



Cunninghame House,  
Irvine.

21 February 2013

### **Shadow Police and Fire Committee**

You are requested to attend a Meeting of the above mentioned Committee of North Ayrshire Council to be held in the Council Chambers, Cunninghame House, Irvine on **WEDNESDAY 27 FEBRUARY 2013** at **2.00 p.m.** to consider the undernoted business.

Yours faithfully

Elma Murray

Chief Executive

**1. Declarations of Interest**

Members are requested to give notice of any declarations of interest in respect of items of business on the Agenda.

**2. Minutes**

The Minutes of the meeting of the Committee held on 31 October 2012 will be signed in accordance with Paragraph 7 (1) of Schedule 7 of the Local Government (Scotland) Act 1973 (copy enclosed).

**3. Local Plans**

**3.1 Local Policing Plans**

Strathclyde Police will report.

**3.2 Local Fire and Rescue Plan**

Submit report by Strathclyde Fire and Rescue on the North Ayrshire Local Plan 2012/13 (copy enclosed).

**3.3 Fire and Rescue Local Monitoring Plan**

Submit report by Strathclyde Fire and Rescue on the North Ayrshire Local Monitoring Plan 2012/13 (copy enclosed).

**4 Performance Reports**

**4.1 Strathclyde Police**

Strathclyde Police will report.

**4.2 Strathclyde Fire and Rescue**

Submit report by Strathclyde Fire and Rescue on Performance, Scrutiny and Monitoring (copy enclosed).

**5. Scottish Police Authority - Consultation on the Draft Strategic Police Plan**

Submit report by the Chief Executive on the Scottish Police Authority's Draft Strategic Police Plan and the Council's response (copy enclosed).

**6. Consultation on a Draft Fire and Rescue Framework for Scotland 2013**

Submit report by the Chief Executive on the Council's response to the Scottish Government's consultation on the Fire and Rescue Framework for Scotland 2013 (copy enclosed).

**7. A Collaborative Statement of Good Scrutiny and Engagement - Non Statutory National Guidance**

Submit report by the Chief Executive on the Guidance recently published by the Scottish Government, COSLA and the Improvement Service (copy enclosed).

**8. Scheme of Administration - Police and Fire and Rescue Committee**

Submit report by the Chief Executive on the proposed replacement of the Shadow Police and Fire Committee by a Police and Fire and Rescue Committee (copy enclosed).

**9. Urgent Items**

Any other items which the Chair considers to be urgent.

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## Shadow Police and Fire Committee

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Sederunt: Anthea Dickson (Chair)  
Marie Burns (Vice Chair)  
Robert Barr  
John Bell  
Jean Highgate  
Catherine McMillan  
Peter McNamara  
Ronnie McNicol  
Ruth Maguire  
Irene Oldfather  
1 Vacancy

Chair:

Attending:

Apologies:

Meeting Ended:



Shadow Police and Fire Committee  
31 October 2012

**IRVINE, 31 October 2012** - At a meeting of the Shadow Police and Fire Committee of North Ayrshire Council at 2.00 p.m.

**Present**

Anthea Dickson, Marie Burns, John Bell, Jean Highgate, Catherine McMillan, Peter McNamara, Ruth Maguire and Irene Oldfather.

**In Attendance**

I. Mackay, Solicitor to the Council and C. Andrews, Legal Services Manager (Corporate Services); J. Montgomery, General Manager (Policy and Service Reform), and A. Little, Committee Services Officer (Chief Executive's Service).

**Also In Attendance**

Chief Inspector R. Newbigging (Strathclyde Police) and Area Commander H. Kerr (Strathclyde Fire and Rescue).

**Chair**

Councillor Dickson in the Chair.

**Apologies for Absence**

Councillor McNicol and E. Murray, Chief Executive (North Ayrshire Council).

**1. Declarations of Interest**

There were no declarations of interest by Members in terms of Standing Order 16 and Section 5 of the Councillors Code of Conduct.

**2. Minutes**

The Minutes of the meeting of the Committee held on 21 June 2012 were signed in accordance with Paragraph 7 (1) of Schedule 7 of the Local Government (Scotland) Act 1973.

**3. Performance Reports**

**3.1 Strathclyde Police**

Chief Inspector Newbigging circulated a statistical report for the second quarter of 2012. The report provided information on the targets for U Division and North Ayrshire for violence, disorder and anti social behaviour, public protection and road policing.

Strathclyde Police has identified four very high force priorities based on consultation with communities, partner agencies, stakeholders and by evaluating the impact various types of crime have on communities. The Force priorities are:-

- violence, disorder and anti social behaviour;
- serious crime and terrorism;
- public protection; and
- road policing.

Members asked questions and were provided with information in relation to:-

- the variety of methods used to set targets for future years that includes the use of statistical information from previous years, comparisons to similar geographical force areas and the identification of areas for improvement;
- targets for U Division and North Ayrshire that can differ;
- the creation of a Domestic Abuse Team, comprising a Social Worker, Housing Officer and Police Officers;
- a reduction in domestic abuse crime of 21% in 2011;
- domestic abuse initial bail checks undertaken by officers to ensure bail conditions are being adhered to;
- a 20% increase in the number of stop and searches undertaken that recorded a 66% reduction in the number of knives recovered;
- the low rate of homophobic incidents and the inclusion of this category in the target information for the first time;
- the Scottish Strategic Assessment that will be presented to the new Policy Authority in November 2012 and Strategic Assessment Plans for each local authority area; and
- asset mapping of the Force's vehicles, properties, equipment etc. that will be undertaken.

The Committee agreed that Members consider the current format and design of the performance report and advise the Chief Inspector of any suggested modifications for future reports.

### **3.2 Strathclyde Fire and Rescue**

Area Commander Kerr circulated the Strathclyde Fire and Rescue Service Delivery Plan for North Ayrshire 2012-13. The plan provided information on the Strategic Assessment.

The Plan set out the priorities and objectives for North Ayrshire. Six priorities and targets were highlighted:-

- reduction in accidental dwelling fires;
- reduction in fire casualties;
- reduction in deliberate fire setting;
- reduction in fires in non-domestic properties;
- reduction in unwanted fire signals; and
- reduction in road traffic collisions.

Members asked questions and were provided with information in relation to:-

- the wide range of information provided in the Tactical Assessment reports provided to the Council's Area Committees and the provision of a Council wide Tactical Assessment report; and
- Home Fire Safety visits to elderly and vulnerable individuals to ensure homes are fire safe.

Noted.

#### **4. Police and Fire Reform: Key Appointments**

Submitted report by the Chief Executive on Key Appointments in terms of the Scottish Police Authority and the Scottish Fire & Rescue Board.

The Committee was previously advised of the appointment of Stephen House as the Chief Constable for Scotland and Alastair Hay as the Chief Fire Officer for Scotland. The Committee was also provided with information on the appointment of Vic Emery OBE as the Chair of the Scottish Police Authority and Pat Watters as the Chair of the Scottish Fire & Rescue Service Board. The appendix to the report provided information on the background and current activity of the 13 Scottish Police Authority Board Members and 12 Scottish Fire and Rescue Service Board Members.

Noted.

Councillor Bell left the meeting.

#### **5. Links to Community Planning**

Submitted report by the Chief Executive on the links between the Community Planning Partnership, Strathclyde Police and Strathclyde Fire and Rescue.

At the meeting of the Police and Fire Reform Steering Group on 31 July 2012, the Steering Group agreed that a discussion paper be prepared for the next meeting on how the Shadow Police and Fire Committee links to the Community Planning Partnership (CPP).

The Shadow Police and Fire Committee reports currently to North Ayrshire Council meetings. Strathclyde Police and Strathclyde Fire and Rescue are members of the Safer North Ayrshire Strategic Partnership (SNAP), which is a Strategic Partnership of the Community Planning Partnership. The SNAP is tasked with delivering on the outcomes, actions and indicators relating to the "Safer" priority within the Single Outcome Agreement (SOA). Reports on the activities of SNAP are submitted to the Strategic Management Team (SMT) and to the CPP Board for scrutiny and direction.

The report provided details of the governance arrangements of the Shadow Police and Fire Committee, the SNAP and the CPP Board and the remits of the Shadow Police and Fire Committee, the SNAP, the Local Policing Plan and Local Fire and Rescue Plan. The links between the groups was illustrated in a diagram attached as an appendix to the report.

The Committee agreed that (a) the current governance arrangements and links to community planning are fit for purpose; and (b) these be reviewed again in six months time.

## **6. Local Scrutiny and Engagement Learning Network: Write-up**

Submitted report by the Chief Executive on the Local Scrutiny and Engagement Learning Network Event held on 26 September 2012.

The Scottish Government hosted a Local Scrutiny and Engagement Learning Event on 26 September 2012. Councillor Anthea Dickson attended the event with officers from the Council and the Police and Fire and Rescue Services. The Scottish Government's Police and Fire Reform Secretariat produced a write-up of the event. A summary of the write-up was attached at Appendix 1 with the full write-up attached at Appendix 2 to the report.

Noted.

## **7. Police and Fire Reform: Pathfinder Newsletter**

Submitted report by the Chief Executive on Police and Fire & Rescue Pathfinder Projects across Scotland.

The Council agreed to act as a Pathfinder as part of the Scottish Government's Local Scrutiny and Engagement Implementation Network. The Network provides an opportunity to plan, trial, evaluate, refine and share learning about the implementation of local arrangements before the Scottish Police and Scottish Fire and Rescue Services 'go live' in April 2013. All 32 Scottish local authorities have agreed to participate in the Network, 21 as Pathfinder and nine as Networkers.

The Scottish Government's Police and Fire Reform Secretariat produced its first Pathfinder Newsletter in October 2012. The newsletter provides information on developments in terms of Pathfinders Projects across Scotland as well as general information in terms of Police and Fire Reform and was attached as an appendix to the report.

Noted.

The meeting ended at 3.15 p.m.





STRATHCLYDE FIRE & RESCUE  
NORTH AYRSHIRE  
LOCAL PLAN FOR 2012 -2013



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## Foreword

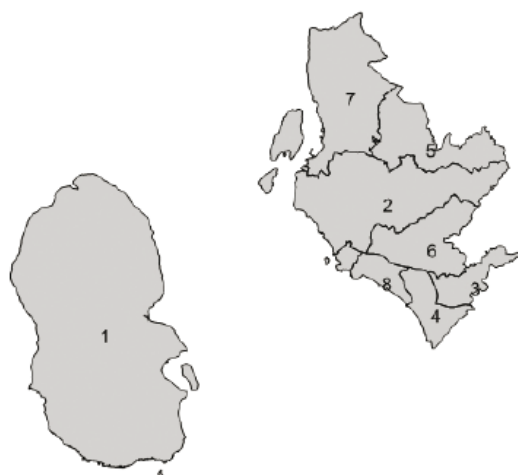
Welcome to Strathclyde Fire & Rescues (SFR) Service Delivery Plan for the Local Authority Area of North Ayrshire

The aim of this plan is to set out the priorities and objectives for SFR in this area over the remainder of the financial year. The document is also intended to provide a basis around which Local Authority partners can consider their Local Scrutiny and Engagement arrangements in anticipation of the reform of Police and Fire & Rescue services in 2013. It is our intention to work closely with partners during this period of transition to ensure that we further develop the work being carried out in North Ayrshire in order that our activities are fit for purpose as we move forward.

The plan, and indeed our strategies for service delivery within North Ayrshire, are clearly aligned to the Community Planning Structure, as it is through building on our partnership activities that we will continue to deliver sustainable improvements in the safety of the communities we protect.

SFR will continue to analyse both historical and predictive activity, and socio-demographic data and trends, to target resources to where they are most required. It is our duty to consider the strategic priorities for SFR in the context of local circumstances and we remain committed to deliver local solutions where the community require the most assistance. Through working in partnership via the appropriate local thematic groups organisations gain a shared understanding of local issues and they can work together to deliver solutions without duplication of effort to help to build strong, safe and resilient communities within North Ayrshire

1	<i>Ardrossan and Arran</i>
2	<i>Dalry and West Kilbride</i>
3	<i>Irvine East</i>
4	<i>Irvine West</i>
5	<i>Kilbirnie and Beith</i>
6	<i>Kilwinning</i>
7	<i>North Coast and Cumbraes</i>
8	<i>Saltcoats and Stevenston</i>



## Introduction

The Scottish Government provides an overarching vision for public services that focuses on the creation of a more successful country, with opportunities for all of Scotland through increasing sustainable economic growth.

This direction is supported by Strategic Objectives to make Scotland a wealthier & fairer, smarter, healthier, safer & stronger and greener place. Through a concordat between the Scottish Government and the Convention for Scottish Local Authorities (COSLA), the Strategic Objectives have been expanded into Local Single Outcome Agreements which include indicators and targets that provide the framework for how local Authorities and their Community Planning partners such as the Fire & Rescue Service will deliver services.

In addition to the performance framework, compliance with all relevant legislation governing fire and rescue services, such as; our primary legislation, the Fire (Scotland) Act 2005 and its accompanying framework document, and the Police and Fire (Scotland) Act 2012 require Fire & Rescue Services to deliver core services in the areas of firefighting, fire safety prevention and education, enforcement of fire safety legislation, fire investigation and rescue from fire and a range of hazardous situations.

*The Police and Fire (Scotland) Act 2012 requires local plans to contain:*

- *Priorities and objectives for SFRS in connection with the carrying out in the local authority's area of SFRS's functions,*
- *The reasons for selecting each of those priorities and objectives,*
- *How SFRS proposes to deliver those priorities and objectives,*
- *In so far as is reasonably practicable, outcomes by reference to which delivery of those priorities and objectives can be measured,*
- *How those priorities and objectives are expected to contribute to the delivery of any other relevant local outcomes which are identified by community planning,*
- *Such other matters relating to the carrying out of SFRS's functions in the local authority's area as SFRS thinks fit.*

# STRATEGIC ASSESSMENT

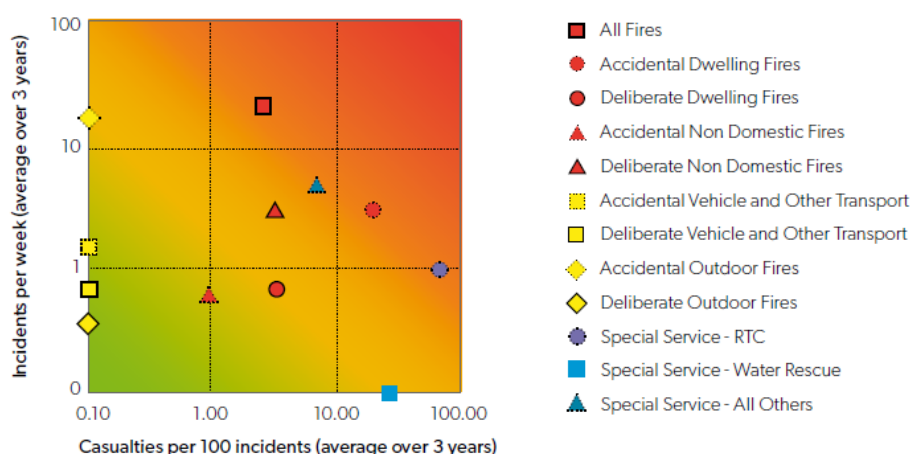
## National Assessment

*The priorities for Scotland are laid out in the National Strategic Assessment and the activities below are evidenced as areas where the Scottish Fire & Rescue Service require to target their resources' effectively.*

- Dwelling Fires
- Fire Casualties
- Deliberate Fire Setting
- Non Domestic Fires;
- Unwanted Fire Signals & False Alarms
- Road Traffic Collisions
- Water Rescue and Flooding
- Specialist Rescue
- Hazmats and CBRN
- Firefighting at Sea
- National Resilience
- Fire Investigation
- Fire Safety Enforcement

## Local Assessment

*Clearly the plan needs to fit local needs and from the national assessment local issues are identified for the FRS to target within the North Ayrshire area.*



## Local Priorities, Actions and Outcomes

*From the areas identified in the local assessment, priorities and action plans are formulated and expected outcomes agreed to meet the needs of the local community.*

# Priorities, Actions and Outcomes

## 1. Reduction of Dwelling Fires

Throughout North Ayrshire, dwelling fires have occurred within a wide variety of homes. A large proportion of these fires however were in kitchens of low rise social housing flats many of which did not have a working smoke detector present.

Additional risk factors were the consumption of alcohol/ and smoking.

House fires can have a significant negative impact on both individuals and the community; and are costly to housing providers in terms of repairs and the reinstating of homes.

By giving advice and fitting/ testing smoke detectors we can reduce the risk of fire and the associated losses and enhance community safety.

