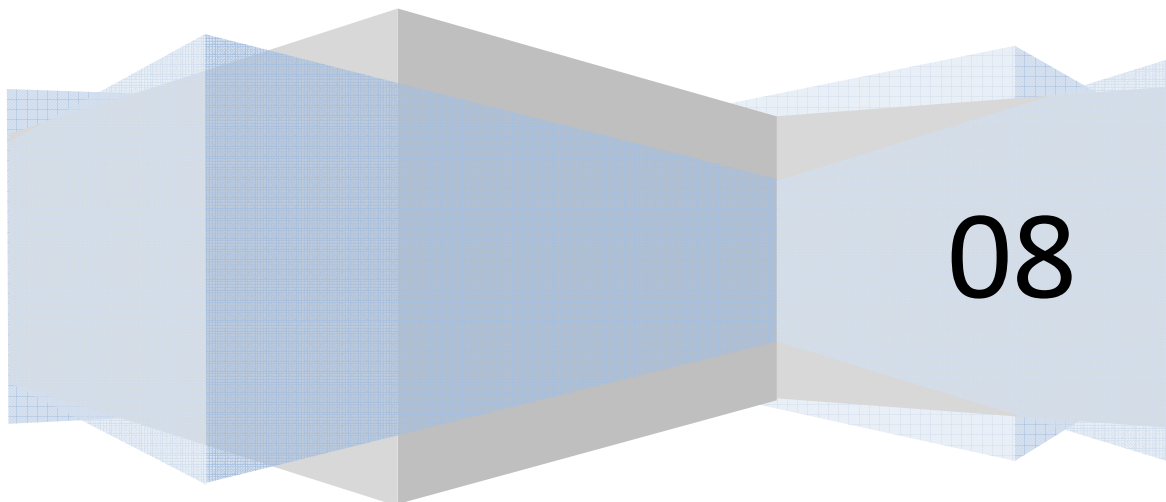


# Suffolk Fire and Rescue Service

Analysing performance by  
preparing a balanced scorecard  
ready for implementation by the  
Mid Suffolk District of Suffolk Fire  
and Rescue Service.

Ben Hewitt



## Abstract

The performance of public services has never been scrutinised to such a degree as it is nowadays. This dissertation will look to explore the Mid Suffolk district of the Suffolk Fire and Rescue Service (SFRS). This district covers six retained duty stations (RDS); it is at these six stations at which performance has been analysed. RDS stations are stations that are only manned when their alerters' sound. It is at this time that they have to attend the station and this is when performance is logged using attendance records. The attendance data from official records kept with the district manager have been transferred in to Microsoft Excel and pivot tables have been used to work out the percentage performance for each firefighter. This data consists of letters that correspond to whether the firefighter is on holiday, ill, has attended or whether they have simply not turned up. If the latter is the case, a negative mark is set against their name, and this is what I am looking for. The attendance records also note the time and day of the call. With this data, a chart is compiled that shows the times of day that are busiest, against the times of day that firefighters have not shown up. Performance of the whole RDS will also be analysed using Kaplan and Norton's (2001) version of the balanced scorecard that I will adapt for use with public services. Questionnaires have been filled in to give my research credibility, these will be used when considering what can be improved. After analysing the quadrants of the scorecard, paying particular attention to 'people', the data collected from questionnaires will be considered and seek to improve each of the quadrants. Recommendations will then be made for the service which will increase efficiency. The reasons for high staff turnover will be examined and improvements recommended.

## Acknowledgements

My first thanks are to Carl Francis who without him I would probably be researching Tesco! You were able to give me a guide to follow and I hope this project can be of some help to you. I would also like to thank Steve McDonald who was kind enough to remind me that I was writing my introduction at the end of my project and that it should, in fact, be at the front. Thanks also go to Dr. Dave Baigent; you helped me from not only your vast experience but also your projects and data that you were kind enough to offer. Thanks also to my Dad whose comfy chair I stole when mine broke and who has been reminding me of the fact ever since. You can now have it back. Mahmoud, I shall take you for the pint I keep going on about. I know you will not forget. Lastly, every thanks go to Emma whose hospital bed I had to leave to complete this.

## Table of Contents

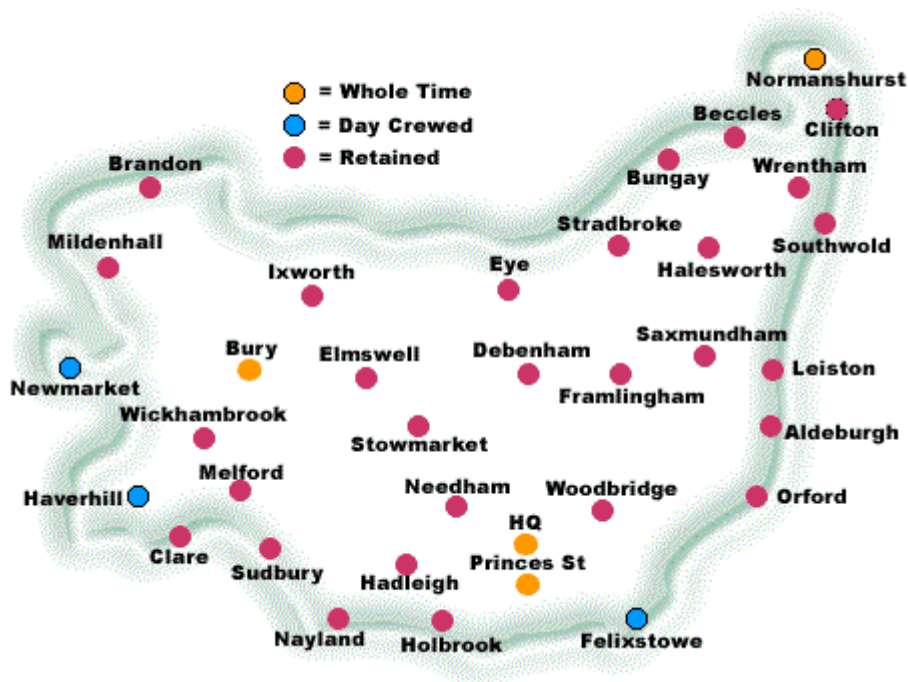
Abstract.....	1
Acknowledgements.....	3
Aim .....	6
Introduction .....	7
Chapter One.....	8
Objectives.....	8
Background .....	8
Methodology.....	11
Research Ethics .....	12
Primary Data .....	13
Secondary Data .....	15
Measuring Fire Service Performance: A Government view.....	16
Summary .....	17
Chapter Two.....	18
Structure of the Public Sector Scorecard .....	18
Finance/Resources.....	19
Service User/Stakeholder .....	19
Innovation and Learning .....	22
People .....	24
Main Body .....	26
Culture.....	26
Analysis of Variables .....	27
Mixed Method .....	28
Qualitative Data .....	28
Quantitative Data.....	28
Applied Research .....	29
Literature Review .....	29
Summary .....	33
Chapter Three .....	34
Analysis of results .....	34
Finance .....	35

Service User .....	36
Innovation and Learning .....	37
Operational Quality / People .....	38
Summary .....	42
Conclusion.....	43
Recommendations .....	48
Bibliography .....	50
References .....	55
Appendix .....	61

## Aim

The Fire and Rescue Authorities are delivering “substantial” variations in performance across the country (Guardian 2006) and the aim of this research is to use an amendment of the balanced scorecard to analyse performance of retained firefighters in Mid Suffolk. My contact within Mid Suffolk is Assistant Divisional Officer Carl Francis (Hereon ADO Francis) who is in charge of the following retained stations in, Debenham, Elmswell, Eye, Needham Market, Stradbroke and Stowmarket.

Within my project, I will analyse the over all availability of firefighters at each of the six Mid Suffolk stations, over a period of one year. Using this data, I will begin to look at whether those with a low availability also perform badly and whether this has an impact on staff turnover. I will also be analysing questionnaires to assess management structures, attendance levels, and whether financing levels affect performance. The end result of my project being that the information that I obtain, will be used to improve the overall performance of the retained firefighters and reduce staff turnover, thus reducing the cost to the tax payer.



Map of Suffolk showing Fire Stations

## Introduction

Business very rarely gets mixed with the fire service. There are very few papers written on the fire service in relation to business and none on the same subject as this project. This project was planned so that the fire service could use this research to improve the service it provides. This paper describes the development, methodology and application of the Public Sector Scorecard (PSS), a variant of the balanced scorecard, to the Suffolk Fire and Rescue Service (SFRS). The PSS adapts the structure of the Balanced Scorecard for the public and voluntary sectors – in particular by the addition of a strategic perspective – and incorporates additional emphasis on stakeholder involvement and contribution, on process mapping, and risk management. The PSS has many advantages over the Balanced Scorecard for non-profit organisations; these include changes to the structure to make it consistent with public sector values. Benefits to SFRS include better alignment between stakeholder needs, strategies, processes and performance measures, resulting in an improved experience for service users. This project will be using data from a variety of sources, including qualitative and quantitative to give the research more credibility. Some of the problems that will be explored within this project specifically look at staff, and one of the main problems being, how to improve their efficiency. This includes evaluating attendance records and testing morale.

For a full time firefighter post, the fire service would look to expect hundreds of application forms. This is completely different for retained posts which require you have to be on call twenty four hours a day, seven days a week and stay within four minutes of the station (National Standards of Cover). Naturally, you have to find staff to give up their whole lives and this is sometimes hard in a rural district such as Mid Suffolk. This project will look at the problems of recruitment and how this can be overcome as well as retaining the staff that they already have.

# Chapter One

## Objectives

My objectives are clear; this research will be used by ADO Francis to understand how he can improve the performance of retained staff. All key performance indicators (KPI's) will be scrutinised to achieve this with the goal being finding where performance can be enhanced. Although the data I will be using will be that of Mid Suffolk, the findings will be important for the whole of the authority as these can be expanded throughout Suffolk.

- Prepare a plan for the balanced scorecard to be implemented.
- Create documents to help in distributing fire cover across the day.
- Analyse times of the day in which the different stations struggle to be fully crewed and the reasons why.
- Look at ways in which performance can be improved.

## Background

As a result of the shift in the way the fire service now operates, a Fire Authority, on orders from the Office of the Deputy Prime Minister, used to spend the bulk of their budget and efficiency on fighting fires (a firefighters '*product*' (Baigent 2001) this is now changing to focus more money towards fire prevention.

'However, as in all government organisations over the past 20 years there has been an expansion of the terms of reference for efficiency (see Maidment and Thompson 1993; Corby and White 1999). Now HMIFS inspect to identify areas where financial savings can be made, Health and Safety, Best Value, Fire Prevention and even more recently equal opportunities (Fire 1998: 10-11; HMCIFS 1999). The move by the HMIFS to inspect for wider efficiencies, rather than at point of delivery, represents an increasing gap in the fire service between officers and firefighters.' (Baigent 2001)

This has been brought on even more with the introduction of the Fire and Rescue Services Act 2004 (Office of the Deputy Prime Minister, 2004) which has brought about major changes within the fire service.

'The Fire and Rescue Services Act 2004 is the first significant change in the law on the operation of the Fire and Rescue Service in over 50 years. When the previous Act was introduced, in 1947, the Service was expected to focus on fighting fires only, and the law constrained what we could do. Since then the role of the Service has changed a great

deal.

As a result, under the new Act fire and rescue authorities now have a range of statutory duties to:

- Promote fire safety;
- And to prepare for: fighting fires and protecting people and property from fires;
- Rescuing people from road traffic accidents;
- And dealing with other specific emergencies, such as flooding or terrorist attack, which are set out by Statutory Order and can be amended in line with how the role of the Service may change in the future.’ (Suffolk County Council, 2008)

In 2007, all of the Fire Authorities had improved the safety in their local communities with them all on track to meet the governments targets set out in the Fire and Rescue National Framework 2006/08 (Audit Commission, 2008). The targets were for reducing the numbers of fires by twenty per cent, and even though Suffolk Fire and Rescue Service is performing well against national targets to reduce arson by ten per cent, a report published in January 2008 by the Audit Commission suggests that still more can be done.

This reduction in preventing fires and reducing the impact on life and property has come from a better understanding of who and where the greatest risks in the community lie and then targeting these areas. (National Performance Assessment, 2007).



Source: Audit Commission, 2008

In 2005 SFRS' fire prevention claim came under fire from the Fire Brigades Union (FBU);

'The union also questioned the council's commitment to prevention and community safety which is sued as justification for the planned cuts. Prevention inspections have been slashed and spending on community safety cut by two-thirds in recent years.'

(FBU e-bulletin, 2005)

Rural fire stations are the lifeline for communities who live out in the depths of Suffolk. For fire cover to be financially viable, retained stations were set up strategically throughout Suffolk. They were situated in parts of the county where the population is dispersed and therefore where there is less risk of a fire. With the Suffolk Fire Service motto "Swift to serve," came Government standards for fire cover. There are six retained fire stations within Mid Suffolk and twenty eight within the whole of Suffolk. The target is to get one appliance to a fire within ten minutes, 90% of the time.

SFRS is provided with a budget by Suffolk County Council; with this, they have to ensure that the people of Suffolk are protected at all hours of the day, from fire, and to ensure that the community is aware of the job of the fire service. Their share price will not fall nor will they lose customers if they fail but they need to look at their performance in relation to the needs of the public, who ultimately pay for their services.

Throughout the industrial era, finance was seen to determine how a company was achieving, and in turn, how things could be improved. The balanced scorecard was developed in 1992 by Robert S. Kaplan and David P. Norton for the commercial sector, but it has increasingly come to be adopted by non-profit and public-sector organisations as a way of measuring performance and achievement. This has been called many things but the PSS by Max Moullin is the scorecard that is closest to the scorecard used in this project. This scorecard has been designed and based on the balanced scorecard specifically for the use of the public sector. The PSS is able to place more emphasis on stakeholder involvement and contribution and less on finance. In particular, where the financial perspective covers the main performance criteria for private companies, this is not the case with the public sector where performing well in financial terms is not the prime purpose of the organisation. The PSS has many advantages for public sector organisations and provides a link between stakeholder needs, the strategy of the organisation and then its processes. In recent times

the public sector has been under scrutiny and there has been increasing attention given to the performance and service that is being offered.

## Methodology

The purpose of this dissertation will be to collect quantitative and qualitative data which will be used to help SFRS improve efficiency. The data that will be collected will be from attendance records that map an employee's monthly turnouts. These records include holiday, whether they are away on training, sick leave and if they take an un-authorized absence.

Microsoft Excel will be used to examine these attendance records and produce PivotTables and graphs for each station over a year showing the times of calls over the year and next to it show the times when the firefighters were least likely to respond. This non-response is what I shall examine. I will look into why firefighters do not respond at these times of the day and the methods that could be brought in to increase attendance. Below I have listed other methods of data collection that I could have used.

