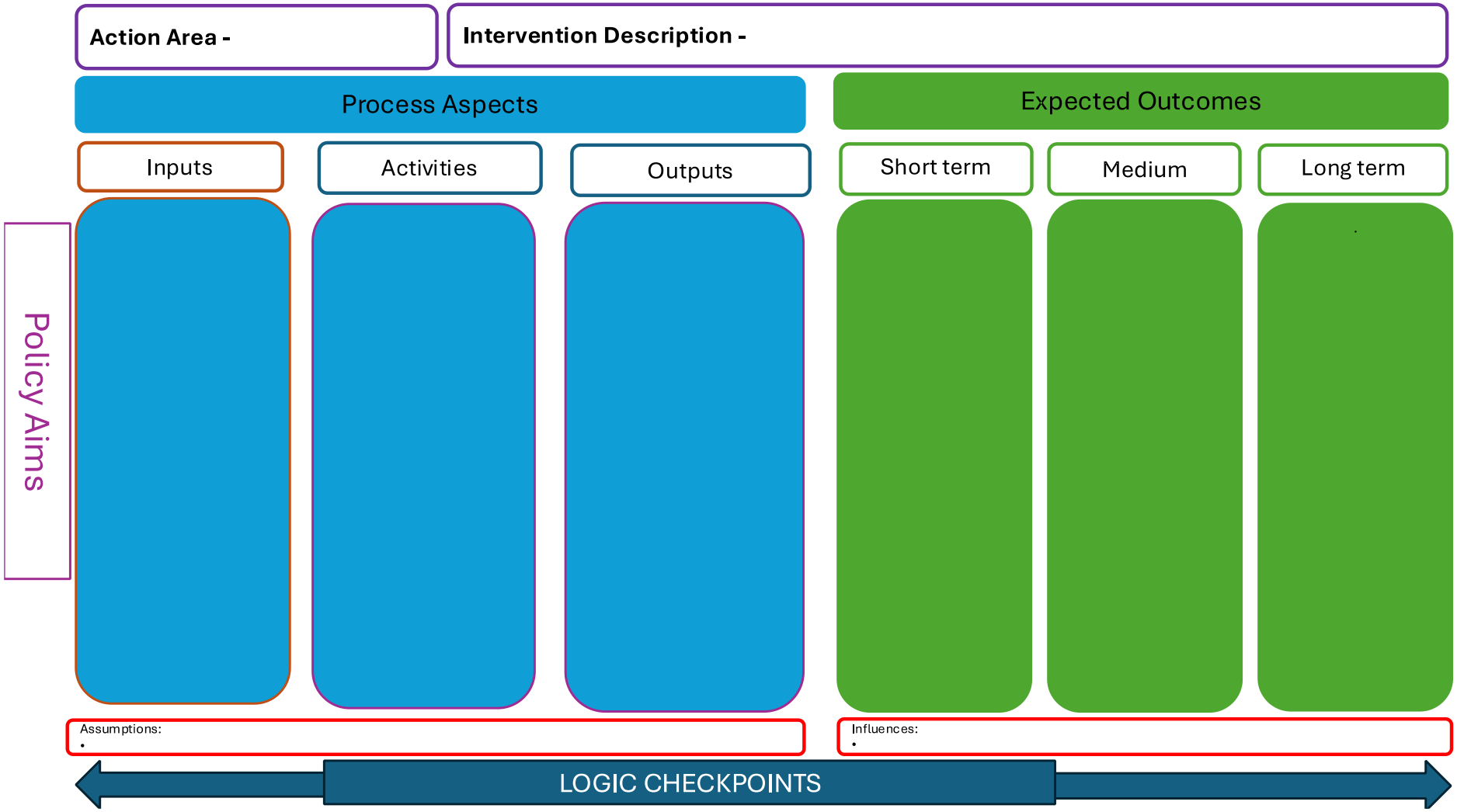
Action Area -	**Intervention Description**

Process Aspects			Expected Outcomes		
Inputs	Activities	Outputs	Short term	Medium	Long term

Assumptions:
•

Influences:
•

Appendix B PROPOSED LOGIC MODEL FOR MERSEYSIDE FIRE AND RESCUE SERVICE



Appendix C QUESTIONNARE

Good policy-making necessitates a thorough understanding of the intervention and how it is expected to achieve the expected outcome.	
Action Owners are asked to provide a statement of the Outcomes expected from delivering the IRMP outputs, and the benefits that have or will be realised from these outcomes: things like improved service delivery, reduction in specific fires, improved resident safety etc. The statements should be made in the context of the three themes of Risk, Demand and Vulnerability and the Service's Objectives for Equality, Diversity and Inclusion	
RISK - We identify people, buildings and places where there is a likelihood of an emergency incident happening that would have a potentially serious effect on our communities. For example, we work with the people responsible for buildings and locations to help to reduce that risk and we plan and review how we would deal with an emergency if it did occur.	
DEMAND – We use information about incidents that have happened in the past and analyse how we have responded to them, to better understand what happened and how efficient and effective we have been. For example, this enables us to plan to respond effectively and efficiently to similar emergencies that occur in the future.	
VULNERABILITY – We use information that we and other organisations collect to identify the types of people who would be most likely to have a fire or other emergency and who would be most likely to suffer harm. This could be because of personal characteristics such as age or illness, or something that might be related to where people live, work or visit such as high levels of deprivation. For example, we use this information to provide services, on our own and with others, to prevent and respond to fires and other emergencies. Vulnerability can be anywhere on Merseyside, so we need resources available everywhere, but vulnerability is worse in areas of deprivation of which Merseyside have some of the highest levels.	
We are committed to **Equality, Diversity And Inclusion** in relation to our staff and to the services we deliver to our communities. Treating people fairly is a priority of course, but being aware of equality, diversity and inclusion is also important because it means we can tailor our services to	