### Aligns to:

- National Indicator 6: We live longer healthier Lives
- National Indicator 8: We have improved Life chances for children, young people and families at risk.
- National Indicator 9: We live our lives safe from crime disorder and danger
- National Indicator 12: We value and enjoy our built and natural environment and protect it and enhance it for future generations.
- North Ayrshire: Community Safety Strategy 2012-2017.
- North Ayrshire: Community Safety(& SOA) Performance Indicators.
- Safer North Ayrshire thematic work stream of the Community Planning Partnership
- Healthier North Ayrshire thematic work stream of the Community Planning Partnership

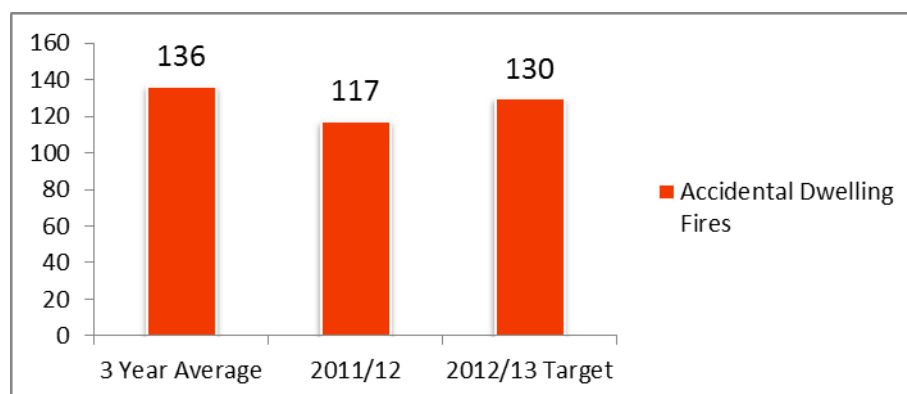
### We will achieve it by:

- Active participation in North Ayrshire Community Planning arrangements and adopting a partnership approach to risk reduction.
- Sharing information with Health Care and Social Work Partners to help protect the most vulnerable.
- Developing new partnerships to identify and support at risk groups.
- Identifying opportunities for engagement with all members of our community to promote fire safety and good citizenship.

### Our Target against our 3 year average is a 5% Reduction

### In doing so we will also add value by:

- Promoting confident and safe communities where residents feel positive about where they live.
- Helping people to be safe in North Ayrshire.
- Reducing the potential financial burden on North Ayrshire Housing through the education of tenants.



## 2. Reduction of Fire Casualties

Fire casualties tend to occur in accidental dwelling fires where factors such as alcohol or drug abuse are present or if the occupants are elderly or infirm. The lack of a working smoke detector also greatly increases the vulnerability of these individuals.

The costs associated with fire casualties are high – with potentially significant trauma to individuals, and high financial costs to health and housing partners.

The Fire & Rescue Service in North Ayrshire aim to target a reduction in these casualties by working with partner agencies by adopting a “known to one, known to all approach”

### Aligns to:

- National Indicators 6: We live longer healthier Lives
- National Indicator 8: We have improved Life chances for children, young people and families at risk.
- National Indicator 9: We live our lives safe from crime disorder and danger
- National Outcome 11: We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.
- National Outcome 15: Our people are able to maintain their independence as they get older and are able to access appropriate support when they need it.
- North Ayrshire Community Safety Strategy 2012-2017.
- North Ayrshire Community Safety Performance (& SOA) Indicator.
- Healthier North Ayrshire

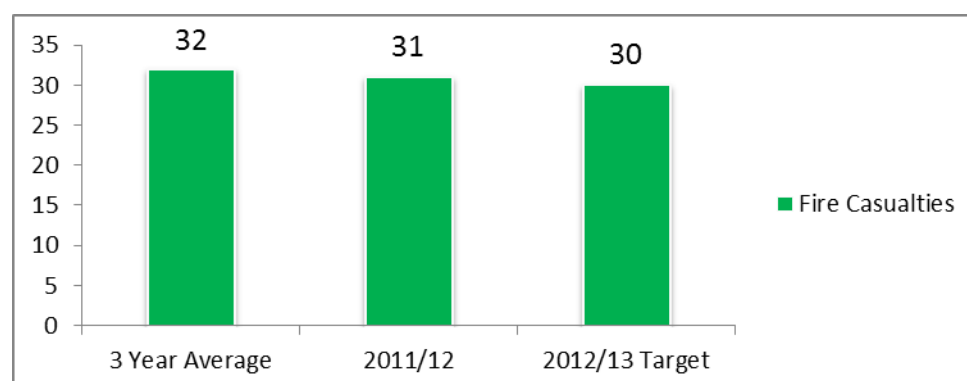
### We will achieve it by:

- Active participation in North Ayrshire Community Planning arrangements and adopting a partnership approach to risk reduction.
- Promoting the offer of Home Fire Safety Visits and smoke detectors to all residents of NA and in particular the most vulnerable in our community through targeted referrals from partner agencies.
- Promoting healthier lifestyles through encouraging a reduction in alcohol and cigarette use.
- Ensuring our community safety strategy considers all persons at risk from fire.

### Our Target against our 3 year average is a 6% Reduction in Fire Casualties

#### In doing so we will also add value by:

- Helping people to be safe in North Ayrshire.
- Reducing demand on other partner services such as local health care and social work partners.
- Reducing fire casualty hospitalisation times.



### 3. Reduction of Deliberate Fire Setting

Deliberate fire setting is a significant problem for the Fire & Rescue Service and is responsible for a very high number of all of the secondary fires that are attended in North Ayrshire. Secondary fires are reportable fires that did not involve casualties or rescues. The main secondary fire categories are refuse, grassland and derelict buildings incidents.

There is a very close link between deliberately set Secondary fires and other forms of anti-social behaviour. By continuing to focus our attention on deliberate fires this will reduce the burden on the FRS and partners and enhance community wellbeing.

#### **Aligns to:**

- National Outcome 4: Our young people are successful learners, confident individuals, effective contributors and responsible citizens.
- National Outcome 8: We have improved the life chances for children, young people and families at risk.
- National Outcome 9: We live our lives safe from crime, disorder and danger.
- National Outcome 11: We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.
- National Outcome 12: We value and enjoy our built and natural environment and protect it and enhance it for future generations.
- National Outcome 14: We reduce the local and global environmental impact of our consumption and production.
- National Outcome 16: Our public services are high quality, continually improving, efficient and responsive to local people's needs.
- North Ayrshire Community Safety Strategy 2012-2017.
- North Ayrshire Antisocial Behaviour Strategy 2011-2014.
- North Ayrshire Community Safety Performance Indicators.

#### **We will achieve it by:**

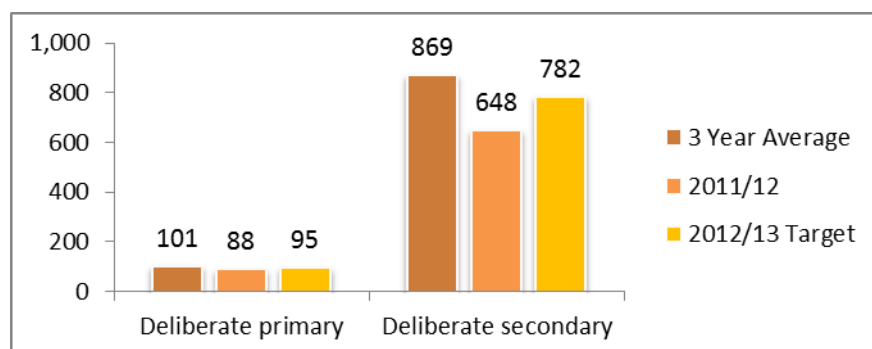
- Engaging in a multi-agency approach to tackling deliberate fire setting and fire related anti-social behaviour by the targeting of resources to those areas of need.
- Continuing in our contribution to the National Anti-Social Behaviour Framework –‘Promoting Positive Outcomes’.
- Continuing with our successful youth engagement programmes to reduce anti-social behaviour through diversionary activities and education.

#### **Our Target against our 3 year average is:**

- A 5% reduction in primary fires.
- A 10% reduction in secondary fires.

#### **In doing so we will also add value by:**

- Promoting safe and attractive communities in which people want to live.
- Diverting those persons away from anti-social behaviour by encouraging them to be good citizens.
- Reducing the adverse effects which deliberate fire setting has on peoples' lives within NA.
- Supporting the national focus towards early





## 4. Reduction of Fires in Non Domestic Properties

All fires in workplaces and business premises are classed as Non Domestic Fires and come under the scope of the Fire (Scotland) Act 2005.

Fire Officers carry out audits to ensure statutory responsibilities are met and provide advice to businesses on fire safety. The types of premises encompassed by the Act can be wide-ranging and include industrial, commercial and those premises providing sleeping accommodation such as residential care premises.

In addition to the costs associated with fires in commercial properties, many businesses who have had a fire do not reopen afterwards.

### Aligns to:

- National Outcome 1: We live in a Scotland that is the most attractive place for doing business in Europe.
- National Outcome 6: We live longer, healthier lives.
- National Outcome 9: We live our lives safe from crime, disorder and danger.
- National Outcome 12: We value and enjoy our built and natural environment and protect it and enhance it for future generations.
- North Ayrshire Community Safety Strategy 2012-2017.

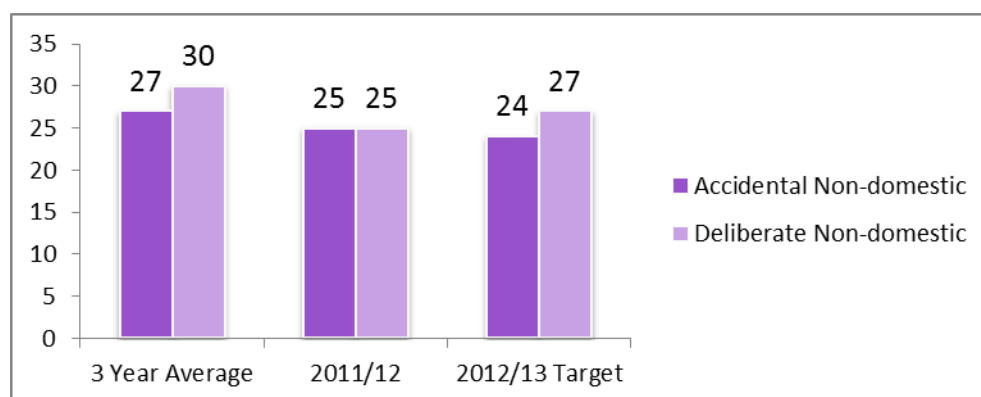
### We will achieve it by:

- Regular audit of business premises by Fire Safety Enforcement Officers using a risk based approach.
- Further developing partnerships with local sheltered housing officers to offer advice and guidance for managers and new residents.
- Ensure Community Education is undertaken at appropriate times throughout the year with our student community and work with North Ayrshire licensing department to ensure all multiple occupation houses meet the required standards in relation to Fire Safety.

### Our Target against our 3 year average is a 10% Reduction

#### In doing so we will also add value by:

- Assisting the business sector in understanding their fire safety responsibilities.
- Reducing the risk of fire and protecting the public when in building.
- Supporting business continuity and employment within North Ayrshire.



## 5. Reduction in Road Traffic Collisions

Attendance at road traffic collisions (RTCs) is a central role for fire and rescue services but primary responsibility for road safety lies with the Police and other government bodies including Road Safety Scotland.

SFR however, have a crucial role to play in supplementing and supporting the work that other organisations carry out, and we are able to provide hard hitting testimonial that enforces messages about road safety, driver awareness and the consequences of dangerous driving.

### **Aligns to:**

- National Outcome 4: Our young people are successful learners, confident individuals, effective contributors and responsible citizens.
- National Outcome 6: We have improved life chances for children, young people and families at risk.
- National Outcome 9: We live our lives safe from crime, disorder and danger.
- National Outcome 15: Our public services are high quality, continually improving, efficient and responsive to other people's needs.
- North Ayrshire Community Safety Strategy 2012-2017.
- North Ayrshire Community Safety Performance (& SOA) Indicators.
- Go Safe, Scotland's Road Safety Framework for 2020.

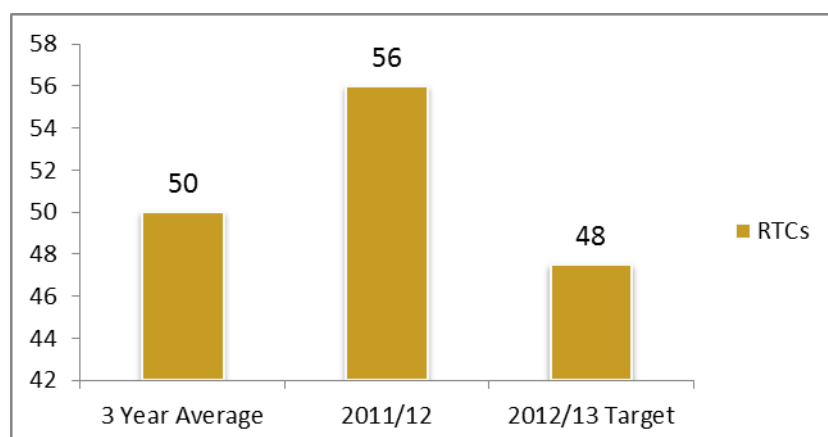
### **We will achieve it by:**

- Continuing our educational programmes, particularly aimed at high risk groups within our communities. Innovative ways of getting the safety message across will be explored, and resources made available, to make certain that delivery is effective.
- Working with our partners within North Ayrshire to ensure that all agencies can map RTC hotspots and, through this collaboration, solutions can be sought to promote safer driving.

### **Our Target against our 3 year average is a 5% Reduction**

### **In doing so we will also add value by:**

- Reducing the number of hospital admissions, and the associated costs to the NHS and other organisations due to RTC related injuries.
- Encouraging young drivers and other groups to be responsible road users through active engagement and education.



## 6. Reduction in Unwanted Fire signals

Unwanted Fire Alarm Signals (UFAS) are those occasions when an automated fire alarm system activates and results in a mobilisation of Fire and Rescue Service resources, when the reason for that alarm turns out to be something other than a fire emergency.

Within North Ayrshire UFAS incidents in domestic properties of the elderly and the most vulnerable in our community account for a significant amount of the total calls attended.

Other types of false alarm include malicious 999 calls and emergency calls made when a person genuinely believes that an emergency has occurred which requires the attendance of the fire and rescue service, and that belief subsequently turns out to be unfounded.

Every blue light journey increases the risk of road collisions within North Ayrshire and has the potential to make citizens feel less safe in their community.

### Aligns to:

- National Outcome 1: We live in a Scotland that is the most attractive place for doing business in Europe.
- National Outcome 6: We live longer, healthier lives.
- National Outcome 8: We have improved the life chances for children, young people and families at risk.
- National Outcome 9: We live our lives safe from crime, disorder and danger.
- National Outcome 12: We value and enjoy our built and natural environment and protect it and enhance it for future generations.
- North Ayrshire Community Safety Strategy 2012-2017.
- North Ayrshire Antisocial Behaviour Strategy 2011-2014.
- North Ayrshire Community Safety Performance Indicators.

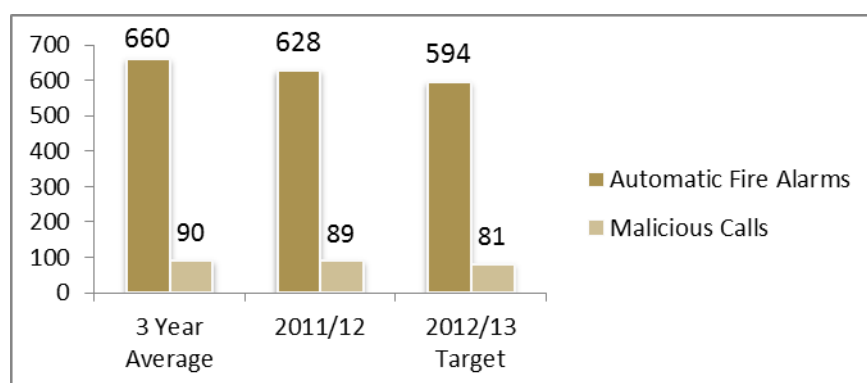
### We will achieve it by:

- Working with the commercial sector at a local level to provide advice and guidance in the reduction of unwanted fire alarm signals.
- Ensure building with high instances of unwanted fire alarm signals comply with the Fire (Scotland) Act 2005.
- Initiatives aimed at reducing the number of malicious calls to the Fire and Rescue Service will continue to be carried out through youth engagement and educational programmes.

### Our Target against our 3 year average is a 10% Reduction

#### In doing so we will also add value by:

- Promoting confident and safe communities where residents feel positive about where they live.
- Reducing time and money lost to local business in reacting to these incidents.
- Using these events in domestic properties as an opportunity to engage with vulnerable households.



## Local Outcomes



# CONTACT US

## Feedback

- Use the feedback form on our website to send an email - [www.strathclydefire.org](http://www.strathclydefire.org)
- Contact your local community fire station - details are listed on our website or in your local telephone directory.
- Contact your local Area HQ - details are listed on our website or in your local telephone directory.
- Write to us at the address at the bottom of this page.

We are fully committed to continually improving the service we provide to our communities and recognise that to achieve this goal we must listen and respond to the views of the public.

We use all feedback we receive to monitor our performance and incorporate this information into our planning and governance processes in order to continually improve our service.

We are proud to say that the majority of the feedback we receive is positive, and we are keen to hear examples of good practice and quality service delivery that exemplifies the standards of care that we strive to provide for the communities of Strathclyde

In instances where our standards of service are questioned, we welcome the opportunity to investigate the circumstances, and are committed to correcting any lapses and using the learning outcomes to improve our future service delivery.