Method	Overall Purpose	Advantages	Challenges
<b>questionnaires, surveys, checklists</b>	when need to quickly and/or easily get lots of information from people in a non threatening way	<ul style="list-style-type: none"> <li>-can complete anonymously</li> <li>-inexpensive to administer</li> <li>-easy to compare and analyze</li> <li>-administer to many people</li> <li>-can get lots of data</li> <li>-many sample questionnaires already exist</li> </ul>	<ul style="list-style-type: none"> <li>-might not get careful feedback</li> <li>-wording can bias client's responses</li> <li>-are impersonal</li> <li>-in surveys, may need sampling expert</li> <li>- doesn't get full story</li> </ul>
<b>interviews</b>	when want to fully understand someone's impressions or experiences, or learn more about their answers to questionnaires	<ul style="list-style-type: none"> <li>-get full range and depth of information</li> <li>-develops relationship with client</li> <li>-can be flexible with client</li> </ul>	<ul style="list-style-type: none"> <li>-can take much time</li> <li>-can be hard to analyze and compare</li> <li>-can be costly</li> <li>-interviewer can bias client's responses</li> </ul>
<b>documentation review</b>	when want impression of how program operates without interrupting the program; is from review of applications, finances, memos, minutes, etc.	<ul style="list-style-type: none"> <li>-get comprehensive and historical information</li> <li>-doesn't interrupt program or client's routine in program</li> <li>-information already exists</li> <li>-few biases about information</li> </ul>	<ul style="list-style-type: none"> <li>-often takes much time</li> <li>-info may be incomplete</li> <li>-need to be quite clear about what looking for</li> <li>-not flexible means to get data; data restricted to what already exists</li> </ul>
<b>observation</b>	to gather accurate information about how a program actually operates,	<ul style="list-style-type: none"> <li>-view operations of a program as they are actually occurring</li> </ul>	<ul style="list-style-type: none"> <li>-can be difficult to interpret seen behaviours</li> <li>-can be complex to</li> </ul>

	particularly about processes	-can adapt to events as they occur	categorize observations -can influence behaviours of program participants -can be expensive
<b>focus groups</b>	explore a topic in depth through group discussion, e.g., about reactions to an experience or suggestion, understanding common complaints, etc.; useful in evaluation and marketing	-quickly and reliably get common impressions -can be efficient way to get much range and depth of information in short time - can convey key information about programs	-can be hard to analyze responses -need good facilitator for safety and closure -difficult to schedule 6-8 people together
<b>case studies</b>	to fully understand or depict client's experiences in a program, and conduct comprehensive examination through cross comparison of cases	-fully depicts client's experience in program input, process and results -powerful means to portray program to outsiders	-usually quite time consuming to collect, organize and describe -represents depth of information, rather than breadth

Source: Free Management Library

I have chosen not to use these methods of data collection as the majority are too hard to analyse and cannot be explored using SPSS. This will be the program that will be used. This is simply for the power that it can offer, giving me the opportunity to compare a lot of data at once.

During this dissertation I hope to use many methods of data, these include mixed method, primary and secondary data, analysis of variables and applied research to name but a few.

## Research Ethics

As in all areas of business, research should be conducted with ethical behaviour. This, according to Blumberg, B., Cooper, D. & Schindler, P. 2008 is the 'right behaviour' and addresses the question of how to conduct research in a moral and responsible way.

When dealing with this data I have to make sure that an individual is not named or indeed any information written that could mean their identity is found. This, if happened, would be in breach of the ethics committee. This committee meets only four times a year and so, due to time constraints, I am unable to apply for permission for the names to be published. I have also taken advice from Steve McDonald who suggests that I would not get the go ahead for an undergraduate dissertation.

I have a problem in that when I am getting my questionnaires filled in I do not want the answers to be biased. ADO Francis is my gatekeeper in that with him there I can be almost assured of 100% completion rate but I have to look at the possibility that if he is in the room at the same time then the results could be more towards pleasing him. For this reason ADO Francis has agreed to ring ahead of me and request permission from stations and then I shall turn up and spend a few minutes explaining and getting the questionnaires filled in. I will need to make sure that I give exactly the same information to each station so that my results can be as accurate as possible.

### Primary Data

It will be helpful for employees to answer questionnaires, this will be used to determine morale and help answer some of the answers that have presented themselves while drawing up the balanced scorecard. One of these includes whether they are feeling motivated about their job. While writing the questions I will make sure that some closed questions will be used, as these are easier to analyse at the end of my dissertation. Having looked at professionally made questionnaires (Ipos Mori and YouGov) it has been decided that a five level likert scale should be used. This is so respondents are able to specify their level of agreement to a statement and therefore provide a more specific answer.

It is understood that my greatest enemy in survey research is a poor response rate. Clear and concise questionnaires will help me get the best response.

I have looked into research on questionnaires and have found that;

*'Blumberg, Fuller, and Hare's 1974 mail study involved 265 respondents in each of five different interview length conditions. They report the following response rates:*

*30% response to a one-page form;*

*28% response to the one-page form plus a second page with fixed alternative attitude items;*

*20% response to a one-page form plus a series of open-ended questions;*

*21% response to the one-page form plus five pages of fixed alternative questions;*

*22% response to the one page form plus the five pages of fixed alternative questions plus one page of attitude items.'* (Karen Bogen 1994)

It will not be possible for me to create a questionnaire and get all the information I need from a one-page form but because I have acceptance from ADO Francis to conduct these questionnaires and the respondents are getting paid, it is possible that all questionnaires will be accurately filled in.

The questionnaire shall be tested on a small sample of subjects first. It will not be possible to pilot my survey on the firefighters themselves, as this would be biased so it will be necessary to use friends and family to help. The aim is to detect any flaws in my questioning and correct these prior to the main survey. The piloting may enable me to perform a trial analysis on my pilot sample and hence test out all my analysis procedures.

Having completed the pilot survey, it will be possible to make amendments that will help to maximise my response rate and minimise the error rate on answers.

This questionnaire will be distributed to all retained firefighters in Mid Suffolk; these will be dealt with in the strictest confidence and will be distributed by myself on a Monday drill night.

All drill nights are on a Monday night and due to the large area that Mid Suffolk is spread over, it will be impossible to visit all six stations on one night. It is very likely that these visits will be spread over three weeks. This is not ideal as to get a perfect set of results it would mean questioning all six stations on the same day and the same time. This would alleviate any inaccuracies in the data.

Around seventy questionnaires will be distributed and a 90% response rate is expected. The only people that will be unable to fill the questionnaires in are those away on holiday and those off work with sickness. These people excluded, a 100% response is expected. This would have been unheard of without ADO Francis arranging meetings with each station. If there happens to be a poor turnout for drill night, it will mean visiting the following week and questioning those that have not been seen before. It will not be possible to visit every station twice so unless there is an exceptionally poor turnout each station will be visited

once. This will ensure that there are roughly twelve questionnaires for each station which will mean the answers are easier to analyse.

To analyse the data that I will have gathered I will use a statistical data analysis program called SPSS. This software will enable me to compare more than one question at once along with accurate results.

While conducting my primary research I will make sure that no names are mentioned and no individual person can be identified, this is to enable me to bypass the HSE Research Ethics Committee.

'The Committee's role is to protect the dignity, rights, safety and well being of those individuals who are the subject of HSE's field, laboratory and epidemiological research. Investigations which are to be submitted to the REC for clearance are those involving human subjects, whether individuals at work or healthy volunteers, which could present any physical or psychological risk or any discomfort or invasion of privacy. Any research activity involving intrusive questioning and/or the collection of confidential personal data is of interest to the Committee. Without Committee clearance any such investigation should not go ahead.' (The Ethics Committee)

Other primary data will include the data gathered from attendance records. This will be used to determine when peak times of day occur.

## **Secondary Data**

Secondary data consists of anything in the public domain that has been written by other parties. There will be two areas from where I collect my secondary data; the first shall be from the internet where other counties have already conducted this type of research and from books and journals which I have researched.

I have found while conducting my research that the most informative publications are those from the fire authorities and from the Audit Commission, a government body that independently audits government departments and local council.

There are also some very interesting journals that I shall take note of, these are written about other public services in the UK, most of which are about the health service. These will be studied and anything that can be used and is applicable will be referenced accordingly.

### **Measuring Fire Service Performance: A Government view**

‘Several public sector authors summarised tools of the new regime as: ‘Best value is potentially one of the most transformative tools of the new public management ever introduced in local government’ (Black 2000), which is further summarised as ‘costs count, but so does quality’. Filkin (1997) stated that ‘Best value is the continuous search by a local government authority to improve the quality, efficiency and effectiveness of all activities for the public’. (McAdam, R., & Walker, T. 2003)

Within the UK, there is a strong emphasis by the government on monitoring performance of public bodies. The whole of performance measurement and evaluation sits firmly within the Audit domain (Carvalho, J., Fernandes, M., Lambert, V. & Lapsley, I. 2006).

Within Scotland, Audit Scotland monitors performance, within England, the job falls with the Audit Commission. The key performance indicators (KPI’s) for Scotland can be seen as very focused where the opposite is true for England. The KPI’s for Scotland cover eight sections split into four areas:

- Response Time
- Sickness and Absence
- Call Response Times
- Community Fire Safety

These KPI’s have been in place for a number of years which has enabled Audit Scotland to obtain important data and comparisons can be made over time and between brigades. This changed in 2005 when call response times were omitted from Audit Scotland reports (Carvalho, J., Fernandes, M., Lambert, V. & Lapsley, I. 2006) due to the diminishing value and significance of this issue with the introduction of ‘Recommended standard of fire cover’.

The KPI’s covered in England and Wales before 2000 related to:

- Responding to fire calls
- Fire safety
- Costs

These KPI's changed in 2000/2001 with the introduction of Best Value (Department of the Environment, Transport and the Regions, 1998) to enhance the effectiveness of Local Government services. The result of this is an emphasis on enhanced performance indicators or best value performance indicators (BVPI's). There are two categories' to BVPI's and they are;

1. Service delivery
2. Corporate health

Service delivery indicators show how effective service provision actually is while corporate health indicators give information on how well fire authorities are running themselves. In 2001/2002, fifty indicators were reported on by the Audit Commission, twenty five performance indicators (PI's) and twenty five BVPI's. In 2002/2003 PI's were dropped.

According to Carvalho, J., Fernandes, M., Lambert, V. & Lapsley, I. (2006) these indicators demonstrated Power's (1997) anxieties over the swamping effect of overlooking bodies that tend to 'overly prescribe and regulate'. According to Power (1997) there is no evidence that more KPI's have transformed the fire service in England and Wales. Indeed the introduction in 2004 of the Fire Services Act is evidence that a broader set of KPI's will not achieve a more modernised fire service. Something the Government is trying strongly to achieve.

Boyne (2002) found that in 2001/2002, of the BVPI's for primary local authorities in England and Wales, only 76% were relevant. In terms of the Audit Commission PI's for England and Wales in 1999/2000, only 56% were described as relevant.

## Summary

This chapter on methodology has explained the types of research that will be used as well as how the government currently measures the performance of its fire authorities up and down the country.

## Chapter Two

### Structure of the Public Sector Scorecard

The scorecard contains four key performance indicators (KPI's) to monitor objectives that Suffolk Fire Service have. It has been adapted to fit the public sector and split into four segments. These four segments help make up and give an overall picture of the performance of retained staff in Suffolk.

The main change compared with the Balanced Scorecard (Kaplan and Norton 1992) is the addition of a strategic perspective, this helps examine the organisation's progress against its main objectives and key performance targets. The positioning of this plan in the centre of the scorecard is intended to stress the importance of this perspective.

This scorecard is drawn from a number I have been looking at including one produced by Max Moullin (2002) for health and social care and from another produced by the Department of Health for use internally.

As the subject of my dissertation has been conducted in the public sector before, although not on the fire service, there will be a number of journals and articles on the subject. This is where the bulk of my data will be gathered.

It is understood that devising a PSS for SFRS is not a guarantee for success, you only get out of the PSS what you put in and even then it is possible that the top executives have to sit back down and devise a new strategy.

'Measures of customer satisfaction, internal business performance, and innovation and improvement are derived from the company's particular view of the world and its perspective on key success factors. But that view is not necessarily correct. Even an excellent set of balanced scorecard measures does not guarantee a winning strategy. The balanced scorecard can only translate a company's strategy into specific measurable objectives. A failure to convert performance should send executives back to their drawing

boards to rethink the company's strategy or its implementation plans.' (Kaplan and Norton 1992)



### Finance/Resources

Financial perspectives are the main focus for a private company, they are not so for a public one; albeit a very important part of the balanced scorecard. One of the questions I will ask is whether the service delivers value for money and keep costs to a minimum? As the fire service is a public body, it has a duty to keep costs down and to spend money wisely. The cost per head of population for SFRS is one of the lowest in England (no source), this is a huge achievement but I want to find out whether this cutting of costs has an impact on the service they provide. The 2009 budget for Mid Suffolk is £513,142. This has to cover wages and equipment, as well as any events and new staff. This does not however cover training and initial personal protection equipment (PPE) as this is provided centrally. The small equipment and upkeep of the station has to come from this budget but new appliances come from a central budget.

### Service User/Stakeholder

A change between the BSS and the PSS is the replacement of the term 'customer' which can be difficult in the private sector, with the term 'service user / stakeholder'. Although, as Kaplan and Norton (2001 p136) point out, other stakeholders can be included in the

customer perspective, it is better to place more emphasis on the service user, even though, of course the service user is still a stakeholder. This perspective includes stakeholder contribution (Neely, Adams and Kennerley, 2002) as well as stakeholder satisfaction, as it is important that key stakeholders contribute to public sector services.

I endeavour to find out how the service users / stakeholders think about the RDS and look at inviting members of the public to workshops to identify their requirements and expectations of the service and get their feeling as to what they consider a good service. I feel that if I was to gather one hundred people and ask their opinions, I could gather the thoughts and extrapolate this across the district. One hundred people would be less than 1% in comparison to the population of Mid Suffolk at 96,000 (estimate based on Census 2001).

The county fire service effectively works for the public and has a duty to protect them. In my project, I will look at whether each station has the man power to protect each part of the county taking into account the attendance times the fire service has to meet. It is also very important that stakeholders are happy with the service that is provided and feel they are getting good value for money. The problem I may have is that if I survey council tax payers (customer) I may find that only those that have an opinion on the Fire Service are going to be the people that have called on them to use their service. This would, therefore, not be a true representation of all the council tax payers of Mid Suffolk.

*'Experience has shown that the public is more aware of the dangers of fire and more responsive to advice in the aftermath of a fire in their particular residential area. Therefore a quick strike programme in the close vicinity of the fire will be carried out. In the case of a fatal fire, additional resources from the Community Fire Safety Team will be made available to supplement the work of the operational firefighters.'*

*The majority of the hot spot responses can be carried out in the evenings or weekends where more people are liable to be at home and where operational crews are not so heavily committed to other work. This consists of:*

- *providing fire safety advice;*
- *information leaflet drops;*
- *and, where appropriate, the provision and fitting of smoke alarms.*

*Operational crews in wholetime areas will follow up dwelling fires in their local areas to offer help and advice to surrounding households. For shift stations this will be within 24 hours and day-crewed stations within 48 hours.’ (Suffolk Fire Service, 2008)*

The service user will expect that when they call the Fire Service then they will be with them within a reasonable period. This has a major bearing on how service users feel about the brigade.

Fires and other emergencies will always happen so we need to be ready to deal with them efficiently and effectively. If a fire does break out, or we are needed for another emergency, we want to get there as quickly and safely as we can, sending the right equipment and staff, with specialist skills if necessary. Because emergency incidents like fires are very disruptive to people’s lives and businesses, we want to deal with the incident quickly and then help people get back to normal as soon as possible. (London Fire Brigade Corporate Plan 2007/2010, 2007, pg 36.)

I will, during the course of my project look into key areas of this KPI and analyse the following:

- Delivery Performance to Customer
- Customer satisfaction rate
- Attendance times
- How will the performance be measured in relation to the reputation and credibility as part of local government?

In the future, the fire service is looking at increasing the integration of the fire service in the community. Community work became more important as part of modernisation laid out in the Bain review of 2002 and Suffolk Fire and Rescue Service has taken this on board with their action plan.