meet what people need from us and we can also work to make sure that our staff reflect the people they serve. **OBJECTIVE 1** Create a strong Inclusive organisation that is positive to rising to the future challenges we face. **OBJECTIVE 2** Ensure that people from diverse communities receive equitable services that meet their needs. **OBJECTIVE 3** Reducing fires and other incidents amongst vulnerable people in the protected groups and deprived areas **OBJECTIVE 4** To ensure that all staff can undertake their role whilst understanding the need for and the benefits of equality, diversity and inclusion **OBJECTIVE 5** To continue to aspire for equality, diversity and inclusion excellence; measuring ourselves against best practise and benchmarking tools within the Fire & Rescue Service and other sectors.	

Process Evaluation Process evaluation: What can be learned from how the intervention was delivered?	
Impact evaluation Evidence from those delivering the intervention: typically, although policies are often designed centrally as part of the IRMP they are delivered by others, in many cases through a long delivery chain. This evaluation is also alive to the needs and issues of all those in the delivery chain.	
BEFORE – What was learnt from previous evaluations of similar interventions?	**Response**
How was the intervention expected to work?	
How was it expected to be delivered – timescale, resources?	
Are its original assumptions still valid?	
Was the intervention piloted and tested before full roll-out?	

Was the roll-out be designed to maximise potential learning?	
What assessment of internal/external factors was made?	
Any evidence that informs how the intervention was designed, how best to implement similar design, interventions and what the likely outcomes might be that helps identify and reduce uncertainty.	
DURING – Is the intervention working as intended?	**Response**
Was it delivered as intended?	
How did internal or external influences affect the delivery?	
What are the emerging impacts?	

Why?	
How could delivery of the intervention be improved?	
Have there been unintended consequences?	
Any evidence on the implementation of the intervention and any emerging outcomes so that it can be continually improved.	
AFTER – Did the intervention work and what difference has it made?	**Response**
By how much – what has been the level of improvement, is it being measured?	
What causal factors have resulted through the observation of impacts?	

At what cost? Has a Value for money assessment been undertaken?	
What has been learned about its design and its implementation? Did the policy contribute to the outcome?	
Are the changes sustainable?	
Provides evidence on the design, implementation and outcomes, drawing out lessons for the future and providing an assessment of the overall impact of the intervention.	
Any Case Studies, Surveys, Observational studies, KPI's developed to track the intervention?	

Action Owner: Additional Comments for the Evaluation?

Appendix D EXAMPLE MFRS LOGIC MODEL FOR INDIVIDUAL ACTIONS

Action Area - Response

Wallasey – Marine firefighting capability and provide additional support vehicles on retained basis.

Process Aspects

Inputs

Review of data and intelligence to examine Risk, Demand and Vulnerability across Merseyside to identify historic appliance use and most effective location of appliances.

Review the risk profile due to the L2 project and the increase in vessel size, tonnage and type.

Review of training needs analysis, delivery methods and costs.

IMRP consultation

Fire Authority decision

Budget increases approval of investment and ongoing costs.

Activities

Identification and procurement of kit and equipment.

Operational Board Paper recommending external preferred Ship Fire Fighting Course.

Programme of initial and refresher training for staff including use of Effective Command to enhance training.

Review of deployment and mobilisation procedures.

Staff engagement leading to an expansion of training to Crosby.

Outputs

Location of specialist capability at specific stations.

Enhanced skills of FFs to deal more effectively with maritime incidents in port through attendance at Marine Ships Firefighting Course.

Development of maintenance of competence framework.

Workforce succession plan.

Reciprocal visits with neighbouring FRS to exchange and extend knowledge base.

Emerging outcome that Complementary Crewing of the MRSU rather than Retained to Recall Process would be preferred model.

Expected Outcomes

Short term

Mitigation of risk of harm to the staff and other emergency service responders to a marine incident on the Mersey.

Increased ability to mitigate potential harm to vulnerable groups (age, disability) who may be visiting Liverpool by ship.

Improved relationships enabling MFRS to take part in practical training and familiarisation sessions.

Medium

CRMP 2024-27 inclusion of action to continue to upskill FFs upgrade equipment, review maintenance of training and amend the pre-determined attendance

Develop relationships with Cammel Lairds, Seatruck and Svitzer, as well as access to an array of Ships Masters of Cruise and Military Ships visiting Liverpool Ports

Development of cross border training to extend skills and knowledge.

Long term

Research into development of firefighting tactics and firefighter safety procedures, rapid fire development and potential explosive atmosphere will change marine procedures in the future.

Assumptions:
- CRMP 2024-27 will approve further investment in new equipment, access to emerging technology and FRS response resources
- Investment in Ship Rig at the TDA will provide practical training in house.

Influences:
- Change in risk profile of marine traffic on the Mersey.
- Positive *staff engagement leading to changes in policy, procedure, equipment and training.*

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