If you would like a copy of this document in a different format or a version in another language please contact :

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درکار ہے تو براہ کرم رابطہ کریں:

Strathclyde Fire & Rescue Headquarters, Bothwell Road, Hamilton ML3 0EA  
Tel 01698 300999 Fax 01698 338444 or alternatively visit our website [www.strathclydefire.org](http://www.strathclydefire.org)







STRATHCLYDE FIRE & RESCUE

NORTH AYRSHIRE

LOCAL MONITORING PLAN FOR 2012 -2013



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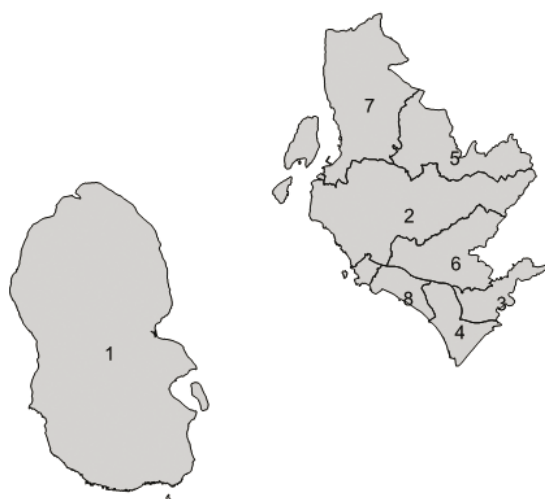
# 1. Foreword

Welcome to Strathclyde Fire & Rescues (SFR) Service Delivery Plan for the Local Authority Area of North Ayrshire. The aim of this plan is to set out the priorities and objectives for SFR activities in this area over the coming year. It will further develop the work being carried out in North Ayrshire and ensure that our activities are fit for purpose as we move forward towards the new governance and accountability arrangements required of the Scottish Fire & Rescue Service.

The Community Planning Structure within North Ayrshire is clearly aligned to this plan and it shows how we will address local issues through analysing historic data and trends to target resources where they are most required. It balances the corporate direction of the Fire & Rescue Service against the local requirements of North Ayrshire's Single Outcome Agreement and Community Planning Partnership and identifies areas of commonality where joint activity may be appropriate.

At a local level The Fire & Rescue Service is committed to delivering local solutions where the community require the most assistance. Through working in partnership at the appropriate local thematic groups organisations gain a shared understanding of local issues and they can work together to deliver solutions without duplication of effort to help to build strong, safe and resilient communities within North Ayrshire.

Ward No.	Ward Name
1	<i>Ardrossan and Arran</i>
2	<i>Dalry and West Kilbride</i>
3	<i>Irvine East</i>
4	<i>Irvine West</i>
5	<i>Kilbirnie and Beith</i>
6	<i>Kilwinning</i>
7	<i>North Coast and Cumbraes</i>
8	<i>Saltcoats and Stevenston</i>



## 2. Introduction & Priorities

The Scottish Government provides an overarching vision for public services that focuses on the creation of a more successful country, with opportunities for all of Scotland through increasing sustainable economic growth.

This direction is supported by Strategic Objectives to make Scotland a wealthier & fairer, smarter, healthier, safer & stronger and greener place. Through a concordat between the Scottish Government and the Convention for Scottish Local Authorities (COSLA), the Strategic Objectives have been expanded into Local Single Outcome Agreements which include indicators and targets that provide the framework for how local Authorities and their Community Planning partners such as the Fire & Rescue Service will deliver services.

In addition to the performance framework, compliance with all relevant legislation governing Fire and Rescue Services, such as; our primary legislation, the Fire (Scotland) Act 2005 and its accompanying framework document, and the Police and Fire (Scotland) Act 2012 require Fire & Rescue Services to deliver core services in the areas of firefighting, fire safety prevention and education, enforcement of fire safety legislation, fire investigation and rescue from fire and a range of hazardous situations. To help reduce the impact of localised flooding within the North Ayrshire, the Fire and Rescue Service will work with other agencies and where appropriate will co-ordinate its response in line with local authority emergency or civil contingency plans. We will strategically place resources to assist at flooding incidents, and we will make certain that we have highly trained personnel in place to transport and operate specialised equipment at times of need. This involves close partnership working with the Scottish Environmental Protection Agency (SEPA), Maritime Response Agency, Police and Local Authority.

We will review our rescue assets to make certain that we have sufficient resources, located strategically, to service the increasing demand for water rescue services on our lochs and rivers, and to meet the challenges presented by the changing environmental landscape and the effects of climate change.

The priorities for North Ayrshire are:-

- *Reduce the number of fire fatalities*
- *Reduce the number of fire casualties*
- *Reduce the number of accidental dwelling fires*
- *Reduce the number of deliberate primary fires*
- *Reduce the number of secondary fires*
- *Reduce the number of fires in non domestic properties*
- *Reduce the number of malicious calls*
- *Reduce the number of unwanted fire alarm signals*
- *Reduce the number of road traffic collisions*
- *Increase the number of home fire safety visits*
- *Increase the number of enforcement audits*

### 3. Strategic Assessment

## STRATEGIC ASSESSMENT

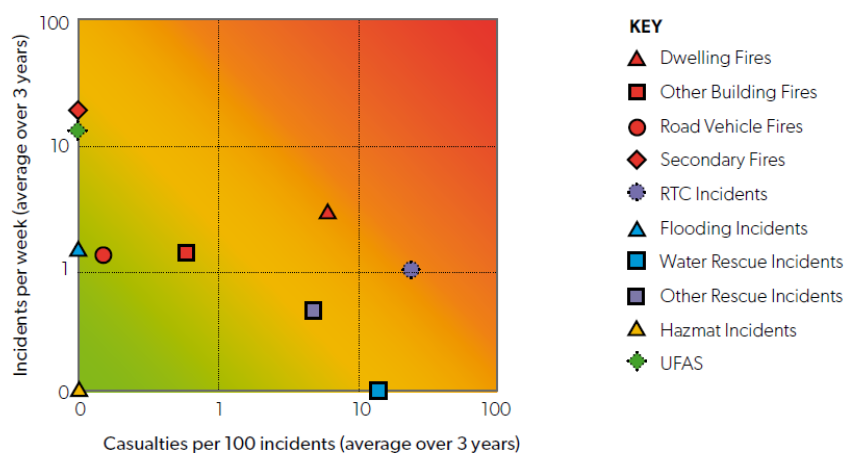
### National Assessment

*The priorities for Scotland are laid out in the National Strategic Assessment and the activities below are evidenced as areas where the Scottish Fire & Rescue Service require to target their resources' effectively.*

- Dwelling Fires
- Fire Casualties
- Deliberate Fire Setting
- Non Domestic Fires;
- Unwanted Fire Signals & False Alarms
- Road Traffic Collisions
- Water Rescue and Flooding
- Specialist Rescue
- Hazmats and CBRN
- Firefighting at Sea
- National Resilience
- Fire Investigation
- Fire Safety Enforcement

### Local Assessment

*Clearly the plan needs to fit local needs and from the national assessment local issues are identified for the FRS to target within the North Ayrshire area.*



### Local Priorities, Actions and Outcomes

*From the areas identified in the local assessment, priorities and action plans are formulated and expected outcomes agreed to meet the needs of the local community.*

## 4. Reduction of Fire Fatalities

The reduction in fire fatalities is linked to protection and prevention initiatives that are ongoing within North Ayrshire. Reducing fire fatalities is at the core of all activities carried out by the Fire and Rescue Service. A key component in reducing fatalities is through partnership working with other agencies to identify vulnerable individuals. Putting early intervention measures in place to provide the individuals with the help and support that they need to keep themselves safe.

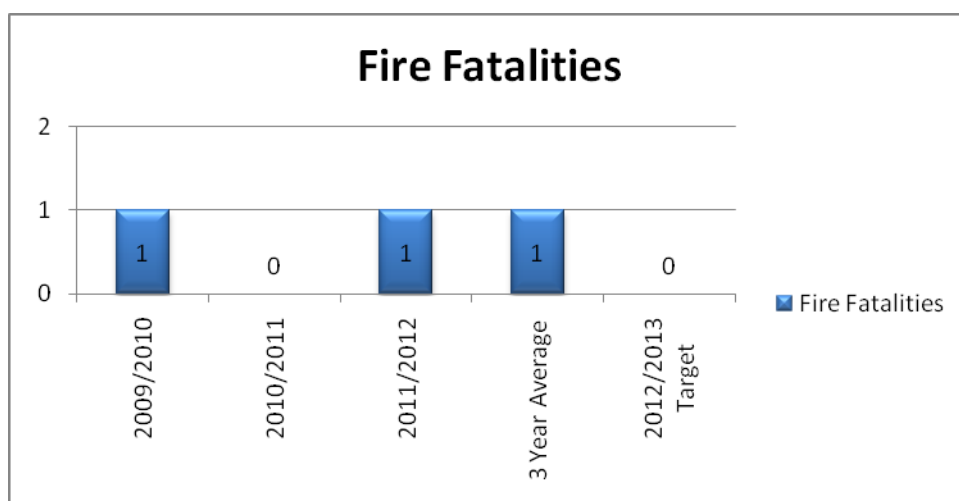
### Aligns to:

- National Indicator 6: We live longer healthier Lives.
- National Indicator 8: We have improved Life chances for children, young people and families at risk.
- National Indicator 9: We live our lives safe from crime disorder and danger.
- National Indicator 15: Our people are able to maintain their independence as they get older and are able to access appropriate support when they need it.
- North Ayrshire Community Planning Partnership Single Outcome Agreement
- Safer North Ayrshire thematic work stream of the Community Planning Partnership.
- Healthier North Ayrshire thematic work stream of the Community Planning Partnership.

**Our Target is to aspire and work towards zero fire fatalities during 2012/13.**

### We will achieve it by:

- Continuing to improve our information sharing and engagement with our Local Authority Partners
- Continuing to educate our communities about fire safety issues.
- Targeting Home Fire Safety Visits (HFSV) in order to increase the number delivered to those at higher risk from fire.



## 5. Reduction of Fire Casualties

The reduction of fire casualties is clearly linked to the reduction in dwelling house fires. Reducing fire fatalities and casualties is at the core of preventative activities carried out by the Fire and Rescue Service in the North Ayrshire Area. A key component in reducing casualty numbers is through partnership working and sharing information with other agencies. Through effective partnership working vulnerable people and those most at risk within our communities can be identified, and then given the most appropriate help and support that they need to keep themselves safe.

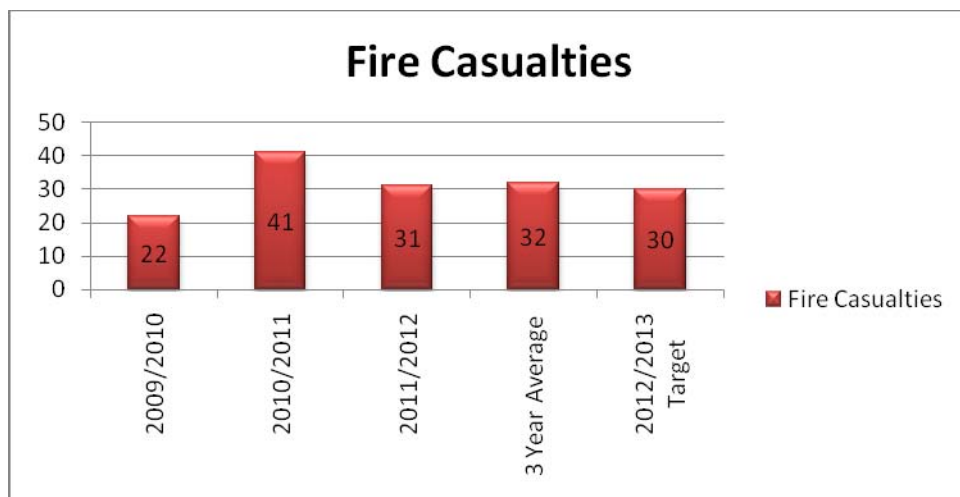
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- National Indicator 8: We have improved Life chances for children, young people and families at risk.
- National Indicator 9: We live our lives safe from crime disorder and danger.
- National Indicator 15: Our people are able to maintain their independence as they get older and are able to access appropriate support when they need it.
- North Ayrshire Community Planning Partnership Single Outcome Agreement
- Safer North Ayrshire thematic work stream of the Community Planning Partnership.
- Healthier North Ayrshire thematic work stream of the Community Planning Partnership.

### Our Target against our 3 year average is a 6% Reduction in Fire Casualties

#### We will achieve it by:

- Continuing to improve our information sharing and engagement with our Local Authority Partners
- Continuing to educate our communities about fire safety issues.
- Targeting HFSV's in order to increase the number delivered to those at higher risk from fire



## 6. Reduction of Accidental Dwelling Fires

The Reduction of dwelling fires is our first priority.

The majority of the dwellings involved in fire are social housing where there is a strong link between social deprivation, poverty, addiction, smoking and the occurrence of dwelling fires.

A large proportion of these fires started in the kitchen but it is reassuring that a large number of dwellings had a working smoke detector that raised the alarm at an early stage and prevented widespread fire damage and serious injury.

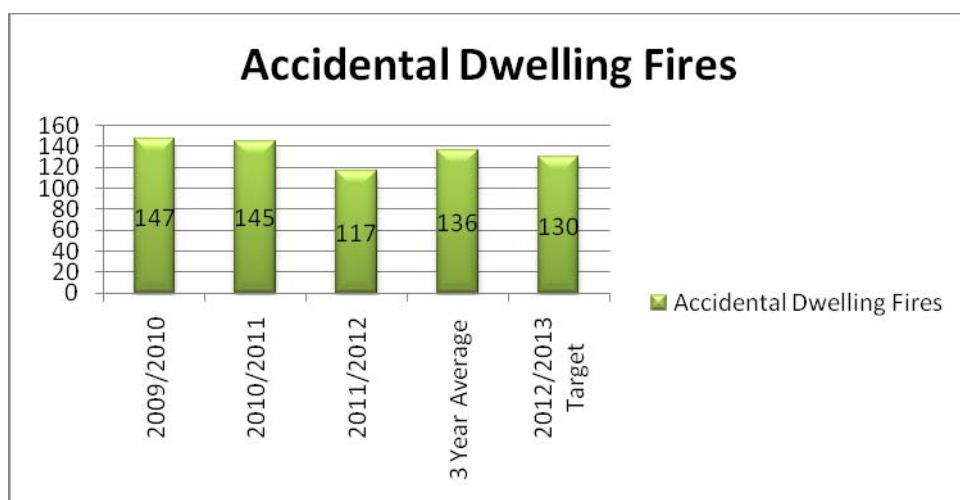
### Aligns to:

- National Indicator 6: We live longer healthier Lives.
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- North Ayrshire Community Planning Partnership Single Outcome Agreement
- Safer North Ayrshire thematic work stream of the Community Planning Partnership.
- Healthier North Ayrshire thematic work stream of the Community Planning Partnership.

### Our Target against our 3 year average is a 5% Reduction

#### We will achieve it by:

- Targeting HFSVs in order to increase the number delivered to those at higher risk from fire.
- Using data analysis tools to ensure that our engagement and intervention activities are targeted at the most vulnerable groups within our communities.
- Undertaking PDIR at all domestic incidents by offering free home fire safety advice and guidance to those directly affected by fire and to those neighbours who live close by.
- Investing in the future safety of our communities by providing progressive fire safety education to school children from primary through to secondary school.



## 7. Reduction of Deliberate Primary Fires

Deliberate primary fire setting is a significant problem for the Fire & Rescue Service. A Primary Fire is defined as one in which:

- Loss of life has occurred, **or**
- Injuries have been sustained which are likely to prove fatal, **or**
- It is suspected that a crime has been committed, **and** the circumstances are such that the senior police officer instigates investigation procedures.

There is a very close link between deliberately set fires and other forms of fire related anti-social behaviour. By continuing to focus our attention on deliberate fires this will reduce the burden on the Fire and Rescue Service and partner agencies and limit the effect on local communities.

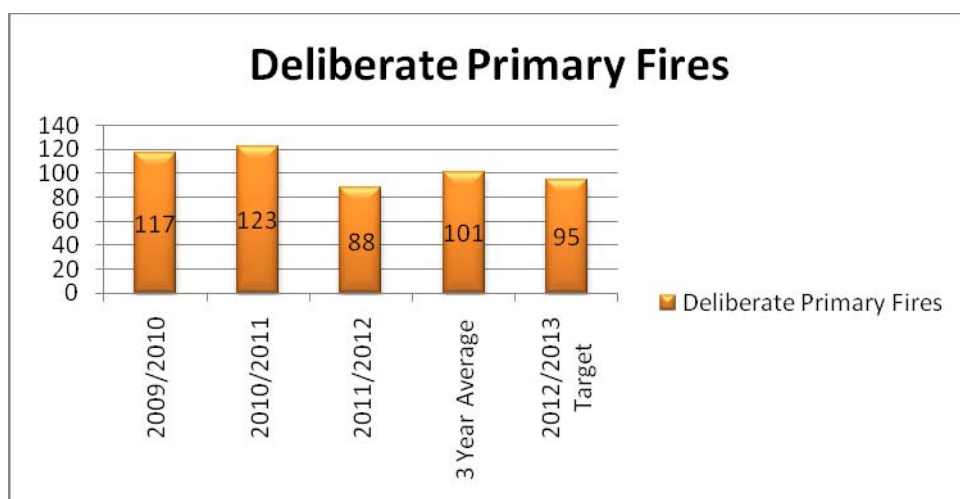
### Aligns to:

- National indicator 4: Our young people are successful learners, confident individuals, effective contributors and responsible citizens.
- National Indicators 6: We live longer healthier Lives.
- National Indicator 8: We have improved Life chances for children, young people and families at risk.
- National Indicator 9: We live our lives safe from crime disorder and danger.
- North Ayrshire Community Planning Partnership Single Outcome Agreement
- Safer North Ayrshire thematic work stream of the Community Planning Partnership.
- Alcohol and Drugs Partnership strategy.

**Our Target against our 3 year average is a 5% reduction in Primary Fires.**

### We will achieve it by:

- Undertaking regular audits of business premises by Fire Safety Enforcement Officers.
- Continuing to work with the Police Service, the Association of British Insurers and other community planning partners to fully investigate all cases of deliberate primary fire setting and the circumstances surrounding the causes of such fires with an aim of reducing the number of these types of fires.
- Ensuring Community Fire Safety Education is undertaken in schools at appropriate times throughout the year by our schools liaison officers.