*‘We said we would re-brand our Fire Stations to better reflect our changing emphasis and role in reducing risk within communities. This work is now linked to our Private Finance Initiative (PFI) plans to improve existing Fire Stations, and where necessary, build new ones.’ (Action Plan 2006/7, Suffolk Fire and rescue Service)*

The national cover standards state that for 90% of the county SFRS needs to have one appliance at the scene within ten minutes and firefighters need to respond to the station

within four minutes (SFRS Control Staff). These are very strict guidelines when it comes to small towns which do not have many houses nearby that staff can be drawn from.

### **Innovation and Learning**

This change of the balanced scorecard looks at more than just growth in physical or monetary terms as would be expected in a private customer, with a public service this can be misleading as an increase in the number of fires, for example would be something that the fire service wishes to avoid. Therefore, the RDS could apply this in terms of the reduction in fires that it has been asked to achieve by central government. Training manuals run in two year cycles and are manuals that the RDS work towards each week, it is an essential part in making sure that the workforce is kept up to date with training. The manual is compulsory and while visiting fire stations across Mid Suffolk to get a feel of morale I feel that my questionnaire will reveal a lot about the training manual and what fire fighters feel about the time that goes into these. Taking this for example as one of the major internal business practices affects the education of staff and from questionnaires, I will get an idea of how these affect morale.

There are internal business processes and these will be the same whether the company is in the public or private sector.

- Internal Business Processes
- Number of Activities
- Opportunity Success Rate
- Accident Ratios
- Defect Rates
- Internal magazine

PESTEL review of Suffolk Fire Service, these are things that SFRS has to take note of and is important in understanding the micro as well as the macro environment:

#### **Political Factors:**

- Government in power with huge majority and a developing agenda for improving the delivery of fire related issues.

- Array of new legislation being planned that will impact on the provision and legislative basis for a fire service.
- Regional control centre opened in 2009. (This could affect the retained service due to loss of local identity).

### **Economic Factors**

- Interest rates low but competition from retirees and second home owners pushing prices up and affecting the sustainability of local retained fire-fighting units.
- Employment prospects improving, creating the potential for difficulty in recruiting retained firefighters.
- Rises in Council Tax, to improve services, are unpopular.
- Pay issues for fire service are based on a national basis.

### **Social-Cultural Factors**

- Retired and older generation out of towns creating increased demand for services.
- Awareness of Fire service doing more for the community.
- Biggest town in the district is Stowmarket which has seen incredible growth in the past ten years.

### **Technological Factors**

- Internet developments of local on-line services.
- Technological aids for developing service delivery.

### **Environmental Factors**

- Need for new housing, affordable housing and the impact on the provision of fire cover.
- Concern over impact of additional infrastructure. Developments on service delivery (National standards of cover).
- Key County Council policy is for sustainable development.

## Legal Factors

- New legislation for the provision and delivery of a fire service (Fire Services Act 2004).
- Duty of Best Value.
- Development of integrated fire risk management practices and policies.

## People

While looking at processes, it is necessary to discuss what the culture of the organisation is like, its staff and partners affect the process and this needs to be analysed. Staff-only workshops would also be useful to listen to the main issues affecting staff and how the organisation could take into account their views to improve leadership and the service to users and other key stakeholders. Their views on how existing performance measures have affected their behaviour would also be of use here.

With the balanced scorecard, one quarter is given to internal business perspective of the private company. This has been re-named 'people' and seeks an insight into how they are conducting as a brigade, in line with government statistics and reports. I feel that people in the organisation should have their say in how the operations can be improved; this is why I have added 'people' on the end. Firefighters within the fire service are rarely promoted to full time and I already know there is a high staff turnover and the aim of this project is to find the reason behind this.

'We said we would look closely at our use of retained crewed fire engines at stations where there is more than one. Work is progressing to target on this review and the results will highlight how we can best use our resources to reduce risk to our communities.' (2006/7 Action Plan, Suffolk Fire and Rescue Service)

I have available to me a list of the six stations I am looking at and a list of all the calls going back a year for each station. By using this, I am able to tell the employee turnover rate, and how long each member has served.

Investors in People, the UK based organisation was formed in 1993 to take ownership of the standard and to protect its integrity. They help organisations get the best out of people using their skills in development and management. They conducted a study in 2004 to look at the link between the way employees are managed and the organisational performance.

Some of the things they looked into are shown below;

‘Does the way people are treated at work make a difference to the performance of the organisations that employ them? Are there returns to investment in human capital in a similar way to investments in physical capital? These seem straightforward enough questions but they have generated huge amounts of debate. On one side, there is plenty of evidence strongly suggesting that investment in people has important business performance benefits, and yet on the other hand, the research that arrived at this conclusion has been subject to detailed criticism.’ (Tamkin, P. Cowling, M. and Hunt, W.)

The study set out to look into the links between the 4A model (below) and organisational performance;

**Access** — the effective resourcing of roles in the organisation in terms of initial recruitment, ongoing job moves and succession activity. The focus here is on deliberative organisational activity including policy and practice.

**Ability** — the skills and abilities of the workforce. In essence, the quality of people that the organisation has at its disposal, and the ongoing development activity of those individuals which maintains and further develops their capability.

**Attitude** — it is clear that skills are not the totality of what makes people do an excellent job. There is also the engagement, motivation and morale of the workforce and the meaning they find in work, their beliefs about the workplace and their willingness to put in additional effort.

**Application** — the opportunities made available to individuals to apply themselves. This recognises that people need an appropriate working environment to prosper provided through information, job design, organisational structure and business strategy.’ (Tamkin P, Giles L, Campbell M, Hillage J. 2004)

The findings from this project showed that organisations that adopted HR practices that are captured by the 4A model are likely to perform better on key performance indicators. Although the study only included 405 public sector organisations out of a total of 2,905 organisations, I feel that this could be of benefit to the service. I will be able to see the outcome of this after analysing my questionnaires as these cover attitude and application.

In the Audit Commission report of Suffolk Fire Authority as a whole in 2005, Suffolk was given a score of '2'. This is reported as 'performing at only minimum requirements, adequate performance'. One of the problems they had was that retained staff were not 'making full use of the skills and experiences of its retained staff, who could assist for example by carrying out home fire risk assessments' (SFRS Service Plan 2007-2008).

Currently, retained staff in Suffolk have been given the opportunity to present a presentation called 'learn to live' to young drivers in a bid to cut the number of road deaths. This has had positive reviews from firefighters and shows that the retained firefighters are actively looking to help the community. This is something which could still be utilised further as the budget allows.

## Main Body

### Culture

Culture within the fire service is strong as in any public service. This culture is one that resists change with firefighters wanting one thing and officers *having* to do another. This has been the same since the 1970's when politicians were looking for efficiency cuts within the fire service.

'At first, almost all uniformed staff resisted these economies: a *shared understanding* based on a tradition started by Massey Shaw. Now, on the one hand, you have those who still want to retain a fire service based on a traditional model of *efficiency*, which equates to the fastest and best service delivery: the Massey Shaw model that the public appear to support. On the other hand, you have those officers who increasingly prioritise other agendas and (firefighters' argue) are willing to cut back the fire service to meet economic boundaries laid down by politicians. This division separates the workforce almost horizontally, forming a gap between those firefighters at the station who actually do the firefighting and senior officers and politicians who organise the fire service. In particular, this division and the dynamics around it may have a direct impact on firefighters', 'forcing' solidarity amongst them (and separation from their officers) to resist cuts.' (Baigent 2001).

A major reason for this strong culture is that all staff starts at the bottom so the culture is seen from the bottom to the top of the hierarchy. It is not just the fire service where that

change is resisted, the main reason for the resistance of change in workplaces all over the world is:

- a) We are comfortable with what we know;
- b) We are frightened by the unknown.

In the fire service, research has been conducted by 'Reach International' over the last four years; including the year of the strike and they have found that the greatest barrier to change in the fire service is how the service thinks about it self, firefighters feel that change is;

- is something that is imposed from outside, rather than something that is desirable to achieve;
- is always the responsibility of someone else;
- implies a criticism of what has gone before;
- is unnecessary, "because the public think we do a great job";
- is an underhanded means of undermining conditions of service;
- demanded by people who do not understand (or don't care about) the consequences;

The findings from 'Reach International' are also based on the Bain review, this was brought out in 2002 and seeks to conduct a review on firefighters pay and working conditions.

After conducting some preliminary research, asking a few firefighters, I found that the Health and Safety at work Act of 1974 had a big change within the fire service and the culture within. Once considered a subject for mockery - not the kind of thing 'real men' concern himself or herself with - health and safety is now a critical element in every aspect of fire service activity and fully integrated into the culture.

### **Analysis of Variables**

The variables need to be identified and looked at. It would be ideal to have the questionnaires filled in on the same day of the week. This would be beneficial as a certain day could have a different effect on performance and morale (after a weekend this could be lower). I am unable to do this, as I will need the questionnaires to be filled in when all staff are present so this can only be achieved on a drill night.

## Mixed Method

This method uses both qualitative and quantitative data. This is a method I shall use in my dissertation as it gives an all round review instead of a one sided review. Quantitative data also known as the positivist paradigm uses as it uses data containing figures and is derived from scientific enquiry. Qualitative data will also be used which consists of interviews and questionnaires. This method is more powerful as the researcher has the use of words.

## Qualitative Data

My interviews with firefighters have been very casual; informal 'talks' would be a better name. These were unscheduled interviews and were usually conducted while waiting for the watch to finish off duties before I handed them my questionnaire. Responses were listened to and notes taken. The firefighters were very accommodating, kind, and I hope they did not tailor their responses to me personally because they knew I was working on a project, although I understand this could have happened. These interviews were not taped and were not scheduled for a number of reasons, the first being the lack of time that a station officer has and secondly this type of data is far harder to analyse.

Time was also spent at drill nights at Stowmarket. With the kind permission of the station manager, it was made possible to observe the firefighters without disturbing their work. At these times, all firefighters were aware of me being there. These visits were to get a general feel about life in the fire service and collect data on morale.

If more time was available then it would be necessary to consider the use of scheduled interviews. Using this method would enable me to be able to gain more in depth analysis of the views felt by firefighters although the station managers are always pushed for time and it was by pure luck that most of them found ten minutes to have a word with me.

## Quantitative Data

Questionnaire will be my main source of primary data. This method was chosen over others because of the quality of answers that can be obtained in a short space of time. Sixty two

questionnaires were given out, all of which were handed in completed. SPSS will be used to analyse the data presented in the questionnaires.

## Applied Research

My dissertation could fall under the applied research niche. This type of research is undertaken in order to solve a problem or answer a question which is what I plan to do.

## Literature Review

Within this project it was important to use a tool to help me analyse performance of the Mid Suffolk district, in this literature review it will be important to state why the balanced scorecard was chosen, citing both those who agree and disagree with this method. To give my project a more rounded approach it has been necessary to include other methods of performance measuring and the reasons why I have not chosen them.

For years, the bottom line has been used by organisations to determine how well they are performing in their different sectors. With this method came major flaws argued Kaplan and Norton, designers of the balanced scorecard.

By 1992, R. Kaplan and D. Norton were using this tool as an alternative to measuring performance by using bottom line along with return-on-investment and earnings-per-share as these give misleading signals for continuous improvement and innovation. (Kaplan, R & Norton, D 1992). There are some who have adapted the balanced scorecard for their own use, such as public sector organisations who may wish to adapt the financial part of the balanced scorecard. This is due to the fact that the financial perspective covers the prime performance criteria for commercial organisations; this is not true in the public sector where financial performance is not the overriding purpose of the organisation. The balanced score card has been used successfully in the public domain (Niven, 2003, Radnor, Z., and Lovell, B. 2003) but there is still no evidence that it gives managers a direction or ultimately that it brings any value to the firm (Zingales, F., and Hockerts, K. 2003). Indeed Gambles (1999, p.24) says that *'...in its usual form, it (the scorecard) is clearly not suitable for the vast majority of the public sector'*. Kaplan and Norton (2001, p.135) accept this criticism, saying that non-profit and government organisations should instead consider placing an objective at the top of their scorecard that reflects their objectives in the long-

term. On the other hand, instead of adapting the Balanced Scorecard each time it is used for not-for-profit organisations, it makes more sense to have a standard version reflecting their values more closely. This is why Max Moullin (2002) insisted on introducing the public sector scorecard specifically for the NHS. This ties in well with my research into the balanced scorecard for the Fire and Rescue Service in Suffolk. After analysing his study, Max has made the right changes to the balanced scorecard to ensure that it was fully compatible with public sector organisations.

On the other hand, there are some critics of the balanced scorecard. Some say that the balanced scorecard does not provide a bottom line score, or, in fact, a unified view with clear recommendations; it is simply a list of systems which when implemented, may or may not work. Positive responses from users of balanced scorecard may merely be a type of placebo effect. There are no studies linking the use of balanced scorecard to better decision making or improved financial performance of companies. In fact, there are cases of many companies that have used the balanced scorecard and have since given up.

Applied Information Economics (AIE) (Hubbard, D. 2007) has been researched as an alternative to Balanced Scorecards. In 2000, the Federal Chief Information Officers Council in the USA commissioned a study to compare the two methods by funding studies in side-by-side projects in two different agencies. The Dept. of Veterans Affairs used AIE and the US Dept. of Agriculture applied balanced scorecard. The resultant report found that while AIE was much more complicated, AIE actually took slightly less time to employ. AIE was also more likely to generate findings that were helpful to the organisation while the users of balanced scorecard felt it simply documented their inputs and offered no other particular insight. However, balanced scorecard is still much more widely used than AIE.

An older way of measuring performance would be to use public management. Public management considers that government and non-profit administration resembles private-sector management in some important ways. As such, there are management tools appropriate in public and in private domains, tools that maximize efficiency and effectiveness. This is where 'new public management' got its name (NPM). NPM, compared to other public management theories, is more oriented towards outcomes and efficiency

through better management of public budget. It is considered to be achieved by applying competition, as it is known in the private sector, to organisations of public sector, emphasizing economic and leadership principles. New public management addresses beneficiaries of public services much like customers (another parallel with the private sector) and conversely citizens as shareholders.

The first principle of NPM is managerialism, defined by Pollitt (1993, 2-3) as involving:

- Continuous increases in efficiency.
- The use of “ever-more-sophisticated” technologies.
- A labour force disciplined to productivity.
- Clear implementation of the professional management role.
- Managers being given the right to manage.

This first principle, a Taylorist, principle is based on embracing that of industrial production engineering techniques within the public sector in the 1980’s.

The characteristics of the second principle of the NPM are according to Walsh (1995):

- Continual improvements in quality.
- Emphasis upon devolution and delegation.
- Appropriate information systems.
- Emphasis upon contract and markets.
- Measurement of performance.
- Increased emphasis on audits and inspection.

The two principles of NPM are quite distinct. The second is based on the control of market-based synchronisation.

While supporters of new public management, such as Osborne and Gaebler (1993), have been expressive of the need for a results-based approach in public services, there have been serious challenges to the objectives and the effectiveness of NPM (Pollitt and Bouckaert, 2000).

Perhaps the most challenging critique of NPM is that elaborated by Power (1997), in which he calls NPM an “inspection society”, where all aspects of public services face a barrage of scrutinies against a series of quantification of targets, performance indicators and objectives. For Power (1997), the impact of these new management systems, with their measurement and results-orientation, is a displacement of the core activities of public services. The services that are provided are undermined by the time, effort and management expertise deployed to cope with ever more elaborate forms of NPM. This perspective is reaffirmed by those involved directly in public services. For example, 90% of local government associations in England expressed the view that they had too many inspections, and two thirds believed that the costs of these inspections outweighed the benefits (Local Government Association, 2004). Also, the distinctive aspect of the NPM focus on quantification is that there is a tendency to measure that which is easily measurable to the neglect of unquantifiable but important facets of the performance of public services (Lapsley, 1996).