## 8. Reduction of Secondary Fires

Secondary fire setting is a significant problem for the Fire & Rescue Service and is responsible for a very high number of all fires we attend. Secondary Fires are reportable fires that did not involve casualties or rescues and were attended by four or fewer fire appliances. The main secondary fire categories are refuse/container, grass/heath/railway and derelict building incidents.

There is a very close link between deliberately set secondary fires and other forms of fire related anti-social behaviour. By continuing to focus our attention on deliberate fires this will reduce the burden on the Fire and Rescue Service and partner agencies and limit the effect on local communities.

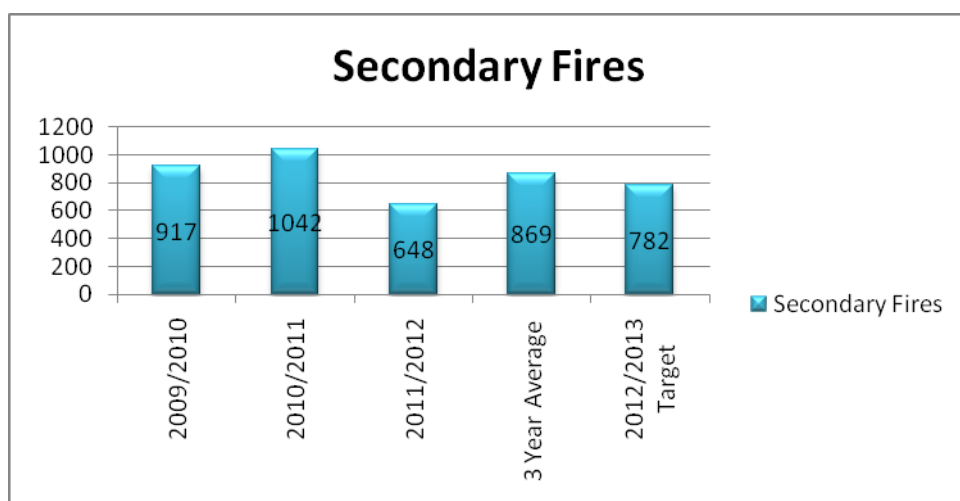
### Aligns to:

- National indicator 1: We live in a Scotland that is the most attractive place for doing business in Europe.
- National Indicators 6: We live longer healthier Lives.
- National Indicator 8: We have improved Life chances for children, young people and families at risk.
- National Indicator 9: We live our lives safe from crime disorder and danger.
- North Ayrshire Community Planning Partnership Single Outcome Agreement
- Safer North Ayrshire thematic work stream of the Community Planning Partnership.

**Our Target against our 3 year average is a 10% reduction in Secondary Fires.**

### We will achieve it by:

- Undertaking regular audits of business premises by Fire Safety Enforcement Officers.
- Ensuring Community Fire Safety Education is undertaken at appropriate times throughout the year with our Schools Liaison Officers.
- Promoting rapid and effective interventions to reduce secondary fires through inter agency Tasking & Coordination.
- Fully investigating the causes and circumstances of secondary fires and reporting relevant incidents to the Police Service for further investigation or follow up action.
- Working with partner agencies to reduce offending or re-offending through where appropriate the provision of trained Fire Setter Advisor support.





## 9. Reduction of Fires in Non Domestic Properties

All workplaces and business premises are classed as Non Domestic Fires and come under the scope of the Fire (Scotland) Act 2005.

Sleeping risks are seen as a particularly high fire risk since most fatal fires occur at night when people are less vigilant and at their most vulnerable. Residential care homes, student accommodation and non self-contained sheltered housing make up the greatest proportion of these incidents within the North Ayrshire area.

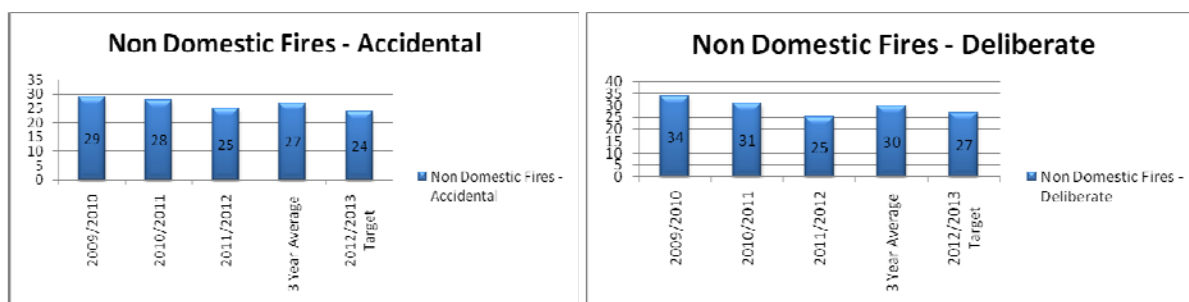
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- National Indicator 9: We live our lives safe from crime disorder and danger.
- North Ayrshire Community Planning Partnership Single Outcome Agreement
- Safer North Ayrshire thematic work stream of the Community Planning Partnership.

### Our Target against out 3 year average is a 10% Reduction

#### We will achieve it by:

- Undertaking regular audits of business premises by Fire Safety Enforcement Officers.
- Further developing partnerships with local non self contained sheltered housing officers to offer advice and guidance for managers and new residents.
- Ensuring Community Education is undertaken at appropriate times throughout the year with our student community and work with North Ayrshire licensing department to ensure all multiple occupation houses meet the required standards in relation to Fire Safety.



## 10. Reduction of Malicious Calls

One specific type of false alarm can be classed as malicious 999 calls; these are emergency calls that are made when a person says that there is an emergency which requires the attendance of the Fire and Rescue Service, and this turns out to be unfounded. The majority of these calls are made by children/youths using the 999 system.

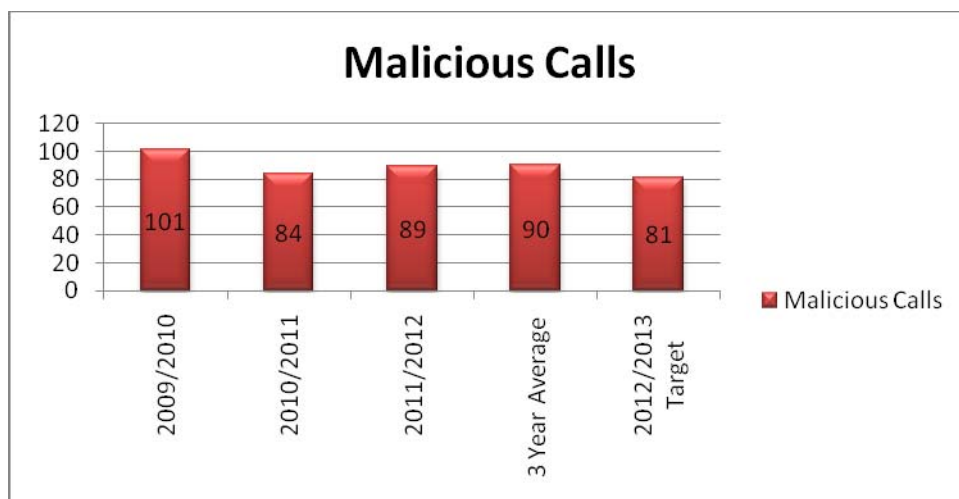
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- National Indicator 9: We live our lives safe from crime disorder and danger.
- North Ayrshire Community Planning Partnership Single Outcome Agreement
- Safer North Ayrshire thematic work stream of the Community Planning Partnership.

### Our Target against our 3 year average is a 10% Reduction

#### We will achieve it by:

- Continuing to carry out youth engagement and school educational programmes aimed at reducing the number of malicious calls to the Fire and Rescue Service. Consideration to both national and local campaigns is given to the design and delivery of engagement and educational programmes.
- Working with partner agencies through the Tasking and Co-ordinating group to reduce the number of malicious calls and where appropriate provide evidence to assist the Police Service in any investigation or prosecution.
- Continuing to record all 999 calls to operators and highlight individual mobile or public phone numbers which are recurring and share this information with the Police Service.



## 11. Reduction of Unwanted Fire Alarm Signals

Unwanted Fire Alarm Signals (UFAS) are those occasions when an automated fire alarm activates and results in a mobilisation of Fire and Rescue Service resources, when the reason for that alarm turns out to be something other than a fire emergency.

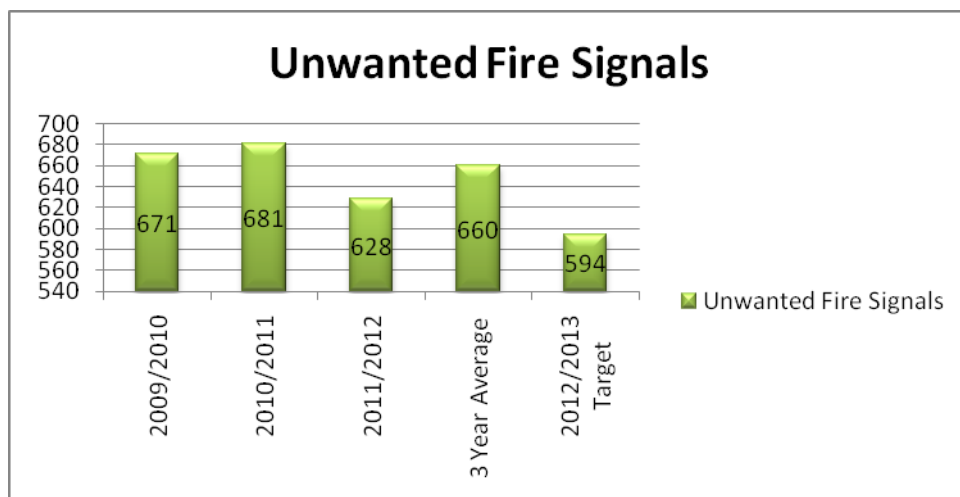
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- National Indicator 9: We live our lives safe from crime disorder and danger.
- North Ayrshire Community Planning Partnership Single Outcome Agreement
- Safer North Ayrshire thematic work stream of the Community Planning Partnership.

**Our Target against our 3 year average is a 10% Reduction**

### We will achieve it by:

- Working with owners and occupiers of commercial premises at a local level to provide advice and guidance in the reduction of unwanted fire alarm signals.
- Ensuring buildings with high instances of unwanted fire alarm signals comply with legislation and evaluate whether they have suitable and sufficient fire safety management procedures in place.
- Investigating the cause of each instance of unwanted fire alarm signal that we attend to determine the cause of the signal and assist owners/occupiers to prevent re-occurrence.



## 12. Reduction of Road Traffic Collisions

Attendance at road traffic collisions (RTCs) is a central role for Fire and Rescue Services but primary responsibility for road safety lies with the Police and other government bodies including Road Safety Scotland.

SFR however, have a crucial role to play in supplementing the work that other organisations carry out, and are able to provide hard hitting testimonial that enforces messages about road safety, driver awareness and the consequences of dangerous driving.

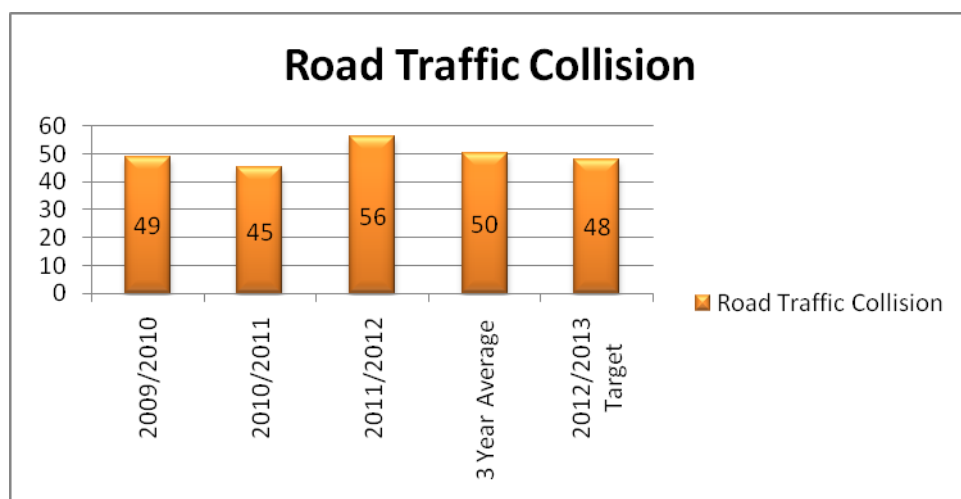
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- Safer North Ayrshire thematic work stream of the Community Planning Partnership.

**Our Target against our 3 year average is a 5% Reduction**

### We will achieve it by:

- Continuing with education work within schools utilising the “Cut it out” programme and supplemented by partner educational input and awareness events.
- Sharing road traffic collision hotspot areas and data with community planning partners to allow joint initiatives and actions to be taken to help reduce the number of total road traffic collisions.
- Continuing to work with partners in the joint Ayrshire annual “Reckless Driving Wrecks Lives” young driver road traffic collision reduction initiative.



### 13. Performance and Targets

North Ayrshire		2007/08	2008/09	2009/10	2010/11	2011/12	2012/13 Target	3 year Average
Fire Fatalities		0	2	1	0	1	0	1
Fire Casualties		29	35	22	41	31	30	32
Accidental Dwelling Fires		130	129	147	145	117	130	136
Deliberate Primary Fires		148	149	117	123	88	95	101
Secondary Fires		1151	857	917	1042	648	782	869
Non Domestic Fires	Acc	35	38	31	32	25	24	27
	Del	36	38	34	35	25	27	30
Malicious Calls		132	132	101	84	89	81	90
Unwanted fire signals		676	684	696	702	628	594	660
Road traffic collision		97	89	56	49	56	48	50
Home fire safety visit		712	791	898	1110	1286	1310	1098
Enforcement Audit		132	141	171	184	200	210	185

## 14. Engagement Activities

### HOME FIRE SAFETY VISITS (HFSV)

The Fire (Scotland) Act 2005 places a statutory duty on Fire and Rescue Services to promote fire safety within their area and in particular provide information about the steps which can be taken to prevent fire.

Analysis of fires in the home across Strathclyde Fire & Rescue's (SFR's) Area confirms that fire can occur anywhere, at anytime, often with tragic consequences. The most frequent and serious fires in the home tend to be concentrated within deprived urban and rural neighbourhoods where the risk from fire is increased due to:

- Age and mobility
- Health
- Addiction
- Household composition
- Lifestyle
- Deprivation
- Smoking

#### Our Target is:

- An increasing annual number of HFSV of at least 5% undertaken measured against the previous five year average.

#### We will achieve it by:

- Continuing with education work particularly aimed at high risk groups within our communities.
- Analysing data and where appropriate sharing this with partners to ensure that high areas of fire activity are identified and through CPP collaboration, joint solutions may be sought to reduce fire activity.
- Targeting HFSV in order to increase the number delivered to those at higher risk from fire.
- Undertaking PDIR at all domestic incidents by offering free home fire safety advice and guidance to those directly affected by fire and to those neighbours who live close by.



## **POST DOMESTIC INCIDENT RESPONSE (PDIR)**

The principle behind PDIR is that after the operational phase of each domestic incident, an opportunity is taken to examine the cause and what remedial actions are required to prevent a re-occurrence and reduce risks in the future.

This also provides an opportunity post incident to engage with householders, neighbouring homes and the wider community, offering HFSV and providing Community Fire Safety (CFS) advice and guidance.

With the householder's permission an immediate PDIR is implemented, especially where circumstances identify that a re-visit may prove difficult, e.g. incidents involving high risk householders, where alcohol or drugs are contributory factors and where householders may prove difficult to re engage with at a later date.

Direct Targeting is utilised where deemed necessary, in support of the PDIR procedure.

Direct Targeting involves face to face contact with householders without a prior appointment for community engagement purposes. Consideration should be given to implementing a direct targeted approach to all neighbouring properties for the generation of HFSV's.

## **PUBLIC ENGAGEMENT**

Fire Service personnel engage with the general public across a wide spectrum of events and places over a year and this will continue to be undertaken. Operational crews normally engage with public members during targeted local fire reduction initiatives, HFSV, PDIR, leaflet drops, operational information visits, national engagement campaigns and local CPP campaigns/information days.

Community safety officers normally engage with the general public at larger public events and gatherings and work very closely with partners in the Local Authority, ADP and NHS, primarily addiction services, mental health teams and social care departments . Through information sharing joint partner visits can be carried out to the homes of those at higher risk from fire. Joint community safety initiatives can be undertaken along with individual case conferences to decide on the most suitable care package that may be required for those people at higher risk from fire and other hazards.

## EDUCATION PROGRAMMES

The current Schools liaison officer's fire safety education programmes include five packages; these are separated by Curriculum Levels. The programmes are computer based resources that are current, interactive, challenging and in line with 'A Curriculum for Excellence'.

North Ayrshire Council assists in the provision of comprehensive resources to support all aspects of the school liaison officer's programme from Early Level to Senior Phase, seeking to develop children and young people's understanding of:

- The role of the Fire and Rescue Service within the community
- Fire safety across different areas of risk, focussing on home fire safety, secondary fire reduction and firework and bonfire safety.
- The consequences of fire related anti-social behaviour
- Road safety education input delivered to S4-6 school students and aimed at future young drivers. This input can be delivered as a joint agency presentation.

North Ayrshire Schools' Programme aims to provide enjoyable and educational experiences, whilst embracing the clear values, purposes and principles set out by the new National Curriculum and the emphasis on a coherent education for ages 3 - 18.

In addition to our Schools' Programme, our fire safety education programmes can when appropriate include:

### Targeted Provision

Priority schools, identified by hotspot area, will receive the support and experience of Community Safety Specialists, in order to reduce service demand, activity and incidences of fire related anti-social behaviour. Local Schools Liaison Officers will link with the provision of a targeted approach. Each identified hotspot area will receive a coordinated intervention base on type of fire, ASB or age group involved.

### Community Links

An important feature of our activities will be to welcome young visitors to Community Fire Stations. Additionally, we will reciprocate in order to afford fire station based colleagues an opportunity to engage with children and young people within their schools and other establishments.

In the next year we will:

- Deliver the Schools' fire safety education programme.
- Support targeted provision. Partners may identify priority schools; these schools will receive the support and experience of Community Safety Specialists and operational employees, who may directly deliver school packages.
- Training for operational employees who are involved in visits to Community Fire Stations by children and young people, or off site visits to schools/youth groups.
- Support the development of good practice where this can have an impact on service demand and represents best value.



## **DEVELOPMENT PROGRAMMES**

We understand the responsibility we have to work within the framework of the Scottish Government's aspirations to enable children and young people's progression to positive destinations and develop their capacities as: Successful Learners, Confident Individuals, Responsible Citizens and Effective Contributors to society. Our development programmes can also be used as part of the wider partnership approach to support the transition of young people from school to employment and in developing their skills to sustain employment.

We have a unique role in Scotland's youth work landscape by developing bespoke initiatives and programmes, not normally available within mainstream education. These initiatives will allow us to engage with, and allow the development of, children and young people locally in their communities. Through this work, we endeavour to promote full understanding of the consequences of anti-social behaviour and encourage positive changes in behaviour.

FireReach has proved to be our most successful initiative and shall be used as the basis for further development.

### **FireReach**

This key framework supports North Ayrshire youth engagement initiatives and is adapted from Firefighter training drills. FireReach provides a range of risk assessed activities delivered in conjunction with partners and is fully adaptable to meet our local needs. The aim of FireReach is to increase self confidence, communication, teamwork, self-discipline and develop citizenship, as well as promote more positive attitudes towards education and employment. Through the delivery of FireReach modules, children and young people will also be provided with key messages about fire safety and the consequences of fire related anti-social behaviour, in order to reduce service demand. FireReach has been internally evaluated and has received very positive feedback from partner organisations.

In the next year we will:

- Ensure capacity to deliver a suite of FireReach youth development/engagement programmes, in order to meet local needs.
- Develop training for operational employees delivering youth engagement programmes.
- Continue to promote good citizenship in children and young people, whilst encouraging, and allowing opportunities for, progression in to positive destinations.

## **INTERVENTION PROGRAMMES**

We recognise the benefits of offering specialist information and intervention initiatives in order to keep children and young people safe and reduce unnecessary service demand. Our Intervention Programmes are:

### **Fire Setter Intervention**

This programme works with children and young people under 16 who have demonstrated an unsafe or concerning interest in fire or Fire and Rescue Service related anti-social behaviour. The Fire Setter Intervention programme provides individual learning experiences which raise awareness of the consequences of dangerous actions. Assistance for fire setter intervention is normally requested via the Police, Children's reporter, Criminal Justice department or Education department, and the intervention in most cases is only part of a suite of interventions aimed at raising awareness and changing the behaviours and attitudes of specific individuals.

### **Cut It Out**

This initiative involves the children and young people playing the roles of various emergency services at a road traffic collision. These programmes have been mainly delivered to S.4 to S.6 audiences, with a typical audience of at least 20 per initiative. This initiative has been nationally approved and allows children and young people to realise the effects of poor driving actions, not only on themselves, but also in the wider community. The use of role play offers an alternative method of reinforcing key messages, whilst also providing an, entertaining and interactive educational experience. This input is currently delivered by the school liaison officers assisted by Strathclyde Police Officers and the North Ayrshire Council road safety officers as necessary allowing flexibility to deliver partner community safety messages to young people.

### **Arran Avoids Accidents**

This is multi agency Experiential Learning Event which takes place annually in March. On day 1 the children of P.6 are taken out of the normal classroom routine to be taught hands on life saving skills from members of emergency & public services. This allows for an interactive experience to support safety messages and life saving skills on the same day at the same event. Day 2 involves S.2 and they build upon previous skills and messages received whilst in P.6 and observe a multi agency exercise normally involving water rescue at the Brodick Pier. Agencies attending include Fire and Rescue Service, Strathclyde Police, Ambulance Service, NHS, RNLI, Coastguard, Heartstart, North Ayrshire Council road safety, Mountain Rescue and Countryside Rangers.

### **Y Drive**

This multi agency event is primarily dedicated towards S.5 and S.6 school students and focuses upon safe driving techniques and the effects of road traffic collisions upon the vehicle occupants, family members, friends and the local community. The event culminates in a demonstration of casualty extrication from a prop vehicle using rescue cutting equipment.

## **Reckless Driving Wrecks Lives**

This hard hitting multi agency event takes place annually in March and is primarily dedicated towards S.5 and S.6 school students from across all of Ayrshire. It focuses upon safe driving techniques and the effects of road traffic collisions upon the vehicle occupants, family members, friends and the local community. The event takes place in the Odeon cinema at Ayr and takes the student through the emotional steps of a road traffic collision from initial crash to the life-changing impact on those involved. Each agency presents real life events from their own point of view and experience. A DVD interview of a young man convicted of reckless driving is also shown and individuals who have been involved in serious road traffic collisions also recite their personal story on stage. Attending agencies include Fire and Rescue Service, Strathclyde Police, Ambulance Service, NHS accident and emergency teams, and NHS surgical teams, Local authority road safety groups and invited members of the public who share their often tragic experiences. This event is proven to provoke emotion and thought which is evident in the feedback and eerie silence as students leave the auditorium.

In the next year we will:

- Continue to provide local Fire Setter Intervention when requested.
- Continue to deliver educational, development, experiential and intervention programmes within North Ayrshire.
- Develop the skills of our staff to undertake community engagement work in a proactive and effective manner within our communities.

## 15. Enforcement Audits, Fire (Scotland) Act 2005

North Ayrshire will deliver its statutory duties in respect of the Fire (Scotland) Act 2005 (the Act). We will outline a fire safety audit programme for non-domestic premises which will be based on an assessment of risk posed by generic types of premises and individual buildings. Ensure that the Fire Safety Audit Programme carried out by legislation officers contributes to the Integrated Risk management Plan (IRMP) and the associated preventative, protective and response arrangements. The main aim is to reduce the risk and impact of fire on the community, to safeguard firefighters, local heritage and the environment, to reduce the loss of life, injuries and reduce commercial, economic and social costs. Consequently our statutory duty to enforce fire safety legislation and promote fire safety will be based on risk and providing the community with value for money. North Ayrshire has considered its unique profile and provides a clear rationale for assessing work and determining a robust Fire Safety Audit Programme for the period 2012/13.

### **Legislation Officers**

North Ayrshire will achieve this by continually training and educating staff who have Enforcement responsibilities, liaising closely with the Incident Research and Investigation Section (IRIS), engaging the Fire Engineering team to provide solutions to complex building designs, working closely with Operations and Training & Operational Review Directorates to ensure all colleagues and partners have access to the most relevant and current information and promote an environment where all appointed Fire and Rescue officers engage in risk reduction work and collect data about premises as part of their normal duties.

### **Statutory Requirements**

Strathclyde Fire and Rescue's enforcement officers enforce the Fire Scotland 2005 Act on behalf of the Board of Strathclyde Fire & Rescue (The Fire Authority), and in this respect discharges its duties following national guidance. Central to the programme is the audit form and guidance which has been developed through the Chief Fire Officers Association (Scotland) (CFOA(S)), and the Scottish Government. The Cabinet Offices' Good Enforcement Concordat and the Health & Safety Executive Enforcement Management Model (EMM) are promoted as best practice and have been incorporated into all national guidance and procedures.

The Act makes a risk assessment approach central to determining the necessary level of fire precautions in all non-domestic premises. The statutory responsibility for ensuring an adequate level of fire safety lies with the 'responsible person' for individual premises – this is usually the employer, owner or occupier.

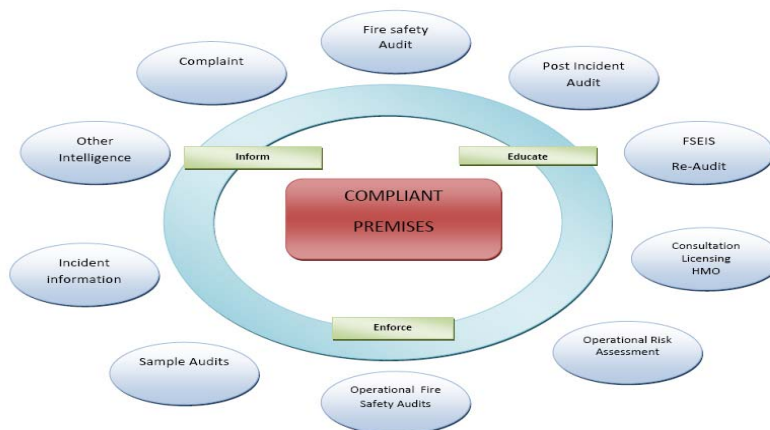
### **How Fire Safety Enforcement within NA will be delivered**

The Fire Safety Enforcement (FSE) Team will give direction by developing policy and providing support to officers across North Ayrshire ensuring compliance with our statutory duty for enforcement contained within in the Fire (Scotland) Act 2005. It will be North Ayrshire's Enforcement Officers who will audit and make recommendations based on the guidance provided by FSE. Fire Safety Enforcement is central to the aspect of ensuring that non domestic premises provide suitable and sufficient safety measures to protect employees and the public aiding the single outcome agreement and helping to make North Ayrshire a safe place to live, work and visit.

## Audit Programme

Our audit programme is based on information received from many sources, being input to the Enforcement Management Information System (EMIS). This system records work activity and will programme future audits according to the premises risk rating.

The diagram below demonstrates the sources of intelligence which will lead to an initial audit score or when the next audit will take place.



An audit will be carried out which will result in educating the responsible person of their duties, informing them of any non compliance or taking enforcement action using a formal notice. Intelligence gathered from any source may in exceptional circumstances lead to a report being submitted to the Procurator Fiscal recommending prosecution. All premises will be audited based on a relative risk rating system calculated from a premises risk score, life risk score and a management compliance rating. This relative score was developed for the EMIS toolkit which is a third party validated tool. Premises are rated according to national fire statistics and the perceived loss to society, should a fire occur in a premises type.

Hospitals	6	Care Homes (not all relevant premises)	50	Other Premise Open to the Public	200
Licensed HMO	10	Multi Storey Flats	8	Factory or Warehouse	80
Hostel	7	Hotel	50	Offices	300
Other Sleeping Accommodation	150	Further Education	20	Other Building	100
Public Buildings	35	Licensed Premises	180		
Schools	80	Shops	400	Total	1,676

Numbers of non domestic premises within North Ayrshire (2012)

### Known premises data taken from EMIS

This information has been used together with previously held intelligence which includes incident data, management compliance data and audit trends in order to determine the audit programme. It is recognised that in an unknown financial climate businesses may cease to trade or indeed growth may stimulate the emergence of new areas of industry or commerce. Therefore the number of known premises may change. As the economy develops the number of relevant premises will increase and place further demands on our services.

Notwithstanding these factors, North Ayrshire's current programme will ensure that premises are audited to the following timescale. This will be reviewed in response to any changes to the risk profile.

#### Frequency

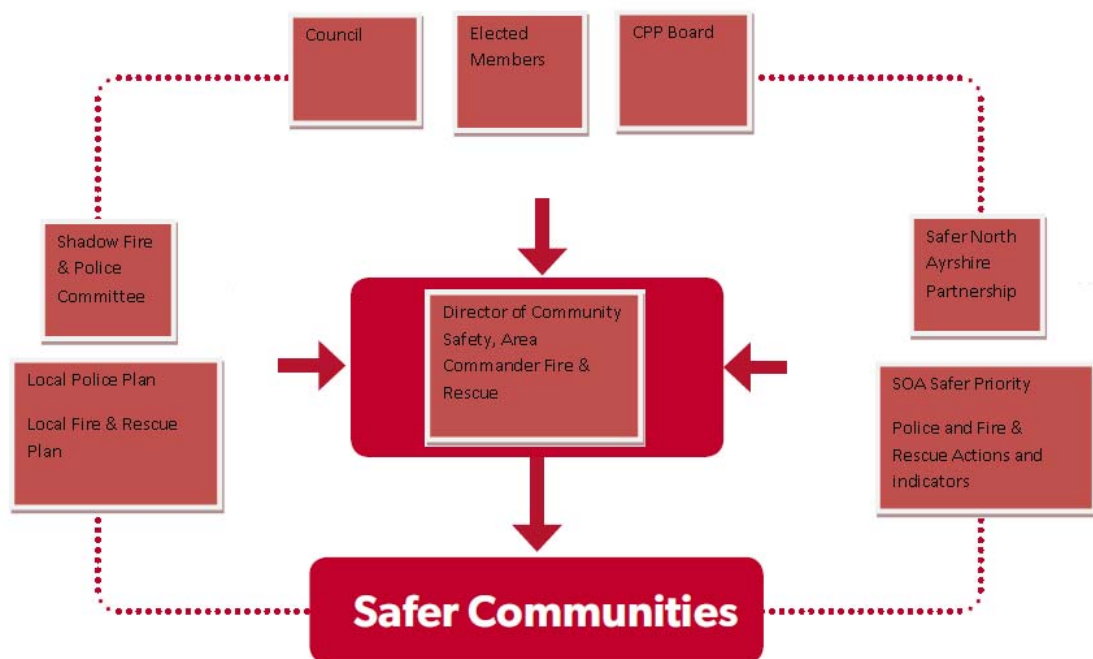
Very High Risk	Determined by inspecting officer
High Risk	Annual
Medium Risk	Up to 3 years;
Low Risk	Up to 5 years;
Very Low Risk	Thematic / Sample Audits.



In the next year we will:

- Deliver training to our Legislation officers.
- Continue to work with partner organisations.
- Continue to deliver an audit programme focused on premises that are non compliant.
- Support our communities and business partners by fostering an enabling culture towards compliance with Sector Specific Guides.

## 16. Local Outcomes



## 17. CONTACT US

### Feedback

- Use the feedback form on our website to send an email - [www.strathclydefire.org](http://www.strathclydefire.org)
- Contact your local community fire station - details are listed on our website or in your local telephone directory.
- Contact your local Area HQ - details are listed on our website or in your local telephone directory.
- Write to us at the address at the bottom of this page.

We are fully committed to continually improving the service we provide to our communities and recognise that to achieve this goal we must listen and respond to the views of the public.

We use all feedback we receive to monitor our performance and incorporate this information into our planning and governance processes in order to continually improve our service.

We are proud to say that the majority of the feedback we receive is positive, and we are keen to hear examples of good practice and quality service delivery that exemplifies the standards of care that we strive to provide for the communities of Strathclyde

In instances where our standards of service are questioned, we welcome the opportunity to investigate the circumstances, and are committed to correcting any lapses and using the learning outcomes to improve our future service delivery.

If you would like a copy of this document in a different format or a version in another language please contact:

في حال رغبتكم بالحصول على نسخة أخرى من هذا المستند معذرة بنسق مختلف أو الحصول على نسخة منه محررة بلغة أخرى، يرجى الاتصال حسب التالي:

如果您希望收到這份文件的不同格式版本或其它語言版本，請聯絡：

Ma tha sibh ag iarraidh na sgrìobhainn seo ann an cruth eile no tionndadh ann an cànan eile cuiribh fios air:

Αν θέλετε αντίγραφο αυτού του εγγράφου σε διαφορετική μορφή ή έκδοση σε άλλη γλώσσα, παρακαλώ επικοινωνήστε με:

אם ברצונכם לקבל עותק של מסמך זה בפורמט שונה או גרסה מתורגמת שלו בשפה אחרת, אנא צרו עמנו קשר לפי הפרטים הבאים:

यदि आप इस दस्तावेज़ की प्रतिलिपि किसी अलग प्रारूप या किसी अन्य भाषा के संस्करण में पाना चाहते हैं तो कृपया यहां सम्पर्क करें:

Osoby zainteresowane otrzymaniem niniejszego dokumentu w innym formacie lub języku prosimy o skontaktowanie się z nami pod adresem:

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਕਿਸੇ ਹੋਰ ਫਾਰਮੈਟ ਵਿੱਚ ਜਾਂ ਇਸਦਾ ਕਿਸੇ ਹੋਰ ਭਾਸ਼ਾ ਦਾ ਵਰਸ਼ਨ ਚਾਹੁੰਦੇ ਹੋ ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇੱਥੇ ਸੰਪਰਕ ਕਰੋ:

Eğer bu belgenin farklı formatta veya başka bir dilde kopyasını istiyorsanız, lütfen bağlantı kurun. Bağlantı bilgileri:

اگر آپ کو اس دستاویز کی کاپی کسی دیگر شکل میں یا کسی دوسری زبان میں اس کا ترجمہ درکار ہے تو براہ کرم رابطہ کریں:

Strathclyde Fire & Rescue Headquarters, Bothwell Road, Hamilton ML3 0EA  
Tel 01698 300999 Fax 01698 338444 or alternatively visit our website [www.strathclydefire.org](http://www.strathclydefire.org)



## Performance Scrutiny and Monitoring

Quarterly Performance table with target.