The aim of the first principle of NPM is to gain more effective control of work practices. The second principle of the NPM is based upon indirect control rather than upon direct authority. The strategic centre attains its objectives through creating processes of management that involve appropriate incentives and value commitments. The emphasis is not so much upon managers’ right to manage, as upon the need for managers to be appropriately motivated and believe the right things.

NPM and the PSS are focused on the same objectives where both believe in the different contributions the private sector can make on the public sector. Where NPM focuses on performance targets, the balanced scorecard focuses more on strategy. NPM is seen as dead by Dunleavy (2006) with the digital age taking over and integrating government and exploiting the web for communication and data storage between governments. This is called ‘digital era governance’ (Dunleavy, 2006) and some of this can already been seen within the fire service with modernisation taking place. 2009 sees the opening of the East of England Regional Control Centres (RCC). This has been brought in to cut costs and according to the government provide a better service for the East of England.

## Summary

This chapter has seen my methodology explained. This includes the type of research that will be used as well as the literature review which has explained the reasons for using the PSS and the other ways of measuring performance that could have been used..

## Chapter Three

### Analysis of results

It was possible to test my questionnaires on a former firefighter and lecturer at Anglia Ruskin University, Dr. Dave Baigent. He was able to give advice on how, he himself has written questionnaires to firefighters in the past and advised that the questions be short and precise. He was also able to advise me on the type of questions to ask, and how long they should be. He advised me that all my questions should be open with the opportunity to give further information and to give five options for them to choose from to give a more precise answer.

Originally, questions twelve, thirteen and fourteen had asked what firefighters thought of management in general. This was slipped through the net in my testing questionnaires and was brought up by the third station I visited. Advice was given that this question was too general and that I should focus in on what type of management I meant. The question was then changed to include district management and above. Everybody was saying that the questions were trying to ask two questions in one. They commented that district management was fine but it was above district management with which they had a problem. This gave me a problem, as I had already questioned another station and did not have time to visit again so it was necessary to leave the question as it was.

The first night Stowmarket was visited is a night that had an exceptionally poor turnout. This is due to many of the firefighters having to work a Monday night shift. This is very rare but happened on the evening that was visited. It was necessary therefore to get Simon Hewitt to hand out some more questionnaires the following Monday. This was not ideal, as it was not possible to explain the questions and ask for feedback. This could mean the results are distorted for Stowmarket. To make the results fair it was possible to hand out as many questionnaires as possible. The number of respondents for each station is as follows.

1. Debenham – 10 Questionnaires filled in out of a total of 11
2. Elmswell – 11 Questionnaires filled in out of a total of 12

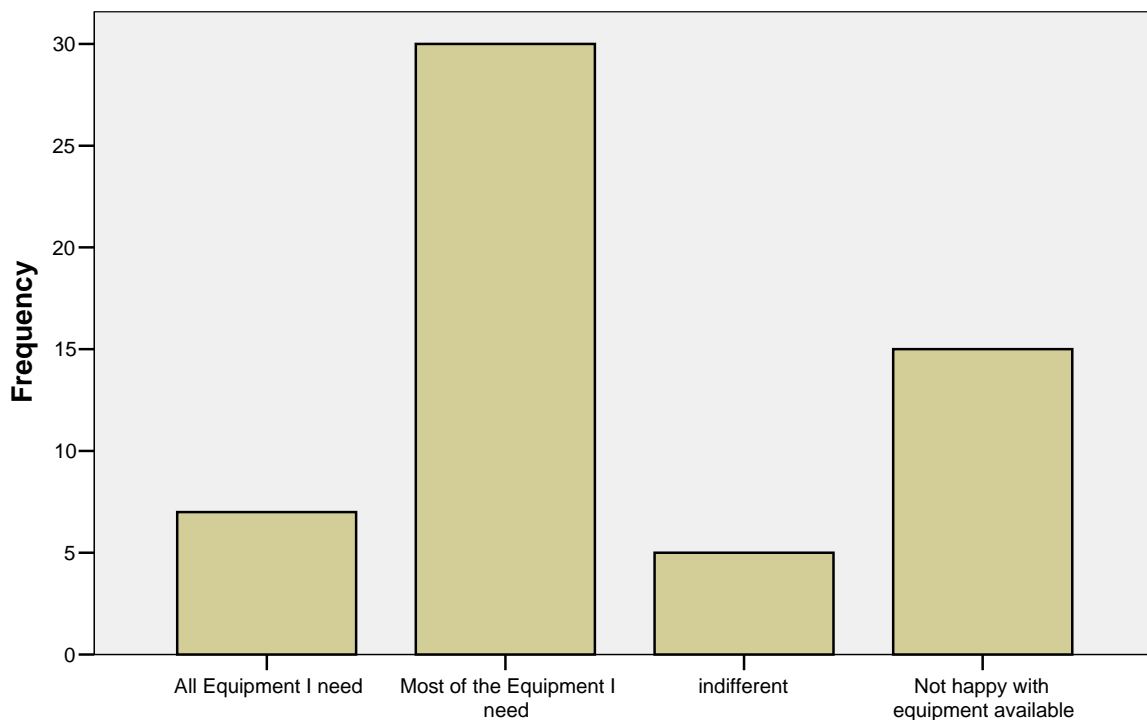
3. Eye – 9 Questionnaires filled in out of a total of 10
4. Needham Market – 8 Questionnaires filled in out of a total of 10
5. Stradbroke – 8 Questionnaires filled in out of a total of 9
6. Stowmarket – 11 Questionnaires filled in out of a total of 11

Fifty seven questionnaires were filled in giving a 90% response rate.

## Finance

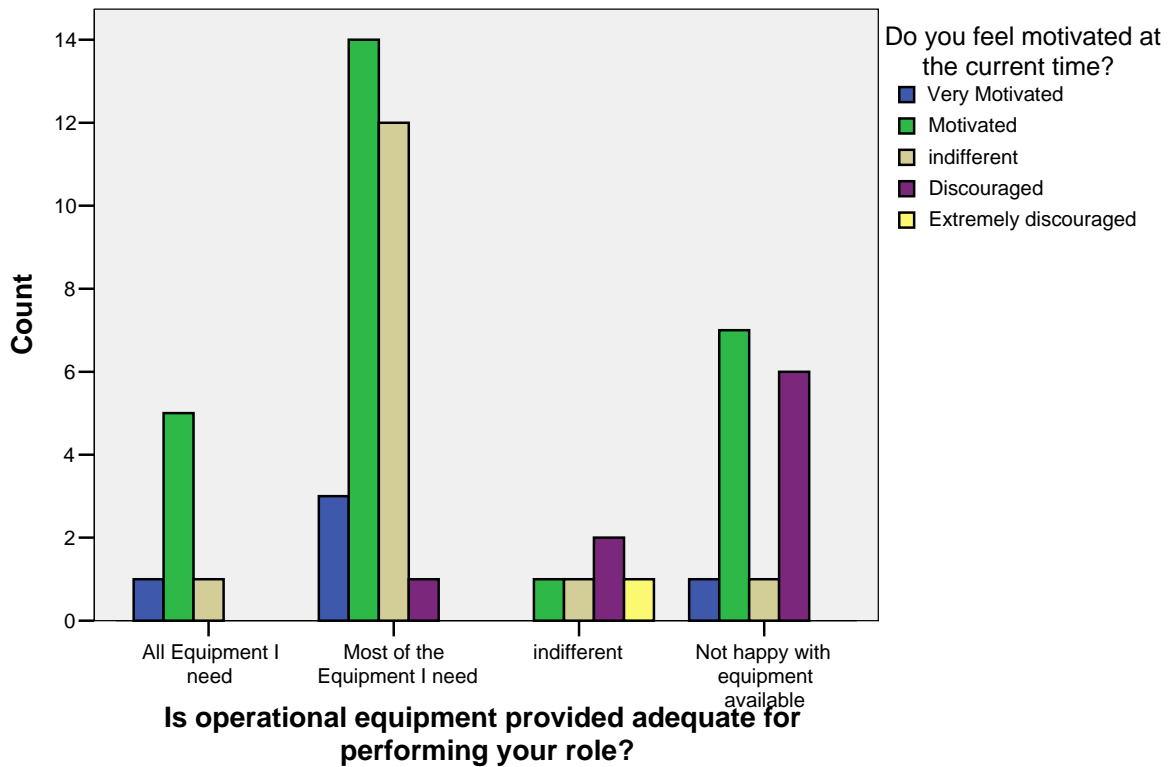
One of the questions asked on the questionnaire was about that of equipment. Through this question, I wanted to see if this had an effect on morale and whether a bit more money spent of equipment could increase the morale of firefighters.

### Is operational equipment provided adequate for performing your role?



*Source: Questionnaire located in Appendix 1*

From the table above it is possible to see that over 50% of respondents felt that they had most of the equipment they needed. To further this I wanted to see if those that were not happy with the equipment available were not motivated. This is true to a certain extent but there are also some respondents that were motivated but who felt they were not happy with the equipment available. This can be seen in the table below.



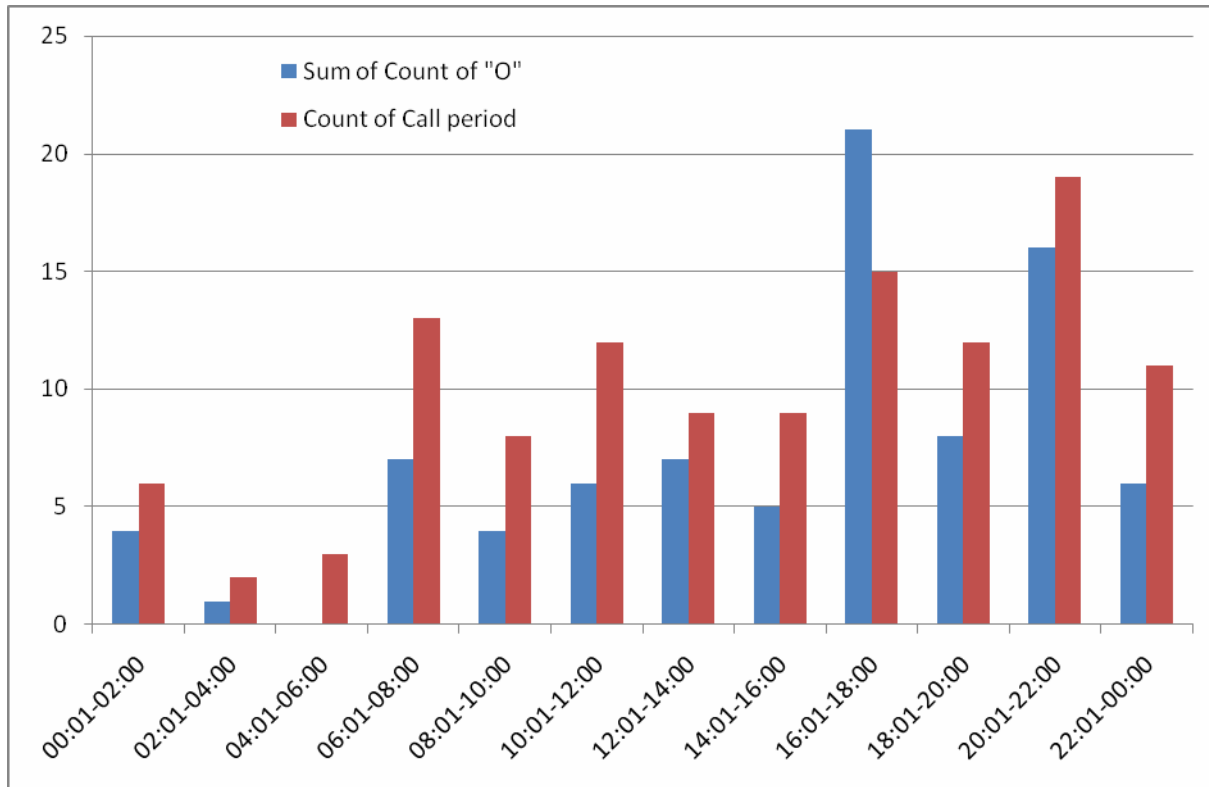
Source: Questionnaire located in Appendix 1

### Service User

There is no information available on what the service users think of the service. Speaking with firefighters, I get the feeling that the service users are mostly happy with the service that SFRS offer. This is something that would pose an interesting question if this project was to be repeated. The only way of truly finding out what the service user ultimately thinks of the service would be if SFRS sent out a questionnaire possibly three to four weeks after an incident. This would give the service user the chance to have their say and would therefore mean that SFRS could tailor the service they provide to what the users want rather than just listening to the Audit Commissions reports. There would naturally be those that maybe lost a loved one or property and could be angry at the service they received and place the blame on the SFRS but the service can use negative feedback more than it can positive.

From analysing call data over the past year, I can see when the most calls come in. This can be used to tailor the cover available at certain times of the day and could be integrated into the recruitment section and ensure that the new firefighters brought in will be able to cover

the busiest times of the day. This will ensure that SFRS are offering the best cover at the busiest times of the day to Mid Suffolk.



Source: Questionnaire located in Appendix 1

The above graph shows the calls (in red) and in blue shows the number of people who were supposed to respond but didn't; split into two hour time frames. Using this graph it is possible to see that between the hours of 04:01-06:00 there were three calls and of those three calls, there was nobody who did not show up. This is what ADO Francis is looking for. He wants to see everybody turning up to every call. On the other hand, if we look at the hours between 16:01-18:00 (traditionally dinner time) we can see that of the fifteen calls Eye had during the year there were 1.4 people off for every one. This is the only point during the year that the number of absentees overtook the number of calls.

Also from this graph, it is possible to see that for the area that Eye covers, the busiest time of the day is between 20:01 and 22:00. This is the time which Carl needs to keep the station fully crewed.

### Innovation and Learning

Firefighters understand that training manuals are an important part of the development of staff, research has shown that in general firefighters wish to spend more time on the fire

ground and feel that too much time is spend on paperwork that, they feel, does not lead to an increase in productivity. I was hoping to find that the more remote the station, and therefore the stations with the least amount of calls per year would be the stations that would require more training time. I was expecting this because they did not get much on-the-job training.

**Station \* In regards to training, how many hours do you feel per week you need to perform effectively and to your maximum performance? ...between**

		In regards to training, how many hours do you feel per week you need to perform effectively and to your maximum performance? ...between				
		1 - 2 hours	2 - 3 hours	3 - 4 hours	4+ hours	Total
Station	Debenham	1	6	2	1	10
	Elmswell	1	6	4	0	11
	Eye	2	3	2	2	9
	Needham Market	4	4	0	0	8
	Stradbroke	5	2	1	0	8
	Stowmarket	5	3	3	0	11
Total		18	24	12	3	57

*Source: Questionnaire located in Appendix 1*

With Needham Market saying that they needed between one and three hours training and the majority at Stowmarket saying they needed between one and two hours this does show a need for more training at stations with less calls a year.

One thing Suffolk Fire and Rescue Service are currently undertaking, along with the rest of the country is; integrated risk management planning. This brings a shift from widely criticised national standards of fire cover based on risk to property, to a locally driven system based on minimising the risk of loss of life.

### **Operational Quality / People**

To undertake this task properly I felt I needed to conduct a questionnaire to get the general feel of morale and how staff generally felt at work. My gut instinct before conducting these questionnaires was that morale was low within the fire service in general and I wanted to see if this changed in the RDS. To be able to take a good look at morale I conducted a questionnaire that was handed out to fifty-seven people which was 88% of the total workforce in Mid Suffolk. It was my intention to question 100% but this was not possible due to long term sickness and leave etc.

**Do you feel there are enough social events within your station and/or between stations?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid				
Too many	1	1.8	1.8	1.8
Just about right	16	28.1	28.1	29.8
Not enough events	35	61.4	61.4	91.2
More events desperately needed	5	8.8	8.8	100.0
Total	57	100.0	100.0	

Source: Questionnaire located in Appendix 1

The above table shows that 61% of RDS staff in Mid Suffolk feel that there are not enough events between stations. This is something for managers to put thought into; one answer to this could be a Christmas party or a BBQ during the summer. If this was to increase morale and keep the staff turnover low then this could be a worthwhile investment.

**Station \* Do you feel there are enough social events within your station and/or between stations?**

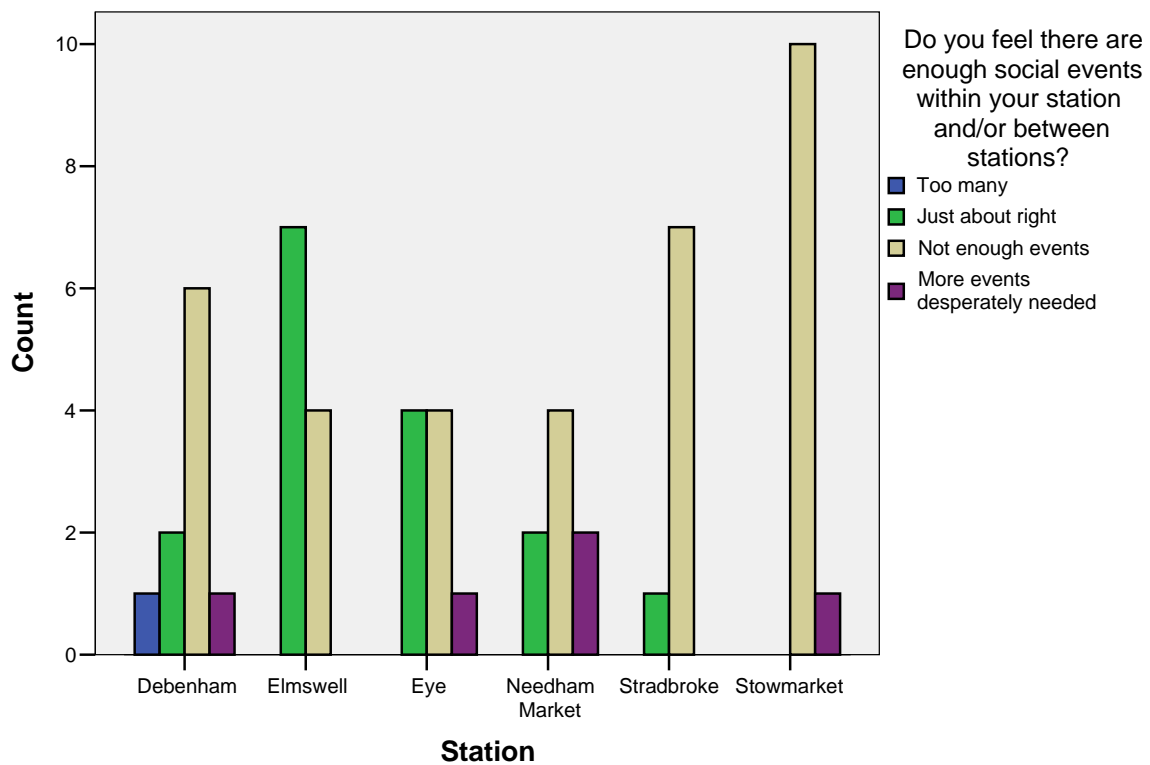
		Do you feel there are enough social events within your station and/or between stations?				
		Too many	Just about right	Not enough events	More events desperately needed	Total
Station	Debenham	1	2	6	1	10
	Elmswell	0	7	4	0	11
	Eye	0	4	4	1	9
	Needham Market	0	2	4	2	8
	Stradbroke	0	1	7	0	8
	Stowmarket	0	0	10	1	11
Total		1	16	35	5	57

Source: Questionnaire located in Appendix 1

When the table is split into stations, Stowmarket feel that they need events that are more social.

At present initiatives that the service are involved with include “rank to role”, a less hierarchical grading system for employees with work-related links to roles and competencies. This has been brought in by central government and is essential for the implementation of integrated personal development systems which allow staff to achieve, and sustain competence levels needed to carry out their role (Audit Scotland, 2004; Audit Commission, 2004).

I feel that high staff turnover could be due to a few main problems. These include external problems of which SFRS has no say over. I believe that one of the main reasons is down to the lack of calls that rural stations receive. Firefighters are paid a basic wage of £2040 per year plus an hourly rate for calls they respond to of £12.88 for the first hour and £9.31 thereafter. Many firefighters rely on the call outs per year to make the job worthwhile for them, therefore in rural towns with few shouts it is very hard to keep staff as they get bored staying within five minutes of the station twenty four hours a day, seven days a week. This restricts their family time and makes them frustrated. Data from the questionnaire shows that Stradbroke and Debenham (if all stations had an equal number of personnel filling in a questionnaire) and Stowmarket that want more social events.



But the general feeling amongst all of the stations, minus Needham Market is that there are not enough social events taken place.

The table below shows the numbers of those that feel that there are not enough events. This will be discussed further in my recommendations.

**Do you feel there are enough social events within your station and/or between stations?**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Too many	1	1.8	1.8	1.8
Just about right	16	28.1	28.1	29.8
Not enough events	35	61.4	61.4	91.2
More events desperately needed	5	8.8	8.8	100.0
Total	57	100.0	100.0	

There are many people looking to enter the fire service. For every full time post, there are hundreds of application forms from those who believe they have what it takes. This is completely different when the brigade looks to recruit in the RDS. Mid Suffolk is made up of many rural square miles. With fire stations positioned to mean that every house has access to a fire engine within twenty minutes, it is inevitable that there are fire stations in very rural towns. It is in these small towns such as Stradbroke and Debenham that it is hard to recruit. The main reason for this is down to the fact that there is no employment in these small towns and where there is employment (within five minutes of the station), their employers are very hesitant to let their staff go for up to four hours. It is because of this that stations are low on staff for sometimes long periods.

Another potential reason for low recruitment is that house prices in rural areas that cost 40% more. The average price for a Semi-detached house in Stowmarket is £172,208 now with the equivalent in Stradbroke costing £240,083. Potential recruits cannot afford to buy into the area. One of the ways of getting around this problem is to recruit from further from the station. In Stowmarket, because there is no problem in recruiting firefighters the standard time for reaching the station is three minutes. If there is recruitment problems this would be increased to the point of the Fire Services Act 2004 which states that 90% of the county needs to be reached within ten minutes and gives standards such as, a firefighter has to have reached the station within four minutes and have turned out within six minutes.

With the credit crunch firmly on its way this problem could get even worse. This could mean young families packing up and moving somewhere cheaper.

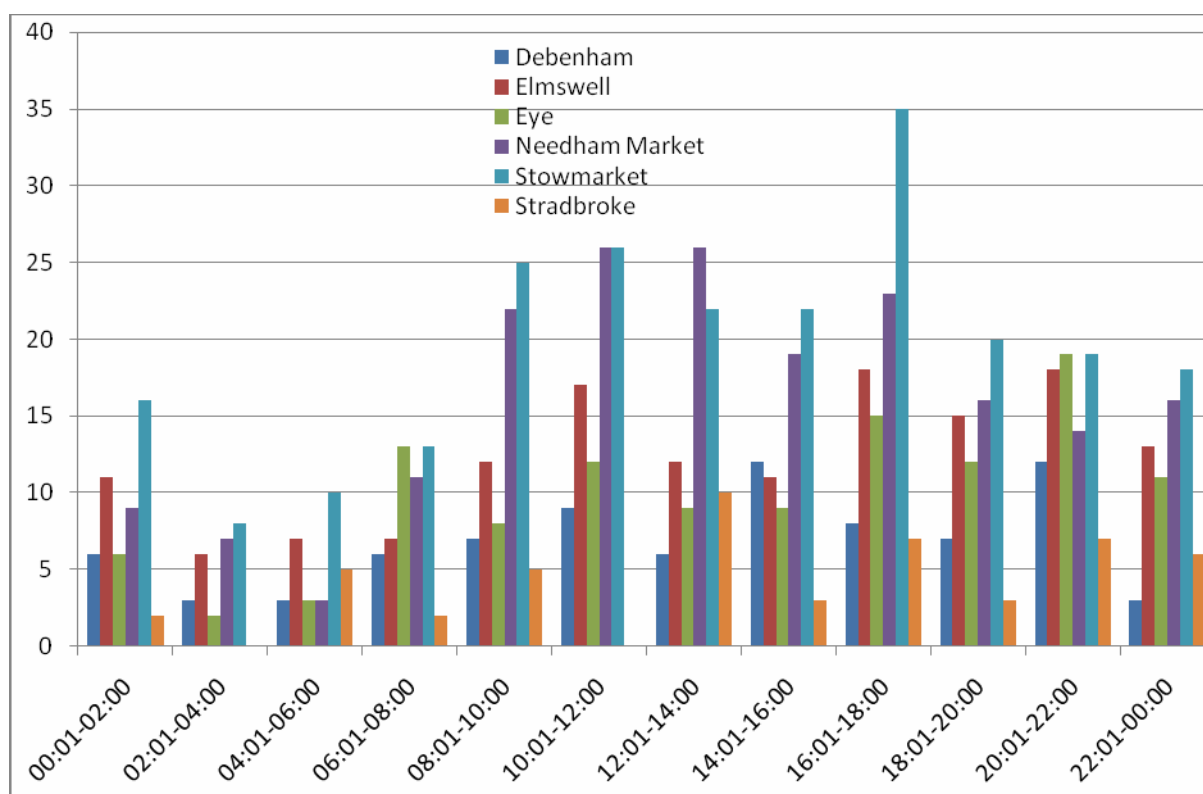
## Summary

In this chapter, analysis of the results has taken place. This has been broken down into the quadrants taken from the PSS. This means that it is possible to take data obtained from the questionnaire and show how it can improve sections of the PSS.

## Conclusion

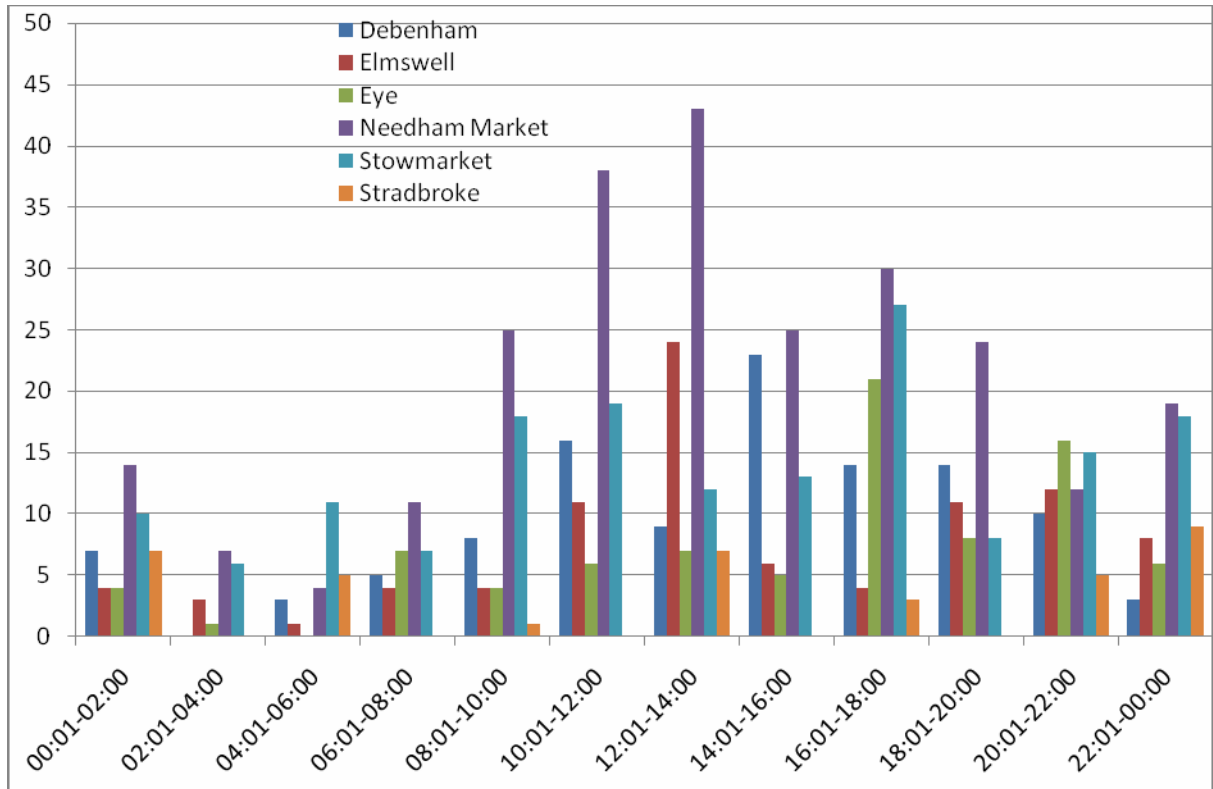
With Mid Suffolk growing and modernising along with government standards, controlling performance will become higher on the agenda. Using the PSS gives the opportunity to keep the strategy at the forefront of everything that changes around it. This is crucial to ensuring that the KPI's are met and that the service users and stakeholders are kept happy.

While analysing the results it has become clear that there are stations with a varying degree of calls which comes with a varying degree of availability.

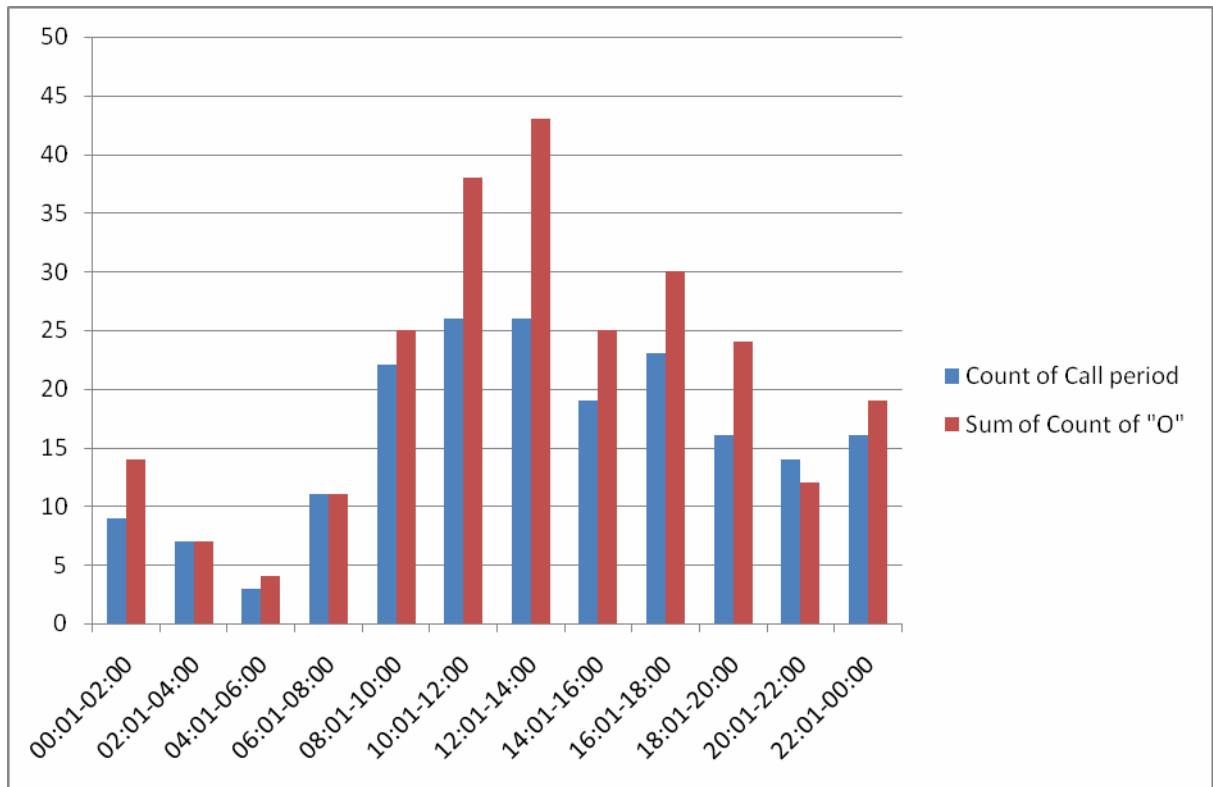


It is clear to see from the above graph that Stowmarket and Needham Market are that busiest two stations in the district which is understandable considering they are also the two biggest towns in the district.