North Ayrshire		2011/12	2012/13	2012/13	2012/13	2012/13	2012/13	2012/13
			Q1	Q2	Q3	Q4	Total	Target
Fire Fatalities		1	0	0	0		0	0
Fire Casualties		31	8	3	8		19	30
Accidental Dwelling Fires		117	43	33	32		108	130
Deliberate Primary Fires		88	26	11	9		46	95
Secondary Fires		648	228	127	172		527	782
Non Domestic Fires	Acc	25	4	3	8		15	24
	Del	25	5	1	5		11	27
Malicious Calls		89	9	19	16		44	81
Unwanted fire signals		628	155	186	152		493	594
Road traffic collision		56	8	12	11		31	48
Home fire safety visit		1286	325	393	398		1116	1310
Enforcement Audit		200	61	52	59		172	210

**Accidental Dwelling Fires:** To date 108 dwelling fires, 43 in first quarter was above targeted level and the majority of these fires were out on arrival and involved kitchens. The main causes were distraction and occupiers with alcohol/mental health issues. The main concentrate of fires occurred within Fullerton St, Irvine, Glasgow St, Ardrossan and Afton Crt, Stevenston.

**Unwanted Fire Alarm Signals:** Q2 was higher than targeted due to refurbishment taking place in Ayrshire central hospital causing false actuations. Anticipated target will not be met. Main offenders are Ayrshire Central Hospital, Arran View Nursing Home Burns Ave, Saltcoats and Greenwood Academy Corsehillmount Rd, Dreghorn. Legislation officers working with occupiers/owners to find solutions to actuations and reduce the number of attendances.

**Current activity in Wards from 1/04/12 to 31/12/12.**

North Ayrshire 2012/13		Ward1	Ward 2	Ward 3	Ward 4	Ward 5	Ward 6	Ward 7	Ward 8	2012/13 Total	2012/13 Target
Fire Fatalities		0	0	0	0	0	0	0	0	0	0
Fire Casualties		6	1	1	3	0	3	1	4	19	30
Accidental Dwelling Fires		15	9	9	24	9	13	9	20	108	130
Deliberate Primary Fires		2	5	7	8	7	2	3	12	46	95
Secondary Fires		143	23	139	0	43	147	32	0	527	782
Non Domestic Fires	Acc	1	0	1	6	1	1	2	3	15	24
	Del	1	1	1	0	2	0	2	4	11	27
Malicious Calls		4	4	2	5	10	3	4	12	44	81
Unwanted fire signals		41	34	71	129	21	40	57	100	493	594
Road traffic collision		4	9	3	2	3	4	5	1	31	48
Home fire safety visit		340	27	277	0	80	308	84	0	1116	1310

**Important note:** Secondary fires/HFSV in Ward 1 and Ward 6 also contain all the secondary fires and HFSV for Ward 8. These figures cannot be split directly into Wards at this time. Ward 8 shows zero at this time

Secondary fires/HFSV in Ward 3 and Ward 4 are combined. These figures cannot be split directly into the two Wards at this time. Ward 5 shows zero at this time.

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## **NORTH Ayrshire Council**

### **Agenda Item 5**

**27 February 2013**

#### **Shadow Police and Fire Committee**

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**Subject:** **Scottish Police Authority - Consultation on the Draft Strategic Police Plan**

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**Purpose:** To invite the Committee to consider the Scottish Police Authority's Draft Strategic Police Plan and homologate the Council's response submitted in time for the deadline date of 22 February 2013.

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**Recommendation:** That the Shadow Police and Fire Committee considers the Draft Strategic Police Plan and considers whether to homologate this response.

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#### **1. Introduction**

- 1.1 The Scottish Police Authority (SPA) was established by the Police and Fire Reform (Scotland) Act 2012 to maintain and oversee the Police Service of Scotland; ensure the provision of appropriate resources to the Chief Constable; and, to hold the Chief Constable to account for operational and financial performance.
- 1.2 The Draft Strategic Police Plan prepared by the Scottish Police Authority is intended to provide clear strategic direction to policing in Scotland which will form the basis for the Chief Constable to develop specific activities to deliver the outcomes described in the Strategic Police Priorities. A consultation on the SPA's Draft Strategic Police Plan was published on 23 January 2013 with a deadline for responses of 22 February 2013. As there was insufficient time to allow a report to come before this Committee officers forwarded a response in time for the deadline. This report seeks consideration of the Draft Strategic Police Plan and the response. The Police Plan consultation is contained at Appendix 1 and the response at Appendix 2.

#### **2. Current Position**

- 2.1 The Scottish Government recently set 4 strategic priorities for policing in Scotland and the SPA has now published 7 strategic objectives based on these priorities. The objectives focus on:-
  - working in partnership to improve safety and reduce crime;
  - ensuring that all communities have access to the Police Service;

- enhancing Scotland's global reputation as a safe place;
- ensuring equitable access to services;
- delivering the benefits of reform;
- increasing public confidence in policing; and
- promoting a culture of excellence.

### **3. Proposals**

- 3.1 The strategic objectives include all of the Government's 4 strategic priorities and relate to improved safety, crime reduction, public confidence, partnership and equality of access to services.
- 3.2 If a criticism can be made, it is that the objectives are very high level. The draft makes it clear that the detail on what the SPA will deliver and how, for each objective, will be articulated in the Authority Business Plan and the Chief Constable's Annual Police Plan. There is very little detail contained in this document as to how these objectives can be met.
- 3.3 Secondly, it is unclear how the SPA will support partnership, prevention and policing based on local needs. The role of the SPA is not to deliver policing services to the community, that being the role of the Chief Constable. The document does not adequately deal with how the SPA will support policing tailored to local needs and the implementation of Local Police Plans. The danger is that the SPA attempts to do so by way of national performance indicators which are not tailored to the needs of individual localities. A closer link and reference to the Single Outcome Agreement would be helpful.
- 3.4 Thirdly, the objectives are not always clear as to whether they are objectives for the SPA's own services or for holding the Police Service to account. It would be better to make a clear distinction between these two separate elements of the SPA's role.

### **4. Implications**

#### Financial Implications

- 4.1 There are no financial implications arising from this report.

#### Human Resource Implications

- 4.2 There are no human resource implications arising from this report.

#### Legal Implications

- 4.3 There are no legal implications arising from this report.

#### Equality Implications

- 4.4 There are no equality implications arising from this report.

#### Environmental Implications

- 4.5 There are no environmental implications arising from this report.

#### Implications for Key Priorities

- 4.6 The document should support the "safer" priority contained within the SOA. However, the consultation paper would benefit from reference to the need for police objectives to link with the SOA.

### 5. Consultations

- 5.1 The Chair of the Committee was consulted on the draft response.

### 6. Conclusion

- 6.1 The SPA's Draft Strategic Police Plan would benefit from greater clarity and detail, albeit its basic objectives are sound.



ELMA MURRAY  
Chief Executive

#### Reference :

For further information please contact Andrew Fraser, Head of Service  
(Democratic and Administration) on 01294 324125

#### Background Papers

None



NOT PROTECTIVELY MARKED

**Scottish  
Police  
Authority**

**Draft**

**STRATEGIC POLICE PLAN**

NOT PROTECTIVELY MARKED

DRAFT



## **The Authority's Vision**

**The Scottish Police Authority and the Police Service of Scotland working with partners and communities to improve the safety and well-being of the people of Scotland.**

## Foreword

This plan sets the strategic direction for both the Police Service of Scotland and the Scottish Police Authority. Scotland is a rich and diverse country with many different communities. We are here to serve them all.

Recorded crime is at a 37 year low and we have a highly professional Police Service. This gives us a sound foundation on which to drive improvement and embrace new challenges and opportunities. This Strategic Police Plan explains the path we will take to make those improvements, meet the challenges and take the opportunities. We will measure our progress against the objectives within it.

The 1<sup>st</sup> April 2013 sees the start of a new era in policing with the establishment of a single Police Service for Scotland. The Police and Fire Reform (Scotland) Act 2012 sets out the framework within which this new service will operate and creates two organisations which will work together to provide policing for the Scottish people - the Police Service of Scotland and the Scottish Police Authority (the Authority). The Authority will maintain the Police Service and hold the Chief Constable to account for the policing of Scotland.

The delivery of policing can be improved through having a single Police Service. The more specialist and support services we can share on a national basis, the more effectively the police can serve local communities and meet local needs. Against a backdrop of reduced funding, police reform also provides the opportunity to make necessary efficiencies. Policing remains an integral part of a wider civic landscape and the Authority will work in partnership across the public, private and third sectors with all those involved in delivering greater integration of services.

Our obligation is to review this plan at least every three years. However, as a new Authority, holding a new Chief Constable to account, we recognise a particular need to keep our strategy under review. We must keep focused on the priorities and goals we have set and, if necessary, be prepared to adjust the path to them, and the way we measure our progress, in light of practical experience. For this reason, we intend to carry out our first strategic review within a year of publication. We are committed to regular dialogue with all our stakeholders and this will inform that review.

Overall, our enduring aim is to ensure that the people of Scotland get the best Police Service possible.

**Vic Emery**  
**Chair**  
**Scottish Police Authority**

## The Role of the Scottish Police Authority

The Scottish Police Authority has been established by the Police and Fire Reform (Scotland) Act 2012 (the Act). The main functions of the Authority are detailed in Section 2 of the Act.

### **Section 2 (1): Functions of the Authority**

The Authority's main functions are to –

- (a) maintain the Police Service;
- (b) promote the policing principles set out in section 32;
- (c) promote and support continuous improvement in the policing of Scotland;
- (d) keep under review the policing of Scotland;
- (e) hold the Chief Constable to account for the policing of Scotland.

In summary, the Authority's main purpose is to support policing in Scotland by ensuring the provision of appropriate resources to the Chief Constable and holding the Chief Constable to account for operational performance and financial expenditure.

The Authority will carry out these functions in a way that is proportionate, accountable, transparent and consistent with good governance. Specifically, this includes, like other public bodies in Scotland, a duty to secure Best Value with the public money for which it is responsible.

The Authority is committed to continuous improvement in all that it does and will follow and promote core values of Accountability, Integrity and Respect in the achievement of its aims and objectives.

## Context

This plan has been prepared against the backdrop of a complex policing and public sector landscape in Scotland. It builds on the Scottish Government's Strategic Police Priorities and will both inform and be informed by the Annual Police Plan and the Local Police Plans currently being developed across Scotland.



## Police Reform

Police reform involves the biggest changes to policing in Scotland for a generation. The Police and Fire Reform (Scotland) Act 2012 restructures policing, creating a single Police Service for Scotland, maintained by the Scottish Police Authority which holds the Chief Constable to account for delivery of police services in Scotland, but it also does much more than that. The Policing principles in Section 32 of the Act change the stated role of the Police Service from the “guard, patrol and watch” of the Police (Scotland) Act 1967 to a much broader role of improving “the safety and well-being of persons, localities and communities in Scotland”.

### **Section 32: Policing principles**

The Policing principles are that —

- (a) the main purpose of policing is to improve the safety and well-being of persons, localities and communities in Scotland, and
- (b) the Police Service, working in collaboration with others where appropriate, should seek to achieve that main purpose by policing in a way which —
  - (i) is accessible to, and engaged with, local communities, and
  - (ii) promotes measures to prevent crime, harm and disorder.

The Scottish Government's aims of reform include protecting and improving local policing services, making specialist services available to all communities and strengthening the connection between the Police Service and communities.

### **Scottish Government Aims of Reform**

- To protect and improve local services, despite financial cuts, by stopping duplication of support services and not cutting the frontline.
- To create more equal access to specialist support and national capacity – like murder investigation teams, firearms teams and flood rescue – where and when they are needed.
- To strengthen the connection between police services and communities by creating a new formal relationship with all 32 local authorities, creating opportunities for many more locally elected members to have a formal say in police services in their areas, and better integrating with community planning partnerships.

Police reform is also intended to strengthen local and national accountability, while retaining respect for local distinctiveness.

## The Reform Landscape

These changes to policing are taking place at the forefront of wider reforms to the public sector as a whole. Opportunities include the potential for increased partnership working – across the Justice sector in line with the Justice Strategy, but also across the wider public sector. This will draw on the current efforts to strengthen community planning and a renewed commitment to working together to deliver joint outcomes, and will be facilitated by effective liaison between the Authority and local authorities. We are also clear that prevention is better than cure. These are areas where the Police Service already works well but the Act, and the new structures and roles coming out of it, facilitate and enable further progress.

In policing itself, recorded crime is at its lowest level for 37 years while officer numbers have been maintained in the face of the economic challenges. However, policing continues to face significant challenges, including the 2014 Commonwealth Games, violence reduction, hate crime and cyber crime. Opportunities include the potential for improved information sharing and more equitable access to specialist services.

## Strategic Objectives and Performance Measures

As a modern and effective public body, the Authority will ensure that everything we do contributes to the Scottish Government's National Purpose of creating a more successful country with opportunities for all to flourish through sustainable economic growth. The strategic objectives are aligned to this purpose and firmly embedded in the Strategic Police Priorities, and will support and contribute to National Outcomes.

This plan sets out the Authority's aims and objectives for policing. Achievement of these aims and objectives depends not only on our own staff and those of the Police Service of Scotland, but on forging effective partnerships with communities, including communities of interest, and key organisations across the public, private and third sectors that maximise outcomes and minimise public sector costs.

We have identified seven key objectives in support of our aims. These objectives focus our efforts on the key outcomes that we believe are necessary to be successful and discharge our functions effectively.

The detail on what we will deliver, and how, for each objective will be articulated in the Authority Business Plan and Annual Police Plan. The Authority will establish a robust performance management framework and we will hold the Chief Constable to account for the Police Service of Scotland's delivery of the Annual Police Plan against these objectives. The Authority will, in turn, be accountable to Scottish Ministers.

At the end of each financial year, the Authority will prepare a report on performance and progress towards achievement of the strategic objectives. This report will contain an assessment of the Authority's performance in carrying out its functions as well as an assessment of the Police Service of Scotland's performance. It will both promote success and challenge performance should it fall short, so that the public has a true and balanced view of the service they receive. This report will be presented to Scottish Ministers and laid before Parliament.

**STRATEGIC PRIORITY 1 : *Make communities safer and reduce crime by demonstrating pioneering approaches to partnership and collaboration at a national and local level.***

*Actively support a decisive shift towards prevention by promoting evidence based preventative practice and effective partnerships which make the most of collective resource, knowledge and expertise, especially around reducing violence, substance misuse, promoting better outcomes for young people who offend and protecting children, young people and vulnerable adults.*

**STRATEGIC OBJECTIVE 1 : WORK IN PARTNERSHIP TO IMPROVE SAFETY FOR THE CITIZENS OF SCOTLAND AND REDUCE CRIME (Supports National Outcome 5, 8 and 9)**

The Authority will provide appropriate support to the Police Service of Scotland in its delivery of services and promote innovative, evidence-based, preventative approaches to policing tailored to local needs.

**STRATEGIC OBJECTIVE 2 : ENSURE THAT ALL COMMUNITIES, INCLUDING THE MOST VULNERABLE, HAVE ACCESS TO THE POLICE SERVICE AND ARE GIVEN THE SUPPORT THEY NEED TO FEEL SAFE(Supports National Outcome 5, 8 and 9)**

The Authority will hold the Chief Constable to account for the development and agreement, based on understanding local needs, of policing plans covering all 32 local authorities. It will also hold the Chief Constable to account for the effective implementation of these plans through local and national partnership, and collaboration between the Police Service of Scotland and the public, private and third sectors.



**STRATEGIC PRIORITY 2 : *Strengthen Scotland's reputation as a successful and safe country by demonstrating excellence in effectively planning for and responding to national events and threats.***

*Work across national, international and organisational boundaries to ensure a safe and secure Commonwealth Games; contribute effectively to multiagency arrangements to deal with emergencies; and minimise threats to our communities more generally.*

**STRATEGIC OBJECTIVE 3 : ENHANCE SCOTLAND'S GLOBAL REPUTATION AS A SAFE PLACE**  
(Supports National Outcome 9, 11)

The Authority will support the Police Service of Scotland in its work to prevent the most serious types of crimes from happening in Scotland and ensure that the Police Service of Scotland is adequately equipped to deal with major events, emergencies and threats effectively. Where appropriate, this experience and best practice will be shared with others.

**STRATEGIC OBJECTIVE 4 : ENSURE THAT THERE IS EQUITABLE ACCESS TO SERVICES ACROSS ALL OF SCOTLAND'S COMMUNITIES** (Supports National Outcome 9, 11)

The Authority will scrutinise the implementation of local police plans and the use of specialist support services.

**STRATEGIC PRIORITY 3 : *Provide an efficient, effective service and deliver the benefits of reform***

*Deliver the three benefits of reform and work with others to ensure that the criminal justice system is fair and accessible, cost effective and efficient.*

**STRATEGIC OBJECTIVE 5 : DELIVER THE BENEFITS OF REFORM EFFECTIVELY AND EFFICIENTLY**  
(Supports National Outcome 16)

The Authority will develop and implement a performance framework to enable monitoring of detailed strategic and operational level plans in conjunction with the Chief Constable. This will include the adoption of evidence-based standardised approaches to service delivery and the sharing of best practice.