This data becomes interesting when looking at the availability of staff at different times of the day. This data cannot be comparable as each station has a different amount of calls each year.

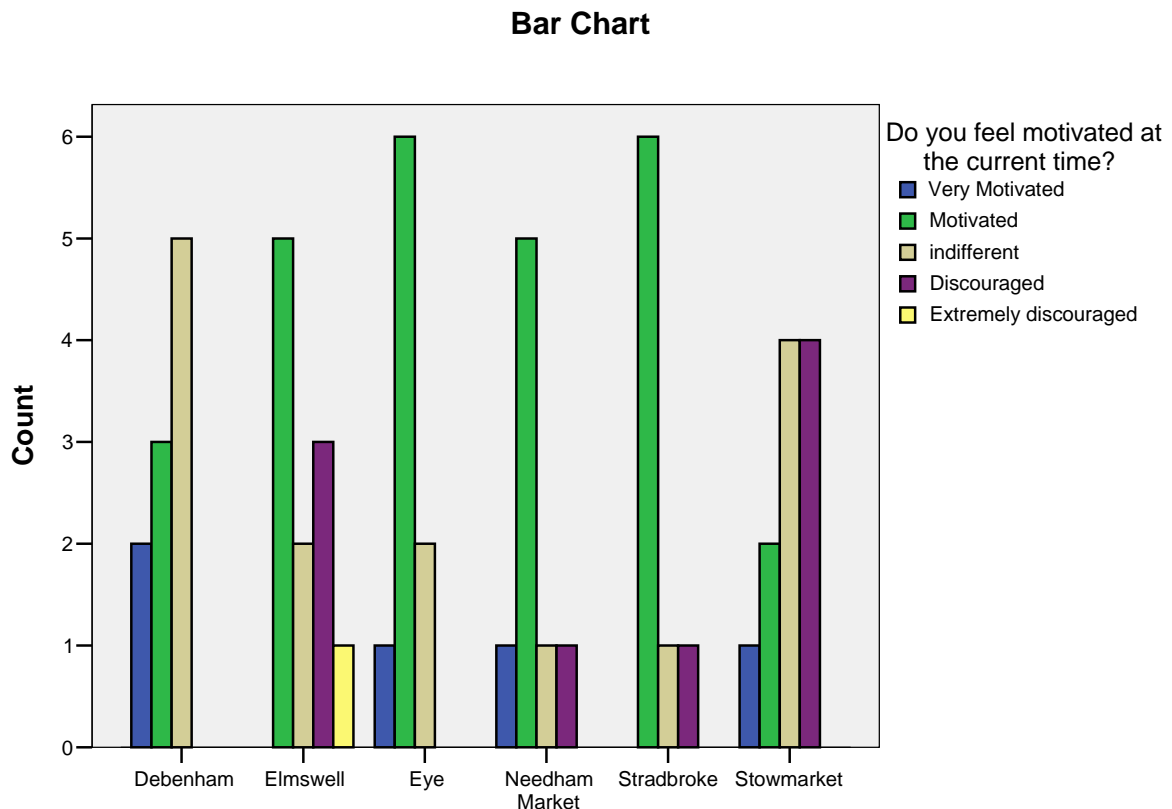


The graph above shows that the station with the worst availability is Needham Market. The times of day, when there is a high number with unauthorised absences is between 12:00 and 14:00. Looking at this closer below, Needham Market consistently has more than one unauthorised absence for every call.



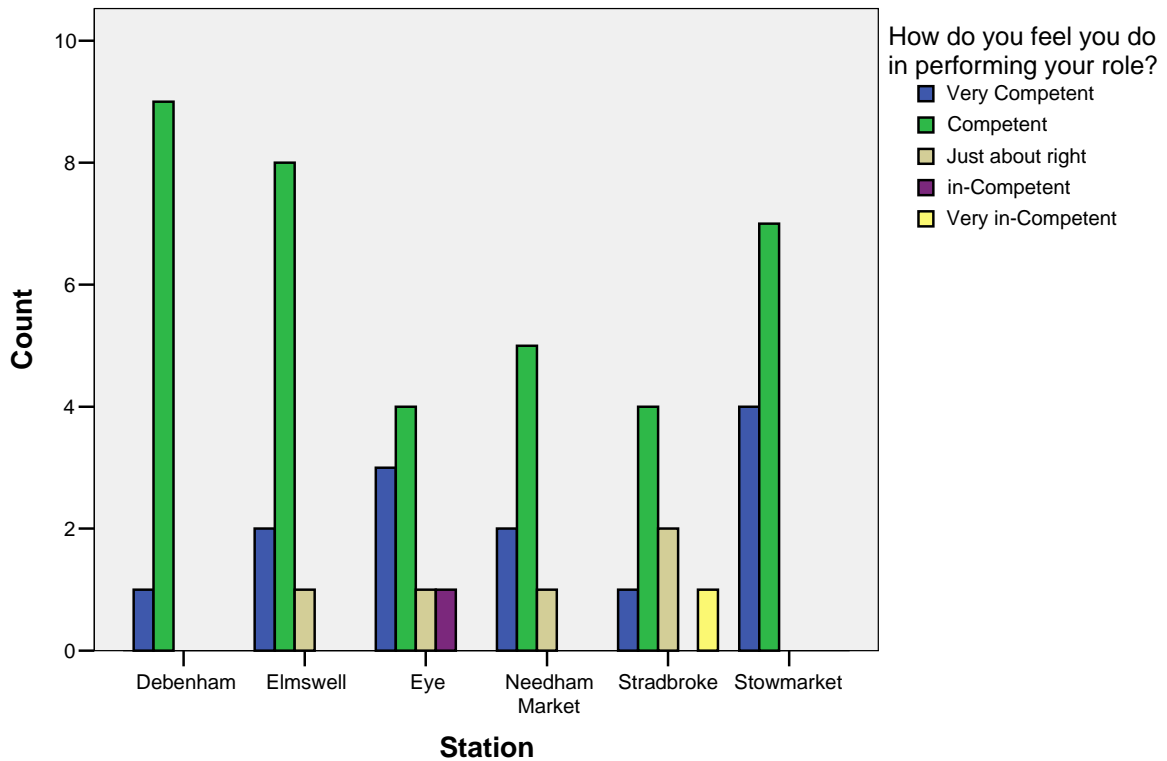
This could be due to a number of things but I have no data to indicate that it is because of low morale. In fact, data taken from the questionnaire shows that Needham Market is comparatively motivated, in comparison with Stowmarket.

From the graph below it is possible to see that Stowmarket are the worst motivated station in the district. Over 70% of firefighters at Stowmarket are either discouraged or indifferent.



When cross tabulating station with how firefighters feel in performing their role the result is rather different. Below, a graph shows that Stowmarket are arguably the most competent station in the district. For this reason, I am unable to say why firefighters in Stowmarket are not motivated. There is possibly an underlying problem and to prevent staff from leaving it would be wise to try better understand this anomaly.

### Bar Chart



If I was to conduct the project, again I would make sure that I had given out more trial questionnaires. This would have meant that I could have accurate information. In this project it was not possible to conduct trail questionnaires on firefighters it was not possible to hand out my final questionnaire to the same people that had filled in my trail questionnaire.

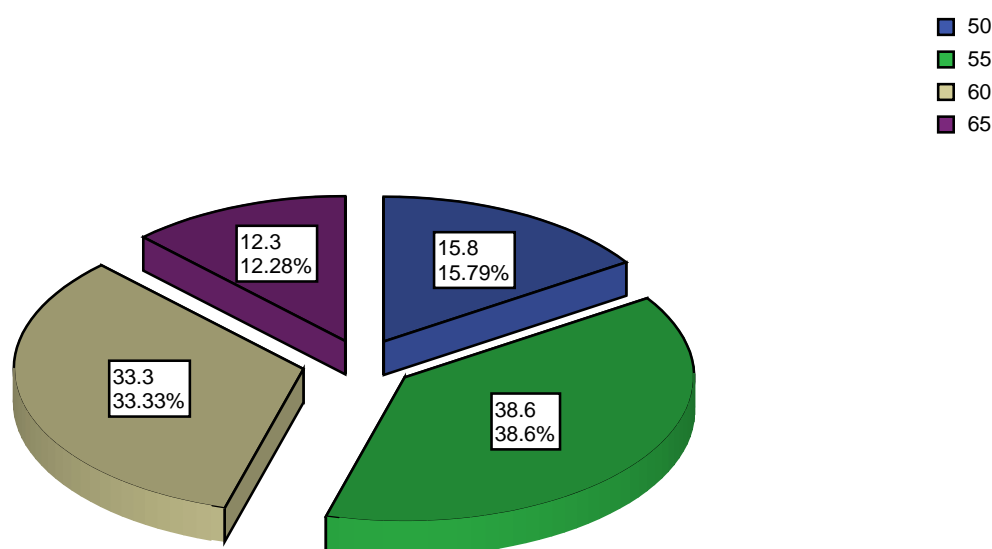
If this project was to be repeated, it would be necessary to use more ways of recording more qualitative data. One-to-one interviews, are a great way to ensure that all the relevant data is collected. It is also helpful to arrange very casual meetings and not too dress up. These are things learnt from my experiences.

For those that join the RDS, they enter into a community spirit filled job that provides their area with an important service. The future will tell how the RDS performs but with the credit crunch firmly on its way it is possible that many young families will leave the areas in which they have grown up. For this reason, the retired may play an important role in

replacing these young families. With the recommendations that are about to be made implemented it possible to lower, the staff turnover rate and reduce the number of unauthorised absences.

## Recommendations

There are very few women in the RDS and this is an area that could be further looked into. There is still a stigma attached to women in the fire service and the brigades themselves had to show that they are not discriminative and drum up interest. 'Firefighting is what sociology would call a masculine job. The public agrees with this and firefighters' response at the World Trade Centre and to the bombings on the London tube provides proof of this' (Baigent 2008). There are so many opportunities within the fire service for women, there are government targets for this in the hope of increasing the number of women in the fire service by 2009; the target is for brigades to have 15% women (Guardian 2008). The fire service needs to look at those most likely to be at home during the day. This includes those who are retired. They are more likely to have more time and be at home all day and with my survey, showing that over 45% of firefighters surveyed believing that they can perform effectively over 60. I understand this is a health and safety issue but one avenue that should be thoroughly checked out.



One thing that would be a good way of keeping firefighters involved would be to create a monthly/bi-monthly newsletter detailing what is going on within the fire service. From talking with firefighter on my way through Mid Suffolk, I got a feeling that as they only worked a limited number of hours and away from the officers in charge, they did not get the same information that those that work full time get. Keeping staff involved in everything

that is going on in an organisation is a brilliant way to keep morale high. This in turn can increase the performance of staff. It is therefore necessary to understand the factors that motivate people and how, in light of these factors, reward processes and practices can be developed that enhance motivation and commitment. (Armstrong, 2007)

For firefighters, the job is not for the money. The money is 'good' according to ADO Francis but the job is about the lifestyle and the adrenalin rush that is created while driving on blue lights and motivation is built 'intrinsically' or through the love of the job (Hertzberg, 1957). One thing that does come out of this project is the lack of a reward scheme; this could be implemented along with more social event and a high performing station 'winning' money for the social fund.

If this project was to be repeated it would be necessary to collect more than one years worth of data to be able to give a clearer indication of the busiest time of the day and year.

## Bibliography

### Books:

Armstrong, M., (2007). *'A Handbook of Employee Reward Management and Practice'*. 2<sup>nd</sup> Ed. Kogan Page: London.

Blumberg, B., Cooper, D. & Schindler, P. (2008). *'Business Research Methods.'* 2<sup>nd</sup> Ed. London: McGraw-Hill Higher Education.

Donnelly, P. & McGuirk, T., (2001). *'Marketing in the Fire Service – A discussion paper for presentation to Essex Fire and Rescue Service'*. 1<sup>st</sup> Ed. Cambridge: Anglia Business School.

Niven, P., (2003). *'Balanced Scorecard Step-by-Step for Government and Non-Profit Agencies'*. John Wiley and Sons, Hoboken: New Jersey.

### Dissertation:

Baigent, D., (2001). *'One more last working class hero: a cultural audit of the UK fire service.'* Ph. D. Anglia Polytechnic University.

Wigglesworth, A. D., (1999). *'Personal impact on Suffolk Fire Brigade instructors arising from departmental restructure'*. MBA. Anglia Ruskin University.

### Internet:

Article, (2002). *'The Bain Review: The main points'*. Guardian Online, [internet]. 16 December

Available at: <http://www.guardian.co.uk/uk/2002/dec/16/firefighters.politics> [accessed 16 March 2008].

Audit Commission., (2005). *'Suffolk Fire Authority - Fire and Rescue Comprehensive Performance Assessment'*. [Online].

Available at: <http://www.audit-commission.gov.uk/Products/CPA-CORP-ASSESS-REPORT/66726BAA-F8D7-4D14-99DC-120167B15CFC/suffolk.pdf> [accessed 4<sup>th</sup> February 2008].

Audit Commission., (2008). *'National Report - Fire and Rescue Performance Assessment (Analysis of performance in Fire and Rescue Authorities 2007)'*. [Online].

Available at: [http://www.audit-commission.gov.uk/Products/NATIONAL-REPORT/65813F7C-C7DB-41f9-BAD6-3EA0EE82B6DE/fireandrescueperformanceassessment\\_scores2007\\_final%20proof\\_PF.pdf](http://www.audit-commission.gov.uk/Products/NATIONAL-REPORT/65813F7C-C7DB-41f9-BAD6-3EA0EE82B6DE/fireandrescueperformanceassessment_scores2007_final%20proof_PF.pdf) [accessed 4<sup>th</sup> February 2008].

Bogen, K., (1994)., *'Using the effect of questionnaire length on response rates – A review of the literature.'* [Online].

<http://www.census.gov/srd/papers/pdf/kb9601.pdf> [accessed 4<sup>th</sup> March 2008].

Burgess, Dr. T. F., (2001). *'A general introduction to the design of questionnaires for survey research.'* Leeds: University of Leeds (Published May 2001).

Available at: <http://www.leeds.ac.uk/iss/documentation/top/top2.pdf> [accessed 5<sup>th</sup> March 2008].

Department for Communities and Local Government., (2007). *'Fire Statistics, United Kingdom, 2005'*. [Online].

Available at: <http://www.communities.gov.uk/documents/fire/pdf/320258> [accessed 10<sup>th</sup> February 2008].

Fire Brigades Union, (2005). *'e-bulletin – Suffolk Fire Authority misleading public over cuts'*. August 2005 ed. [e-bulletin]

Available at: [www.fbu.org.uk/newspress/ebulletin/pdf/63.pdf](http://www.fbu.org.uk/newspress/ebulletin/pdf/63.pdf) [accessed 12<sup>th</sup> March 2008].

Gambles, I., 1999. *'A balanced future lies in the cards'*. [magazine] 16-22 April, p. 24-25. Public Finance.

Health and Safety Executive (HSE)., 'HSE Research Ethics Committee'. [Online].  
Available at: <http://www.hse.gov.uk/research/ethics/> [accessed 10<sup>th</sup> January 2008].

HM Fire Service Inspectorate for Scotland., (2004). 'Performance Inspection Report'.  
[Online].  
Available at: <http://www.scotland.gov.uk/Resource/Doc/36496/0024973.pdf> [accessed  
13<sup>th</sup> February 2008].

London Fire Brigade., (2007). 'Corporate Plan 2007/2010 (and best value performance plan  
2007/2008)'. [Online].  
Available at: [http://www.london-fire.gov.uk/about\\_us/media/Corporate\\_Plan\\_2007.pdf](http://www.london-fire.gov.uk/about_us/media/Corporate_Plan_2007.pdf)  
[accessed 3<sup>rd</sup> February 2008]

London Fire & Emergency Planning Authority., (2007). 'Annual Audit and Inspection Letter  
and External Performance Assessment 2006' [Online].  
Available at: <http://www.london-fire.gov.uk/lfepa/reports/2007/fep1009.pdf> [accessed  
20<sup>th</sup> February 2008].

Moullin, M., (2004)., 'Using the Public Sector scorecard in Health and Social Care' [Online].  
[http://www.shu.ac.uk/research/ciod/downloads/Edinburgh%20paper%20-  
%20final%20version.pdf](http://www.shu.ac.uk/research/ciod/downloads/Edinburgh%20paper%20-%20final%20version.pdf) [accessed 29<sup>th</sup> February 2008].

Mulholland, H., (2006). 'Watchdog finds wide variation in Fire Service Performance.'  
*Guardian.co.uk*, [internet]. 12 January.  
Available at: <http://www.guardian.co.uk/society/2006/jan/12/firefighters.politics>  
[accessed 13<sup>th</sup> February 2008].

Office of the Deputy Prime Minister., (2006). 'The Economic Cost of Fire: Estimates for  
2004'. [Online].  
Available at: <http://www.communities.gov.uk/documents/fire/pdf/144524> [accessed 5<sup>th</sup>  
February 2008].

Reach International. 'UK fire Service Culture'. [internet].

Available at: <http://www.reachinternational.com/protected/fire2.htm> [accessed on 16 March 2008].

Suffolk Fire and Rescue Service. *'2006/7 Action Plan'*. [Online].

Available at: [http://colin.suffolkcc.gov.uk/cgi-bin/committee.cgi?p=doc&id=1\\_7656&format=ppt](http://colin.suffolkcc.gov.uk/cgi-bin/committee.cgi?p=doc&id=1_7656&format=ppt) [accessed 25<sup>th</sup> March 2008].

Suffolk County Council, 2008. *'Responding to fires and emergencies'*. [internet].

Available at:

<http://www.suffolk.gov.uk/PolicingAndPublicSafety/FireAndRescueServices/WhatWeDo/> [accessed 12<sup>th</sup> March 2008].

Suffolk Fire and Rescue Service. *'Fire Stations in Suffolk'*. [Online].

Available at:

<http://www.suffolk.gov.uk/PolicingAndPublicSafety/FireAndRescueServices/FireStations> [accessed 28<sup>th</sup> December 2007].

Tamkin, P., Cowling, M., and Hunt, W. *'People and the bottom line'* [Online].

Available at:

[http://www.investorsinpeople.co.uk/Documents/BottomLine\\_Finalexecsumm.pdf](http://www.investorsinpeople.co.uk/Documents/BottomLine_Finalexecsumm.pdf) [accessed 30<sup>th</sup> March 2008].

#### **Journal Articles:**

Carvalho, J., Fernandes, M., Lambert, V. & Lapsley, I., (2006). *'Measuring fire service performance: a comparative study.'* International Journal of Public Sector Management.

[Online] 19 (2), p. 165-179. (Abstract from Emerald Insight.)

Available from:

<http://www.emeraldinsight.com/Insight/ViewContentServlet?Filename=Published/EmeraldFullTextArticle/Articles/0420190204.html> [accessed on 9<sup>th</sup> April 2008].

Hepworth, P., (1998). *'Weighing it up - a literature review for the balanced scorecard.'* The Journal of Management Development. [Online] 17 (8), p. 559-563. (Abstract from Emerald Insight.)

Available from: <http://cam-proxy.lib.anglia.ac.uk:2067/Insight/ViewContentServlet?Filename=Published/EmeraldFullTextArticle/Articles/0260170802.html> [accessed on 21<sup>st</sup> March 2008].

Kaplan, R. and Norton, D., (1992). *'The Balanced Scorecard – Measures that drive performance.'* Jan/Feb, 70 (1), p. 71-79. Boston, MA: Harvard Business Review.

Kuwaiti, M.E., (2004). *'Performance measurement process: definition and ownership.'* International Journal of Operations & Production Management. [Online] 24 (1), p. 55-78. (Abstract from Emerald Insight.)

Available from:  
<http://www.emeraldinsight.com/Insight/ViewContentServlet?Filename=Published/EmeraldFullTextArticle/Articles/0240240103.html> [accessed on 9<sup>th</sup> April 2008].

McAdam, R., & Walker, T. (2003). *'An inquiry into balanced scorecards within best value implementation in UK Local Government.'* *Public Administration*, 4 Dec., 81 (4), p. 873-892.

Radnor, Z and Lovell, B., (2003). *'Success factors for implementation of the Balanced Scorecard in a NHS multiagency setting'*. International Journal of Health care Quality Assurance. [Online] 16 (2), p. 99-108. (Abstract from Emerald Insight.)

Available from: <http://cam-proxy.lib.anglia.ac.uk:2067/Insight/ViewContentServlet?Filename=Published/EmeraldFullTextArticle/Articles/0620160205.html> [accessed on 21<sup>st</sup> March 2008].

### **Unpublished Works:**

Kent Fire and Rescue Service, (2007). *'Council Tax 2007/08'*. January 2007 ed. [Leaflet]  
Kent: Kent & Medway Fire and Rescue Authority.

Suffolk Fire and Rescue Service., (2007). *'Service Plan 2007-2008'*. Suffolk: Suffolk County Council.

## References

### Acts of Parliament:

Fire and Rescue Services Act 2004. (c.21), London: ODPM.

### Books:

Armstrong, M., (2007). *'A Handbook of Employee Reward Management and Practice'*. 2<sup>nd</sup> Ed. Kogan Page: London.

Blumberg, B., Cooper, D. & Schindler, P. (2008). *'Business Research Methods.'* 2<sup>nd</sup> Ed. London: McGraw-Hill Higher Education.

Dunleavy, P., Margetts, H., et al. (2006) *'Digital Era Governance: IT Corporations, the State and E-Government'*. Oxford: Oxford University Press.

Herzberg, F., Mausner, B. & Snyderman, B. (1957) *'The motivation to work'*. Wiley: New York.

Lapsley, I., (1996). *'Reflections on performance measurement in the public sector'*, in Lapsley, I. & Mitchell, F., (Eds). *Accounting and Performance Measurement*, Paul Chapman, London.

Moullin, M., (2002). *'Delivering Excellence in Health and Social Care'*. Open University Press: Buckingham.

Niven, P., (2003). *'Balanced Scorecard Step-by-Step for Government and Non-Profit Agencies'*. John Wiley and Sons, Hoboken: New Jersey.

Osborne, D. & Gaebler, T.A. (1993). *'Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector'*. Addison-Wesley: Reading.

Pollitt, C., (1993). *'Managerialism and the Public Service: The Anglo-American Experience'*, 2nd edition; Blackwell: Oxford.

Pollitt, C., & Bouckaert, G., (2000). *'Public Management Reform: A Comparative Analysis'*, Oxford University Press, New York, NY.

Power, M., (1997). *'The audit Society: Rituals of Verification'*. Oxford University Press, Oxford.

Walsh, K., (1995). *'Public Services and Market Mechanisms: Competition, Contracting and the New Public Management'*. Macmillan Press Ltd.: London.

**Dissertation:**

Baigent, D., (2001). *'One more last working class hero: a cultural audit of the UK fire service.'* Ph. D. Anglia Polytechnic University.

**Internet:**

Bogen, K., (1994), *'Using the effect of questionnaire length on response rates – A review of the literature.'* [Online].

<http://www.census.gov/srd/papers/pdf/kb9601.pdf> [accessed 4<sup>th</sup> March 2008].

Federal Chief Information Officers Council., 2001. *'Lessons Learned on Information Technology Performance Management: Applying the Balanced Scorecard and Applied Information Economics to Federal Information Technology Initiatives'*. [Online].

Available at: [http://www.cio.gov/documents/PM\\_Lessons\\_Learned\\_Final\\_Report.pdf](http://www.cio.gov/documents/PM_Lessons_Learned_Final_Report.pdf) [accessed on 3<sup>rd</sup> April 2008].

Free Management Library, (2008). Overview of Basic Methods to Collect Information. [Table]

Available at: <http://www.managementhelp.org/research/overview.htm> [accessed 11<sup>th</sup> March 2008].

Fire Brigades Union, 2005. *'e-bulletin – Suffolk Fire Authority misleading public over cuts'*. August 2005 ed. [e-bulletin]  
Available at: [www.fbu.org.uk/newspress/ebulletin/pdf/63.pdf](http://www.fbu.org.uk/newspress/ebulletin/pdf/63.pdf) [accessed 12<sup>th</sup> March 2008].

Health and Safety Executive (HSE)., *'HSE Research Ethics Committee'*. [Online].  
Available at: <http://www.hse.gov.uk/research/ethics/> [accessed 10<sup>th</sup> January 2008].

Hencke, D., (2008). *'Fire services falling short on diversity targets.'* *Guardian.co.uk*, [internet]. 31 January.  
Available at: <http://www.guardian.co.uk/uk/2008/jan/31/firefighters.race> [accessed 14<sup>th</sup> April 2008].

Local Government Association (2004), *"Inspection – how does it perform?"*, [Online]  
Available at: [www.lga.gov.uk/Documents/Publication/inspectionfinal.pdf](http://www.lga.gov.uk/Documents/Publication/inspectionfinal.pdf). [accessed 23<sup>rd</sup> April 2008].

London Fire Brigade., 2007. *'Corporate Plan 2007/2010 (and best value performance plan 2007/2008)'*. [Online].  
Available at: [http://www.london-fire.gov.uk/about\\_us/media/Corporate\\_Plan\\_2007.pdf](http://www.london-fire.gov.uk/about_us/media/Corporate_Plan_2007.pdf) [accessed 3<sup>rd</sup> February 2008].

Reach International. *'UK fire Service Culture'*. [internet].  
Available at: <http://www.reachinternational.com/protected/fire2.htm> [accessed on 16 March 2008].

Suffolk County Council, (2008). *'After the fire visits'*. [Internet].  
Available at:  
<http://www.suffolk.gov.uk/PolicingAndPublicSafety/FireAndRescueServices/WhatWeDo/AfterTheFireVisits.htm> [accessed 12<sup>th</sup> March 2008].

Suffolk County Council, (2008). *'Responding to fires and emergencies'*. [internet].

Available at:

<http://www.suffolk.gov.uk/PolicingAndPublicSafety/FireAndRescueServices/WhatWeDo/>  
[accessed 12<sup>th</sup> March 2008].

Suffolk Fire and Rescue Service., (2005). *'2006/7 Action Plan'*. [Online].

Available at: [http://colin.suffolkcc.gov.uk/cgi-bin/committee.cgi?p=doc&id=1\\_7656&format=ppt](http://colin.suffolkcc.gov.uk/cgi-bin/committee.cgi?p=doc&id=1_7656&format=ppt) [accessed 25<sup>th</sup> March 2008].

Suffolk Fire and Rescue Service., *'Fire Stations in Suffolk'*. [Online].

Available at:  
<http://www.suffolk.gov.uk/PolicingAndPublicSafety/FireAndRescueServices/FireStations>  
[accessed 28<sup>th</sup> December 2007].

Tamkin, P., Cowling, M., and Hunt, W. *'People and the bottom line'* [Online].

Available at:  
[http://www.investorsinpeople.co.uk/Documents/BottomLine\\_Finalexecsumm.pdf](http://www.investorsinpeople.co.uk/Documents/BottomLine_Finalexecsumm.pdf) [accessed 30<sup>th</sup> March 2008].

Tamkin P, Giles L, Campbell M, Hillage J (2004), *Skills Pay: The Contribution of Skills to Business Success*, [Online] SSSA Research Report 5.

Available at: <http://www.sssa.org.uk/pdf/Report5.pdf> [accessed 31<sup>st</sup> March 2008].

UK Department of the Environment, Transport and the Regions., 1998. *'Best Value Research'*. [Online].

Available at: <http://www.local.odpm.gov.uk/research/bvsummar/bvres1.htm> [accessed on 16<sup>th</sup> April 2008].

Zingales, F., & Hockerts, K., (2003). *'Balanced scorecard & sustainability: examples from literature and practice'* [Internet].

Available from: <http://ged.insead.edu/fichiersti/inseadwp2003/2003-30.pdf> [accessed 21<sup>st</sup> March 2008].

### Journal articles:

Boyne, G., (2002). *'Concepts and indicators of local authority performance: an evaluation of the statutory frameworks in England and Wales'*. Public Money and Management. [Online] 22(2), p. 17-24. (Abstract from Blackwell Synergy). Available from: <http://cam-proxy.lib.anglia.ac.uk:2084/links/doi/10.1111/1467-9302.00303> [accessed on 16<sup>th</sup> April 2008].

Carvalho, J., Fernandes, M., Lambert, V. & Lapsley, I., (2006). *'Measuring fire service performance: a comparative study.'* International Journal of Public Sector Management. [Online] 19 (2), p. 165-179. (Abstract from Emerald Insight).

Available from:

<http://www.emeraldinsight.com/Insight/ViewContentServlet?Filename=Published/EmeraldFullTextArticle/Articles/0420190204.html> [accessed on 9<sup>th</sup> April 2008].

Dunleavy, P., Margetts, H., Bastow, S., & Tinkler, J., (2006). *'New public management is dead: Long live digital era governance'*, Journal of Public Administration Research and Theory. [Online] 16 (3), p 467-494. (Abstract from Academic OneFile Group). Available from: [http://find.galegroup.com/itx/retrieve.do?contentSet=IAC-Documents&resultListType=RESULT\\_LIST&qrySerId=Locale%28en%2C%29%3AHQE%3D%28\\_\\_HR\\_\\_%2CNone%2C43%29sn+1053-1858+and+iu+3+and+sp+467+and+vo+16+%24&sgHitCountType=None&inPS=true&sort=DateDescend&searchType=CCLSearchForm&tabID=T002&prodId=AONE&searchId=R1&currentPosition=1&userGroupName=anglia\\_itw&docId=A147755573&docType=IAC](http://find.galegroup.com/itx/retrieve.do?contentSet=IAC-Documents&resultListType=RESULT_LIST&qrySerId=Locale%28en%2C%29%3AHQE%3D%28__HR__%2CNone%2C43%29sn+1053-1858+and+iu+3+and+sp+467+and+vo+16+%24&sgHitCountType=None&inPS=true&sort=DateDescend&searchType=CCLSearchForm&tabID=T002&prodId=AONE&searchId=R1&currentPosition=1&userGroupName=anglia_itw&docId=A147755573&docType=IAC) [accessed on 23<sup>rd</sup> April 2008].