**STRATEGIC PRIORITY 4 : *Make communities stronger by increasing public confidence and reducing fear of crime, making the new Police Service of Scotland an exemplar of visible and responsive policing***

*Ensure that victims, witnesses and communities experience positive engagement with the police by providing inspirational leadership and embedding a culture, identity and values which provide a highly skilled and motivated workforce to deliver improved local services with the consent and involvement of communities.*

**STRATEGIC OBJECTIVE 6 : INCREASE PUBLIC CONFIDENCE IN THE POLICE SERVICE BY UNDERSTANDING AND RESPONDING TO THE PARTICULAR NEEDS OF SCOTLAND'S DIVERSE COMMUNITIES (Supports National Outcome 7, 9, 11, 13, 16)**

The Authority will have clear understanding of policing issues and challenges from talking to communities, including communities of interest, listening to what they say about how their local policing plans are being implemented, how the Police Service of Scotland is performing, and by championing a culture where local police are open, visible and accessible.

**STRATEGIC OBJECTIVE 7 : PROMOTE A CULTURE OF EXCELLENCE (Supports National Outcome 7, 9, 11, 13, 16)**

The Authority will promote this through the development of a culture of continuous improvement and by demonstrating and supporting development of leadership behaviours that reflect this aspiration.

National Outcome 5:	Our children have the best start in life and are ready to succeed.
National Outcome 7:	We have tackled the significant inequalities in Scottish society.
National Outcome 8:	We have improved the life chances for children, young people and families at risk.
National Outcome 9:	We live our lives safe from crime, disorder and danger.
National Outcome 11:	We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others.
National Outcome 13:	We take pride in a strong, fair and inclusive national identity.
National Outcome 16:	Our public services are high quality, continually improving, efficient and responsive to local people's needs.

Full details about the Scottish Government's National Performance Framework can be found at: <http://www.scotland.gov.uk/About/Performance/scotPerforms>

## Financial Resources

Policing in Scotland is funded from a variety of sources. The key elements of central government funding are set out below. They include funding for the Authority, most of which will in turn be allocated by the Authority to the Police Service of Scotland in line with the Annual Police Plan and related plans for expenditure. In addition, the Scottish Government provides funding for the pensions of retired police officers and additional funding for aspects of policing through the Police Central Government budget.\*

The Authority's draft budget was published on 20 September 2012 as part of the overall Scottish Government draft budget for 2013/14 and spending plans for 2014/15. The draft SPA budget is £1,085.5m in 2013/14 and £1,040.6m in 2014/15. This already reflects the savings expected through police reform: £42m in 2013/14 and £88m in 2014/15. The expected savings to be realised through police reform then rise to £109m in 2015/16. The budget includes some capital funding for the purchase of buildings, vehicles, uniforms, other equipment and ICT.

### Police-Related Funding 2013/14 and 14/15

<b>SPA FUNDING</b>	2013/14 (£million)	2014/15 (£million)
SPA REVENUE BUDGET	1,067.2	1,015.4
SPA CAPITAL BUDGET	18.3	25.2
<b>INCLUDES ASSUMED REFORM SAVINGS OF</b>	41.8	88.2
<b>OTHER POLICE FUNDING</b>		
POLICE CENTRAL GOVERNMENT*	115.8	106.1
POLICE OFFICER PENSIONS	231.0	249.6
<b>TOTAL</b>	<b>1,432.3</b>	<b>1,396.3</b>

\*The main uses of the Police Central Government budget in 2013/14 are to fund the capital costs of the Gartcosh Crime Campus, the Scottish element of the police Airwave communications infrastructure and network, the Police Investigation and Review Commissioner and the costs of police reform during 2013/14 (VAT and one-off costs – maximum £63.3m).

## **Scottish Police Authority Members**

The Authority has 13 Members in total, comprising a Chair who was appointed in September and 12 Members who were appointed in October 2012. All appointments are for a period of up to 4 years.

Membership is follows:

Moi Ali  
Brian Barbour  
Vic Emery (Chair)  
Jeane Freeman  
Graham Houston  
David Hume  
Morag McLaughlin  
Paul Rooney  
Ian Ross  
Lisa Tennant  
Iain Whyte  
Robert Wilson  
Douglas Yates

## **Publication of the Strategic Police Plan**

The Authority is committed to publishing a full Gaelic version of the plan by the end of June 2013. We will also offer translation of the plan into other languages in line with Scottish Government guidance.

## **Equality Impact Assessment**

The Authority will undertake an Equality Impact Assessment (EQIA) to ensure that the implementation of our objectives positively contributes to a more equal society through advancing equality and good relations in all that we do. This document will be published with the plan.

## **SCOTTISH POLICE AUTHORITY CONSULTATION ON A DRAFT SCOTTISH STRATEGIC POLICE PLAN**

### **CONSULTATION RESPONSE BY NORTH AYRSHIRE COUNCIL**

Comments have been invited on the terms of the Scottish Police Authority's Draft Scottish Strategic Police Plan. Particular comments have been sought in respect of the following questions:-

1. Is there anything which you think is missing from the Plan? If so, please give details.
2. Is there anything which you think should be removed from this Plan? If so, please give details.
3. Do you have any other comments on the Plan? If so, please give details.

In response to these questions, the Council comments as follows:-

#### **1. Is there anything which you think is missing from the Plan?**

Our key point is that the terms of the Plan are very broad. There is little or any detail contained in the Plan which sets out how the Scottish Police Authority will exercise its functions.

Going back to the starting point, the functions of a Strategic Police Plan are set out in Section 34 of the Police and Fire Reform (Scotland) Act 2012. This states that a Strategic Police Plan is a plan which:-

- a) Sets out the main objectives for the authority and for the policing of Scotland.
- b) Explains the reasons for selecting each main objective.
- c) Describes what the Authority considers should be done by it or by the Police Service to achieve the main objectives.
- d) Where reasonably practicable identifies outcomes by reference to which the achievement of the main objectives may be measured and
- e) Includes any other information connected with the Authority's functions or policing which the Authority considers appropriate.

The Draft Plan lists 7 strategic objectives which are very broad in their terms. The Plan does not explain the reasons for selecting each main objective as required by Section 34(2)(b), nor does it describe what the Authority considers should be done by it or by the Police Service in order to achieve the main objectives (Section 34(2)(c)), nor does it identify outcomes by reference to which the achievements of the main objectives may be measured (Section 34(2)(d)). Instead the Plan states that the detail on what the SPA will deliver and how, for each objective, will be

articulated in the Authority Business Plan and Annual Police Plan. There are a number of problems with this approach. Firstly, it does not comply with the terms of Section 34 of the Act. Secondly, the Strategic Police Plan process allows for mandatory consultation whereas the Business Plan does not.

The second issue is that the terms of the objectives are framed in a very vague and general manner. No guidance is given to the Police Service as to what the SPA considers should be done in order to achieve the main objectives. Nor is it particularly clear whether the objectives are for the SPA's own services or for holding the Police Service to account. It would be better to make a clear distinction between these two separate elements of the SPA's role.

There are some potentially difficult issues which the Plan should have addressed. For example, a key role of the SPA is to keep under review the policing of Scotland and to hold the Chief Constable to account for this. Meanwhile local authorities have a role in local scrutiny of the Police Authority, based on Local Police Plans. There could be a potential conflict between locally focussed scrutiny by local authorities and nationally focussed scrutiny by the SPA. Strategic objective 4 states that the SPA will scrutinise the implementation of Local Police Plans. It is helpful that on page 7 there is support for increased partnership working to deliver joint outcomes which will be facilitated by effective liaison between the authority and local authorities. While this commitment to work with local authorities is very welcome it would have been helpful for the Plan to have set out the SPA's position on how it can work with local authorities, whether through Community Planning, through Local Police Plans or otherwise. While the role of the SPA in relation to the Chief Constable and the Police Service of Scotland is relatively clear, it is less clear whether the SPA have a direct role in liaising with local authorities or whether this is via the Police Service of Scotland.

It is suggested that the Plan should refer to the fact that there should be a linkage between the Local Police Plan and the Single Outcome Agreement. It should also recognise that increasingly many authorities are moving towards neighbourhood or locality planning and it is important that the Police Force of Scotland are a full partner in this work, in providing relevant data on a neighbourhood planning basis, in agreeing multi agency projects and allocating resources according to the needs of neighbourhoods.

In short, the Plan, while saying all the right things in principle, falls short when saying how the SPA proposes to take these forward. It therefore leaves doubt as to what the remit and involvement of the SPA will be with both Police and community partners. If it is necessary that the Plan is an interim one with a further detailed Plan to follow in due course, then so be it. This is preferable to key issues being developed in a business plan which is not subject to the consultation required for a Strategic Police Plan.

## **2. Is there anything which you think should be removed from the Plan?**

There are no objectives which we would disagree with. Objective 2 ("ensure that all communities including the most vulnerable have access to the Police Service and are given the support they need to feel safe") refers to the SPA holding the Chief

Constable to account for effective implementation of Local Police Plans. Local Police Plans are only one part of community based policing.

Strategic Objective 4 does not appear to sit well under Strategic Priority 2 and the explanation of it duplicates the explanation of Strategic Objective 2.

Strategic Objective 5 (delivers the benefits of reform effectively and efficiently) appears to only refer to monitoring at national level. It would, however, be helpful to include specific reference to performance monitoring at a local level so that both the SPA and other stakeholders can assess and scrutinise how the Police Service is performing at that level. Otherwise there is a risk that the focus will be on national indicators which may not be sensitive to local issues and concerns.

### **3. Do you have any other comments on the Plan?**

As detailed under Question 1 the Plan does not appear to include all the matters which Section 34 of the Police and Fire Reform (Scotland) Act 2012 requires it to include. It may be that this is because there is insufficient time to do so in the run-up to 1 April 2013, or the SPA is still developing its remit in consultation with the Chief Constable. Certainly it is noted from the covering letter that the Authority has made a commitment to review this first Strategic Police Plan within 12 months, not 3 years. If this is an interim Plan as a result of necessity, then it would be better that it was upfront and said so. It would also be preferable if the first review of the Plan dealt with the questions of how the SPA intends to secure these objectives. This should not be included in a Business Plan as this is not subject to consultation.

It is appreciated that the SPA is in its infancy and that its full role is still to be developed. North Ayrshire Council is very happy to work with the SPA to assist it to support both the Police Force and local authorities in adopting a preventive, community and outcomes focussed approach to local policing.





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## **NORTH AYRSHIRE COUNCIL**

### **Agenda Item 6**

**27 February 2013**

#### **Shadow Police and Fire Committee**

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**Subject:** **Consultation on a Draft Fire and Rescue Framework for Scotland 2013**

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**Purpose:** To consider and homologate the Council's response to the Scottish Government's consultation on the Fire and Rescue Framework for Scotland 2013.

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**Recommendation:** The Committee is asked to consider and homologate the Council's response to the Scottish Government consultation which required to be submitted to meet the consultation deadline on 18 February 2013.

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#### **1. Introduction**

- 1.1 The Scottish Government's consultation on the Fire and Rescue Framework for Scotland 2013 is attached as Appendix 1. The document sets out the priorities and objectives for the new Scottish and Fire Rescue Service (SFRS) with guidance and support on the carrying out of its functions, in terms of public safety, efficiency and effectiveness.
- 1.2 The Police and Fire Reform (Scotland) Act 2012 established the SFRS as the body responsible for the oversight, administration and delivery of fire and rescue services in Scotland. The framework provides guidance to SFRS on the carrying out of its functions. In turn, SFRS will produce a Strategic Plan which is expected on 1 September 2013. Local Fire and Rescue Plans will flow in turn from the SFRS Strategic Plan and cover a three year period (albeit many of these will be in place before the Strategic Plan).
- 1.3 The framework starts by noting that "the main purpose of the Scottish Fire and Rescue Service is to work with communities, and with others in the public, private and third sector, on prevention, protection and response, to improve the safety and wellbeing of people throughout Scotland". It contains an emphasis on better outcomes and focus on prevention. To improve service outcomes it proposes a national approach to risk management to prioritise and target resources based on identification and evaluation of community risk (in particular in vulnerable communities and/or individuals) and best value.

- 1.4 Chapter 4 of the document deals with strengthening the connection between the SFRS and communities. It states that SFRS should develop an engagement strategy setting out how it proposes to work in partnership with local authorities and others to identify and deliver/improve shared outcomes for communities. The local Senior Officer will have a statutory duty to work with local authorities to set priorities and objectives for fire and rescue services in their local area and to prepare the Local Plan for Fire and Rescue for approval by the Council. The framework goes on to identify that partnership and engagement are central to the relationship, as is local democratic scrutiny. It recommends that the structures for the local delivery of fire and rescue functions are better integrated with Community Planning. This recognises the fact that many of the difficult issues facing communities are only capable of improvement by targeted joint working by agencies, co-ordinated through Community Planning arrangements. The strategic priorities in relation to strengthening the connection between SFRS and communities are set out in Pages 29 and 30 of the consultation paper.
- 1.5 Paragraph 86 on Page 29 sets out the requirements for the Local Fire and Rescue Plan. This must include priorities and objectives, developed with the local authority, and set out the proposed local arrangements for delivery of these priorities and objectives. It should identify outcomes against which the achievement of priorities and objectives may be measured (where practicable) and make clear how the arrangements for local service delivery will contribute to the outcomes identified through Community Planning.

## **2. Current Position**

- 2.1 Consultation responses required to be submitted to the Scottish Government by 18 February 2014. A copy of the consultation paper was circulated to members of the Committee and comments were sought to inform the Council's response. Thereafter officers prepared a response on behalf of the Council and this is attached at Appendix 2.

## **3. Proposals**

- 3.1 There is a danger when a new national organisation is formed that such centralisation can lead to a command and control structure which stifles local innovation. It is therefore welcome that the framework goes to great lengths to emphasise the need for SFRS to work in partnership with communities and emphasises the local arrangements for scrutiny and collaboration, and the need to integrate the work of the fire service with Community Planning Partnerships.

- 3.2 The response submitted by the Council welcomes the approach taken in the framework and reiterates the need to work in partnership to improve the safety and wellbeing of people throughout both Scotland and local areas. Both in its broad direction and specifics, this framework is to be commended.
- 3.3 The Committee is asked to consider the terms of the consultation response which has been submitted and to homologate this response on behalf of the Council.

#### **4. Implications**

##### Financial Implications

- 4.1 There are no financial implications connected to this consultation response.

##### Human Resource Implications

- 4.2 There are no human resource implications for the Council arising from this consultation document. Chapter 2 of the framework document deals with the human resource implications for the Fire Service.

##### Legal Implications

- 4.3 There are no legal implications arising from this report.

##### Equality Implications

- 4.4 There are no equalities implications arising from this report. Chapter 1 of the framework gives advice to SFRS on the equalities duties which relate to it.

##### Environmental Implications

- 4.5 There are no environmental implications arising from this report. Chapter 1 of the framework provides guidance to SFRS on their environmental responsibilities.

##### Implications for Key Priorities

- 4.6 The framework has implications for the following Single Outcome Agreement outcomes:-

- 9a Fear of crime and anti social behaviour has reduced  
9b Level of crime and anti social behaviour have reduced and crimes being detected have increased

- 9c Road safety has improved
- 15b Public services are more efficient and effective.

Broadly it supports the safer priority contained within the SOA.

## **5. Consultations**

- 5.1 The Council's response is part of an overall consultation process conducted by the Scottish Government. Members of the Committee were circulated with a copy of the consultation paper to enable them to feed any views into the Council's response.

## **6. Conclusion**

- 6.1 The proposals contained within the draft Fire and Rescue Framework for Scotland 2013 are welcome as they emphasise the need for the work of the Scottish Fire and Rescue Service to work in partnership with communities, to integrate with Community Planning and to put in place arrangements for a Community Engagement Strategy and scrutiny by local authorities. The document ensures that the creation of a national service will not prejudice or stifle local arrangements and innovation.



ELMA MURRAY  
Chief Executive

### **Reference :**

For further information please contact Andrew Fraser, Head of Service (Democratic and Administration) on 01294 324125

### **Background Papers**

None

# **Fire and Rescue Framework for Scotland 2013**

## **Consultation**



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## INTRODUCTION

1. The Fire and Rescue Framework for Scotland 2013 ('the Framework') provides priorities and objectives for the new Scottish Fire and Rescue Service (SFRS), with guidance and support on the carrying out of its functions set in the context of the overarching purpose that the SFRS should adhere to. It sets out Scottish Ministers' expectations of the SFRS as the challenge of bringing together the best from the previous eight Fire and Rescue Services to create a modern, effective and efficient SFRS continues. 1 April 2013 is not the end of the Fire Reform journey, but marks a significant milestone in this major public service reform programme.

### Context

2. The Scottish Government's Purpose places sustainable economic growth as the central ambition across the Scottish public sector, and the SFRS has a crucial role to play in helping to achieve that Purpose. The Purpose is underpinned by five strategic objectives: to make Scotland **wealthier & fairer, smarter, healthier, safer & stronger, and greener**. The SFRS makes a contribution across all five of these strategic objectives, although its core contribution is in making our communities **safer and stronger**.

3. Sixteen national outcomes support these strategic objectives and the work of the SFRS contributes to many of these, although four in particular underpin our shared aspirations:

- ◆ **we live our lives safe from crime, disorder and danger** (National Outcome 9);
- ◆ **we have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others** (National Outcome 11);
- ◆ **our public services are high quality, continually improving, efficient and responsive to local people's needs** (National Outcome 16); and
- ◆ **we live longer, healthier lives** (National Outcome 6).

### Legislative background

4. The Police and Fire Reform (Scotland) Act 2012 ('the 2012 Act') provides the statutory basis for fire reform, creating the Scottish Fire and Rescue Service (the SFRS) to replace the existing fire and rescue authorities and joint fire and rescue boards. The 2012 Act establishes the SFRS to provide fire and rescue services across Scotland. This will include the Scottish Fire College, the Firelink communications system and specialist capacity to respond to chemical, biological, radiological or nuclear incidents. The 2012 Act also amends some of the fire safety responsibilities to take account of fire reform.