McAdam, R., & Walker, T. (2003). *'An inquiry into balanced scorecards within best value implementation in UK Local Government.'* Public Administration, 4 Dec., 81 (4), p. 873-892.

Radnor, Z and Lovell, B., (2003). *'Success factors for implementation of the Balanced Scorecard in a NHS multiagency setting'*. International Journal of Health care Quality Assurance. [Online] 16 (2), p. 99-108. (Abstract from Emerald Insight.)

Available from: <http://cam-proxy.lib.anglia.ac.uk:2067/Insight/ViewContentServlet?Filename=Published/EmeraldFullTextArticle/Articles/0620160205.html> [accessed on 21<sup>st</sup> March 2008].

**Un-Published Works:**

Baigent, D., (2008). *'Firefighting: a masculinity sociology may first celebrate and then use to challenge commonsense beliefs about gender being pre-given'* (Unpublished – work in progress).

## Appendix

Appendix 1:

No.....

### Questionnaire for Retained Duty Service (RDS) personnel of Suffolk Fire and Rescue Service

I am currently studying Business Management at Anglia Ruskin and completing a dissertation on Suffolk Fire and Rescue Service.

Your responses will be treated with absolute confidentiality at all times and data will be presented in such a way that you cannot be identified.

Which station do you work at?

- Debenham •
- Elmswell •
- Eye •
- Needham Market •
- Stradbroke •
- Stowmarket •

#### People/Operational Excellence

1. Age .....
2. Gender  
Male • Female •
3. What role do you serve?  
Firefighter • Crew manager • Watch manager •

4. How long have you served in the fire service?

.....

5. Up until what age do you feel you can perform effectively?

50 • 55 • 60 • 65

6. Your contract stipulates that you attain a 65% attendance during a one month period; do you think these figures are achievable?

Yes • No •

If your answer is 'no', could you explain.

.....

7. How do you consider the level of paperwork?

Far too much paperwork •/ too much paperwork •/ just about right •/ not enough paperwork •/  
More paperwork needed •

Could you give more details to explain your answer?

.....

8. Do you feel there are enough social events within your station and/or between stations?

Far too many •/ too many •/ just about right •/ not enough events •/  
More events desperately needed •

9. How do you feel you do in performing your role?

Very Competent • /Competent • / just about right • / in-competent • / Very in-competent •

10. In regards to training, how many hours do you feel per week you need to perform effectively and to your maximum performance? ...between

Less than 1 hour • 1 - 2 hours • 2 - 3 hours • 3 - 4 hours • 4+ hours •

Could you give more details to explain your answer?

- .....
11. How do you feel about the training?  
Too academic • /academic enough • /just about right • /Practical enough • /Too Practical  
•
12. Do you agree or disagree with the following statement... 'Communication with district management and above is effective and helps me do my job satisfactorily'.  
Strongly Agree • /Agree • / Neither agree or disagree • / disagree • / strongly disagree  
•
13. Do you find district management and above resolves problems effectively?  
Agree strongly • / agree • / neither agree nor disagree • / disagree • / strongly disagree •
14. Do you find district management and above resolves problems quickly?  
Agree strongly • / agree • / neither agree nor disagree • / disagree • / strongly disagree •
15. Would you say you felt motivated about the fire service at the current time?  
Very motivated • / motivated • / indifferent • / discouraged • / extremely discouraged •
16. Do you consider operational equipment provided is adequate for performing your role? **(i.e. the correct equipment for the station and all working properly)**  
All equipment I need • / most of the equipment I need • / indifferent • /  
Not happy with equipment available • /none of the equipment I need •
17. Do you feel your station is adequately staffed?  
Very well staffed • / just well enough • / neither over staffed or understaffed • /  
understaffed • / extremely understaffed •
18. Do you feel safe from violence when attending a fire?  
Very safe • / safe enough • / neither safe nor unsafe • / not very safe • / extremely un-safe •

19. Would you like to be a full-time firefighter?

Yes •      No •

If yes, what prevents you from becoming full-time?

.....

20. What is your main job?

.....

## Appendix 2:

Screen dump from data analysed from questionnaires in SPSS.

	station	age	gender	role	yrservice	retirement	performance	paperwork	social	competence	training	training1	comrr
1	Stowmar	36-41	Male	Firefighter	12	60	Yes	Just about right	Not enough	Very Compet	1 - 2 hours	Academic E	Agree
2	Stowmarke	42-47	Male	Firefighter	7	50	Yes	Far too much P	Not enough	Competent	3 - 4 hours	Too Academi	Disag
3	Stowmarke	42-47	Male	Firefighter	20	55	Yes	Too much Paper	Not enough	Competent	2 - 3 hours	Just about w	Neithe
4	Stowmarke	36-41	Male	Firefighter	16	60	Yes	Far too much P	Not enough	Competent	2 - 3 hours	Practical En	Agree
5	Stradbroke	42-47	Male	Firefighter	20	55	Yes	Far too much P	Not enough	Very in-Com	1 - 2 hours	Too Practical	Neithe
6	Stradbroke	30-35	Male	Firefighter	13	55	Yes	Too much Paper	Not enough	Competent	1 - 2 hours	Just about w	Neithe
7	Stradbroke	18-23	Male	Firefighter	Less than	55	Yes	Far too much P	Not enough	Competent	3 - 4 hours	Academic E	Neithe
8	Stradbroke	30-35	Male	Firefighter	8	55	Yes	Far too much P	Not enough	Very Compet	3 - 4 hours	Academic E	Agree
9	Stradbroke	30-35	Male	Firefighter	10	55	Yes	Far too much P	Just about r	Competent	1 - 2 hours	Too Academi	Neithe
10	Stradbroke	42-47	Male	Crew Mana	20	60	Yes	Far too much P	Not enough	Just about rig	2 - 3 hours	Academic E	Neithe
11	Stradbroke	30-35	Male	Crew Mana	20	60	Yes	Just about right	Not enough	Competent	1 - 2 hours	Academic E	Neithe
12	Stowmarke	42-47	Male	Watch Man	24	55	Yes	Just about right	Not enough	Competent	3 - 4 hours	Too Academi	Agree
13	Stradbroke	48-55	Male	Watch Man	26	65	Yes	Far too much P	Not enough	Just about rig	2 - 3 hours	Too Academi	Disag
14	Eye	36-41	Male	Watch Man	14	60	Yes	Just about right	Just about r	Competent	3 - 4 hours	Just about w	Agree
15	Eye	42-47	Male	Firefighter	20	55	Yes	Just about right	Just about r	Very Compet	1 - 2 hours	Just about w	Stron
16	Eye	36-41	Male	Crew Mana	7	55	Yes	Just about right	Not enough	Just about rig	2 - 3 hours	Academic E	Neithe
17	Elmswell	24-29	Male	Firefighter	3	55	Yes	Far too much P	Just about r	Competent	3 - 4 hours	Too Academi	Agree
18	Eye	24-29	Male	Firefighter	24	60	Yes	Too much Paper	Not enough	Competent	2 - 3 hours	Academic E	Neithe
19	Eye	42-47	Male	Firefighter	Less than	55	Yes	Far too much P	Just about r	Very Compet	2 - 3 hours	Just about w	Agree
20	Eye	30-35	Male	Firefighter	Less than	65	Yes	Not enough Pap	Not enough	Very Compet	4+ hours	Academic E	Neithe
21	Eye	24-29	Male	Firefighter	6	55	Yes	Just about right	More event	Competent	1 - 2 hours	Too Academi	Neithe
22	Eye	36-41	Male	Firefighter	Less than	50	Yes	Too much Paper	Not enough	in-Competent	4+ hours	Just about w	Neithe
23	Eye	42-47	Male	Firefighter	6	55	Yes	Too much Paper	Just about r	Competent	3 - 4 hours	Practical En	Disag
24	Debenham	42-47	Male	Firefighter	10	55	Yes	Far too much P	Not enough	Competent	2 - 3 hours	Too Academi	Neithe
25	Debenham	24-29	Male	Firefighter	2	50	Yes	Too much Paper	Not enough	Competent	4+ hours	Just about w	Agree
26	Debenham	36-41	Male	Firefighter	2	65	No	Too much Paper	Just about r	Competent	3 - 4 hours	Just about w	
27	Debenham	24-29	Male	Firefighter	9	50	Yes	Too much Paper	Not enough	Competent	2 - 3 hours	Academic E	Neithe
28	Debenham	36-41	Male	Firefighter	12	60	Yes	Far too much P	Not enough	Competent	3 - 4 hours	Academic E	Stron
29	Debenham	48-55	Male	Crew Mana	33	60	Yes	Too much Paper	Too many	Competent	1 - 2 hours	Just about w	Neithe
30	Debenham	18-23	Male	Firefighter	Less than	55	Yes	Far too much P	Not enough	Competent	2 - 3 hours	Too Academi	Agree
31	Debenham	48-55	Male	Firefighter	Less than	65	Yes	Just about right	Just about r	Competent	2 - 3 hours	Just about w	Agree

## Appendix 3:

Screens dump of attendance data from Eye; entered into Microsoft Excel which in turn produces the graphs that are shown in 'Analysis of Results'.

Eye Attendance Records Jan 07 - Dec 07 - Microsoft Excel

Home Insert Page Layout Formulas Data Review View Developer Add-Ins

Clipboard Font Alignment Number Conditional Formatting Format as Table Cell Styles Insert Delete Format Cells Sort & Filter Find & Select

M2 Stebbings

	A	B	C	D	E	F	G	H	I	J	K	L	M
99	Nov-07	Mon	19/11/2007	15:07 T	N	T				A	T	A	
100	Nov-07	Mon	19/11/2007	21:52 A	T	T				T	A	T	
101	Nov-07	Thurs	22/11/2007	14:57 A	T	O				T	T	N	
102	Nov-07	Thurs	22/11/2007	22:06 T	A	A				A	A	N	
103	Nov-07	Thurs	29/11/2007	16:42 T	N	T				T	A	L	
104	Dec-07	Sat	01/12/2007	16:10 A	O	T				T		N	
105	Dec-07	Sat	01/12/2007	18:10 A	T	T				T		N	
106	Dec-07	Fri	07/12/2007	10:39 A	N	N				T		T	
107	Dec-07	Sat	08/12/2007	11:52 N	A	T				T		N	
108	Dec-07	Sun	09/12/2007	02:12 A	T	T				L		A	
109	Dec-07	Sun	09/12/2007	13:26 N	T	T				L		N	
110	Dec-07	Tues	11/12/2007	08:30 T	N	T				O		A	
111	Dec-07	Fri	14/12/2007	20:54 A	O	T				T		N	
112	Dec-07	Sat	15/12/2007	20:53 N	T	N				T		T	
113	Dec-07	Mon	17/12/2007	10:45 T	T	T				O		A	
114	Dec-07	Tues	18/12/2007	20:11 T	A	T				T		A	
115	Dec-07	Wed	19/12/2007	07:25 A	T	A				T		T	
116	Dec-07	Wed	19/12/2007	17:04 A	A	T				T		T	
117	Dec-07	Thurs	20/12/2007	08:48 T	N	A				T		T	
118	Dec-07	Thurs	20/12/2007	15:30 A	N	T				T		O	
119	Dec-07	Fri	21/12/2007	07:39 A	T	T				T		O	
120	Dec-07	Fri	21/12/2007	15:48 A	T	T				T		O	
121	Dec-07	Wed	26/12/2007	00:01 A	T	T				T		N	
122					2	5	6	1	4	9	22	13	
123			<b>Total Calls:</b>	<b>119</b>	<b>2%</b>	<b>4%</b>	<b>5%</b>	<b>1%</b>	<b>3%</b>	<b>8%</b>	<b>18%</b>	<b>11%</b>	
124			<b>Performance</b>	<b>98%</b>	<b>96%</b>	<b>95%</b>	<b>99%</b>	<b>97%</b>	<b>92%</b>	<b>82%</b>	<b>89%</b>		

Ready

Appendix 4: Here are samples of questionnaires, these were selected completely randomly.

34  
No.....

Questionnaire for Retained Duty Service (RDS) personnel of Suffolk Fire and Rescue Service

I am currently studying Business Management at Anglia Ruskin and completing a dissertation on Suffolk Fire and Rescue Service.

Your responses will be treated with absolute confidentiality at all times and data will be presented in such a way that you cannot be identified.

Which station do you work at?

- Debenham
- Elmswell
- Eye
- Needham Market
- Stradbroke
- Stowmarket

People/Operational Excellence

1. Age 28.....

2. Gender

Male  Female

3. What role do you serve?

Firefighter  Crew manager  Watch manager

4. How long have you served in the fire service?

3 1/2 YEARS.....

5. Up until what age do you feel you can perform effectively?

50  55  60  65

5. Your contract stipulates that you attain a 65% attendance during a one month period; do you think these figures are achievable?

Yes  No

If your answer is 'no', could you explain.

.....

7. How do you consider the level of paperwork?

Far too much paperwork  / too much paperwork  / just about right  / not enough paper work  /  
More paperwork needed

Could you give more details to explain your answer?

.....

8. Do you feel there are enough social events within your station and/or between stations?

Far too many  / too many  / just about right  / not enough events  /  
More events desperately needed

9. How do you feel you do in performing your role?

Very Competent  / Competent  / just about right  / in-competent  / Very in-competent

10. In regards to training, how many hours do you feel per week you need to perform effectively and to your maximum performance? ...between

Less than 1 hour  1 - 2 hours  2 - 3 hours  3 - 4 hours  4+ hours

Could you give more details to explain your answer?

.....

11. How do you feel about the training?

Too academic  / academic enough  / just about right  / Practical enough  / Too Practical

12. Do you agree or disagree with the following statement... 'Communication with district management and above is effective and helps me do my job satisfactorily'.

Strongly Agree  / Agree  / Neither agree or disagree  / disagree  / strongly disagree



13. Do you find district management and above resolves problems effectively?  
 Agree strongly  / agree  / neither agree nor disagree  / disagree  / strongly disagree
14. Do you find district management and above resolves problems quickly?  
 Agree strongly  / agree  / neither agree nor disagree  / disagree  / strongly disagree
15. Would you say you felt motivated about the fire service at the current time?  
 Very motivated  / motivated  / indifferent  / discouraged  / extremely discouraged
16. Do you consider operational equipment provided is adequate for performing your role? (i.e. the correct equipment for the station and all working properly)  
 All equipment I need  / most of the equipment I need  / indifferent  /  
 Not happy with equipment available  / none of the equipment I need
17. Do you feel your station is adequately staffed?  
 Very well staffed  / just well enough  / neither over staffed or understaffed  / understaffed  
 / extremely understaffed
18. Do you feel safe from violence when attending a fire?  
 Very safe  / safe enough  / neither safe nor unsafe  / not very safe  / extremely un-safe
19. Would you like to be a full-time firefighter?  
 Yes       No

If yes, what prevents you from becoming full-time?

PASSING INITIAL SIFT.

20. What is your main job?

MECHANIC.