5. The legislation governing the fire and rescue services was modernised in the Fire (Scotland) Act 2005 ('the 2005 Act') and the 2012 Act therefore builds on the 2005 Act, amending it to establish a single service.

6. Part 2 of the 2012 Act amends the 2005 Act, in particular to:

- ◆ establish the SFRS as a corporate body with clear national governance arrangements and responsibilities for the oversight, administration and delivery of fire and rescue services in Scotland;
- ◆ ensure that the fire and rescue functions set out in the 2005 Act apply to the SFRS, including the promotion of fire safety;
- ◆ restate powers to obtain assistance in carrying out fire and rescue service functions;
- ◆ provide statutory Best Value duties for the SFRS;
- ◆ put in place statutory planning and reporting requirements including providing statistics;
- ◆ require the production of a strategic plan for the approval of the Scottish Ministers, and an annual report and accounts;
- ◆ arrangements for the transfer of existing staff and the employment of new staff;
- ◆ make new arrangements for strengthening local engagement and partnership working, including a new statutory role in the Local Senior Officer and development of local fire and rescue plans linked to community planning, along with clear powers for local authorities in relation to the provision of fire and rescue services in their area; and
- ◆ replace the Chief Inspector, Inspectors and Assistant Inspectors of Fire and Rescue Authorities with a Chief Inspector, Inspectors and Assistant Inspectors of the Fire and Rescue Service (Inspectors of SFRS).

## **A Modern Purpose for Fire and Rescue**

7. The reform which establishes the Scottish Fire and Rescue Service is a key element of the Scottish Government's public service reform agenda. The SFRS will have a specific purpose aimed at making a real difference for our society and our economy:

"The main purpose of the Scottish Fire and Rescue Service is to work in partnership with communities, and with others in the public, private and third sectors, on prevention, protection and response, to improve the safety and wellbeing of people throughout Scotland."

8. The new purpose articulates the Scottish Government's vision for the SFRS focusing on the achievement of better outcomes for the people and communities throughout Scotland, leading to improved safety and wellbeing but also reflecting ways of operating in the 21<sup>st</sup> century. It reflects the excellent work it carries out in supporting and promoting community safety and well-being, through, for example, community safety initiatives and partnership working with health, education, and local authorities focused on prevention and early intervention, in order to improve

outcomes. The purpose places the new local scrutiny and engagement arrangements to the heart of SFRS core business.

9. This outcome-focused purpose will help to ensure that the delivery of fire and rescue services in Scotland continues to be dynamic, effective and trusted, working in partnership to make communities safer and stronger, through prevention and community engagement.

10. There was broad support for the focus on partnership working amongst those who responded to the draft purpose proposed in the consultation on Reforming Police and Fire and Rescue Services in Scotland (September 2011), with some commenting that it would further enable SFRS to participate fully in the wider public protection and community safety agenda. The emphasis on better outcomes and the focus on prevention were also welcomed. Following specific suggestions from respondents, the wording of the purpose has been adapted to make the purpose more inclusive of people living in (not just of) and across Scotland; to strengthen references to partnership working; and to include an explicit reference to community engagement. This purpose will be delivered through the aims for fire reform and the strategic priorities outlined in this document.

## **SFRS functions**

11. The statutory functions of the fire and rescue service are not changing (although the SFRS will become the fire safety enforcing authority for civil Crown premises). Under the new Purpose, this Framework places those existing statutory functions within a context of improving outcomes, promoting community engagement, prevention and partnership working and public service reform.

12. The existing legislative functions, which were reviewed as recently as 2005, remain, with a continued focus on prevention (reducing the risk of and changing people's perception and behaviour towards fire), protection (mitigating the effects of fire) and flexible response (to incidents). The functions set out in the Fire (Scotland) Act 2005 (the 2005 Act) to be transferred to the new Scottish Fire and Rescue Service include:

- ◆ Promoting fire safety (including providing advice, information, publicity and encouragement to prevent fires and death or injury from fires and to reduce losses);
- ◆ Fire fighting;
- ◆ Responding to road traffic accidents;
- ◆ Enforcing fire safety legislation in relevant premises; and
- ◆ Responding to any other eventualities likely to cause death, injury or illness, or harm to the environment (including buildings).

13. The fire and rescue functions in the Fire (Additional Function) Scotland Order 2005, made under section 11 of the 2005 Act have also been transferred to the SFRS:

- ◆ Responding to chemical, biological, radiological or nuclear incidents;
- ◆ Providing urban search and rescue capability;
- ◆ Responding to serious flooding; and
- ◆ Responding to serious transport incidents.

## SFRS values

14. The creation of a single Fire and Rescue Service for Scotland provides an exciting opportunity for the Service to define its core values and ethos in a way which exemplifies a modern, effective public service organisation. Scottish Ministers recognise that defining and delivering those values and ethos, shaped by the Purpose, and driving its approach to the discharge of these statutory functions, is a matter for the Service, but anticipate that they will reflect:

- ◆ a bold vision and outward looking focus, where everything which is done within the Service is challenged on its benefit to the people of Scotland and the stated outcomes and priorities of the organisation;
- ◆ a fundamental commitment to ensuring that services are delivered fairly and in a way which ensure equality and recognises diversity;
- ◆ a commitment to community engagement and local democratic scrutiny;
- ◆ probity and transparency across and within the functions of the Service; and
- ◆ a commitment by the Board, Chief Officer and senior management team to lead by example in the delivery of these values.

## Partnership working

15. The new SFRS must not work alone. It should build on the existing partnership work with the other emergency services and category one responders to enhance Scotland's resilience. It should build on existing partnerships with a range of local organisations to drive down risks in the community, and continue to build on its partnerships with a range of other justice sector bodies in its focus on the vulnerable and most at risk. That whole system approach across the justice sector has recently been formalised in the **Strategy for Justice in Scotland**<sup>1</sup>, which sets out our approach to making the justice system in Scotland fit for the 21<sup>st</sup> century and the role each of the key services can play in delivering a safer and stronger Scotland. The justice system is broadly defined to include the many people and organisations who work to keep our communities safe and to administer justice in its various forms; the SFRS is a vital part of this system. **Priority 6** of the strategy focuses on **reducing the harm from fires and other emergencies**, and **priority 8** on **strengthening community engagement and resilience**. The new SFRS shall have regard to the strategy in drawing up its strategic plan.

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<sup>1</sup> [www.scotland.gov.uk/Publications/2012/09/5924](http://www.scotland.gov.uk/Publications/2012/09/5924)

16. The community safety and resilience landscape in Scotland is dynamic and diverse. In recent years, Fire & Rescue Services have developed strong links with various partners including local authorities, emergency responders, other community planning agencies and businesses to identify and tackle national and local risk-based priorities.

17. The recent context of public service reform is founded on the benefits of working collaboratively towards shared outcomes that are focused on prevention. This is complemented by the formal duties the Service has under section 16 of the **Local Government in Scotland Act 2003** (as amended by the 2012 Act) to participate in the community planning process and to work with partners to prepare for and respond to emergencies effectively under the **Civil Contingencies Act 2004** (and associated regulations).

18. Closer engagement with local communities remains fundamental to service improvements be they in: responding effectively to incidents; integrating risk management processes; building resilience; or enhancing prevention & protection activities. The SFRS must be transparent and accountable to communities for the services it delivers, creating opportunities for de-centralisation and reducing duplication.

### **Strategic Priorities**

- The SFRS should embed partnership working throughout its business, building on the existing partnerships with other emergency responders and local service providers, as well as forging a partnership approach to working with the Scottish Government, the wider justice sector, and with workforce representative bodies.
- The SFRS should work in partnership with a diverse range of communities and stakeholders at all levels (including individual households, businesses, the third sector and other public authorities) in order to improve problem solving and achieve better outcomes.
- The SFRS should build community resilience and cohesion by:
  - empowering communities – making them aware of the risks they face;
  - supporting communities – to take simple steps to improve their own safety (from fires and other risks that can lead to the need for rescue); and
  - harnessing community resources and expertise – so that preparation for, response to and recovery from emergencies is a partnership between the service and the communities themselves.
- To effectively manage and plan a response to foreseeable risks in the community, it is crucial that the SFRS actively collaborates with partners, both at a local and national level.

### **Equality and Diversity**

19. As an essential public service right at the heart of our communities, the SFRS must strive to meet its equalities duties in respect of corporate decision making and

accountability, employment practice, workplace culture and service delivery. The mainstreaming of equality across policy and practice is key to the delivery of services relevant to the needs of communities, and the fostering of a healthy and prosperous workplace. Improving performance across all equality groups and in all that it does as an employer and service provider must remain at the core of the SFRS business objectives.

20. It is an objective that leadership on mainstreaming equality is provided from within the SFRS and that the corporate decision making, planning, approval, scrutiny and accountability mechanisms support this ambition.

21. The Scottish Government recognises that appropriate, effective and responsive public services cannot be developed in isolation of the recipient of those services and that partnership working and appropriate community involvement are essential. By equality impact assessing its policies, practices and functions, the SFRS will need to gather and analyse the evidence relating to different groups of people, including the disabled, minority ethnic communities, the elderly and so on. By assessing the impact of their services, policies and practices against the needs of equality groups, the SFRS will be better equipped to deliver a service that meets the needs of Scotland's diverse communities. Impact assessment is a key tool to support the continuous improvement of public services and to prevent discrimination or barriers to service arising in the first place.

22. The Scottish Government believes that an employer that recognises and values the diversity of its employees is one most able to provide a modern, efficient and effective public service. The SFRS must therefore foster a workplace culture where all employees are treated with dignity and respect, feel valued for their contribution and are encouraged to develop to reach their full potential. A key component of this objective is the need to demonstrate that individuals are appointed and promoted on the basis of merit from across all of Scotland's communities and that employment practices promote and support a positive working environment.

23. The general public sector equality duty was introduced in the Equality Act 2010 and came into force on 5 April 2011. Under this general duty, the SFRS must have due regard to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations. The SFRS is on the list of public authorities under the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012 and has to fulfil all the duties therein, demonstrating consideration of equality issues in all corporate decision making. The SFRS is also required to report performance against a set of equality outcomes, and also against the mainstreaming of equality across all functions and all levels of the organisation.

### **Strategic priorities**

- The SFRS should demonstrate a mainstreamed approach to equality and diversity across all levels of the organisation and all functional areas.
- The SFRS must continue to ensure that the decision making processes, services, policies and practices take account of people's different needs and experiences

and meet the requirements of the Equality Act 2010 and the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012.

- The SFRS will take steps to develop the capacity of its workforce to meet its equality obligations at individual, team and corporate level.
- The SFRS must demonstrate that it considers equality issues through its decision making and internal scrutiny arrangements including demonstrating compliance with the Equality Impact Assessment duty.

## **Environmental responsibility**

24. The Climate Change (Scotland) Act 2009 sets out clear and ambitious targets for emissions reductions and other climate change provisions, including adaptation. The public sector has a crucial leadership role in the delivery of Scotland's climate change ambitions in respect of both mitigation and adaptation. In recognition of this, Part 4 of the Act (which came into force on 1 January 2011) places duties on public bodies, (those bodies defined as a Scottish public authority within the meaning of section 3(1)(a) of the Freedom of Information (Scotland) Act 2002, as amended) includes the SFRS.

25. These duties require that a public body must, in exercising its functions, act in the way best calculated to contribute to the delivery of emissions reduction targets, to help deliver any statutory climate change adaptation programme, and in a way that it considers is most sustainable.

26. Part 4 of the Act also requires the publication of guidance by Scottish Ministers to public bodies in relation to their climate change duties, and those bodies must have regard to the guidance.

27. Through the vision of a 'Greener' Scotland the Scottish Government is committed to reducing greenhouse gas emissions through setting annual, interim and long term emission reduction targets. The SFRS has a duty to monitor and, where appropriate, reduce emissions. Waste management, carbon management and sustainability are all environmental issues that the SFRS will have to give consideration to, in order to demonstrate that it is an environmentally conscious organisation. Specific aspects that will require consideration are:

- ◆ Compliance with environmental legislation,
- ◆ Compliance with CRC (Carbon Reduction Commitments),
- ◆ Production of a Carbon Management Plan,
- ◆ Setting targets and achieving reductions in CO2 emissions,
- ◆ Monitoring and reducing Fuel/Water consumption,
- ◆ Reducing waste production and waste going to landfill,
- ◆ Developing a sustainability strategy,
- ◆ Increased use of renewable energy.

## Strategic priorities

- The SFRS should be an environmentally conscious and responsible organisation that complies with its statutory duties under the Climate Change (Scotland) Act 2009.
- The SFRS should develop ambitious waste management and carbon management strategies with sustainability embedded in its core policies and procedures.
- The SFRS must assess the environmental impact of its plans, programmes and policies, to minimise impacts where possible.

## The aims of fire reform

28. The aims of reform are:

- ◆ to protect and improve local services, despite financial cuts, by stopping duplication and not cutting frontline outcomes
- ◆ create more equal access to specialist support services and national capacity – like flood rescue – where and when they are needed
- ◆ strengthen the connection between fire services and communities by creating a new formal relationship with all 32 local authorities, creating opportunities for many more locally elected members to have a formal say in fire and rescue services in their areas, and better integration with community planning partnerships.

29. The Scottish Government and representatives of fire and rescue services developed a high level 'blueprint' for the SFRS. The blueprint forms a crucial element in the three pronged programme approach to reform: blueprint; benefits map and profiles; and the suite of SFRS projects. There remain a number of challenges for the SFRS to drive forward business changes in order to realise the benefits of reform whilst meeting the financial challenges. It is important that the SFRS builds on this programme structure to continue to manage and deliver the complex changes of the reform programme.

30. The blueprint sets out the SFRS's high level Day 1 and Final State (2015/16) working practices and processes, the information it requires, and the technology that supports its operations. It supports the strategic priorities of this Framework and should continue to be used as a crucial programme tool to support the SFRS' change programme, and ultimately to realise the benefits of reform. It provides continuity of focus to retain the aims of reform at the heart of SFRS strategic priorities.

## Framework structure

31. This Framework sets out the strategic priorities for the SFRS in four chapters covering the new governance and accountability landscape in which the SFRS will operate and the above three aims the SFRS should deliver. Benefits span all business areas, and must be taken into account at all levels of delivery from frontline operations to business support functions.

- ◆ Chapter 1 – the new governance and accountability landscape, including planning, reporting and performance management
- ◆ Chapter 2 – protecting and improving local services and reducing duplication
- ◆ Chapter 3 – more equal access to specialist support services and national capacity
- ◆ Chapter 4 – strengthening the connection with communities

## Timescales

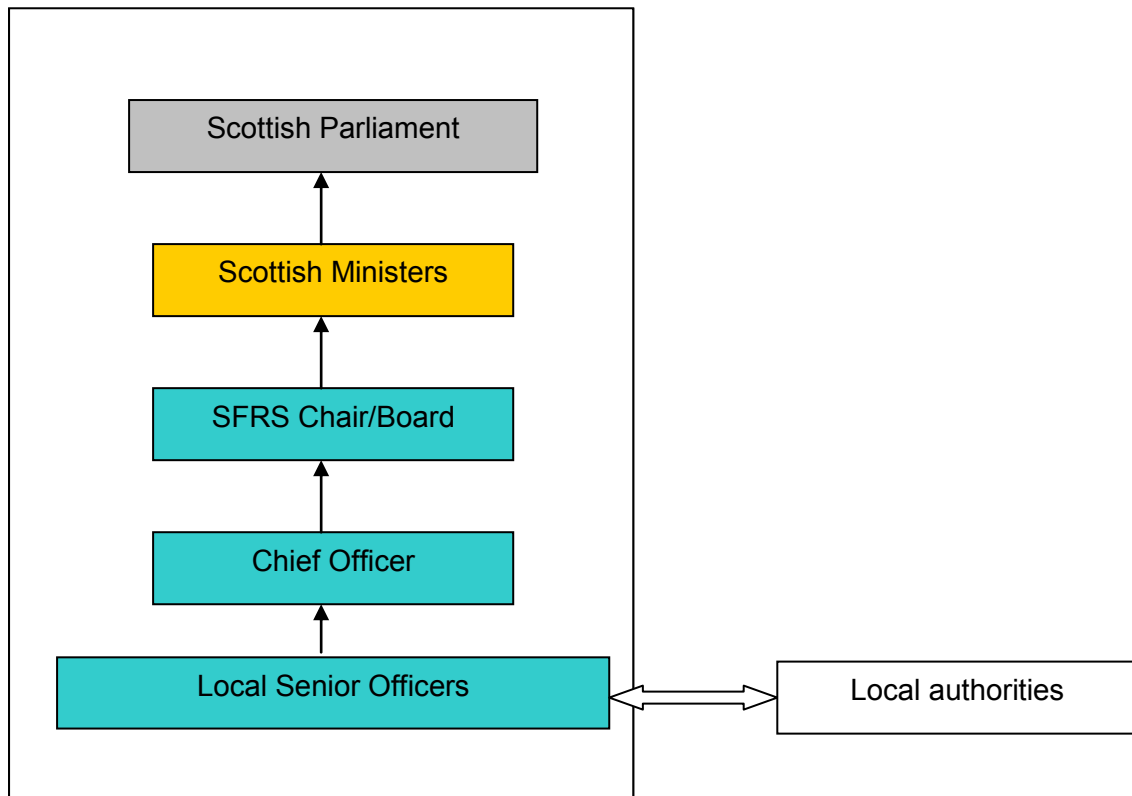
32. Scottish Ministers will keep the terms of this Framework under regular review, and consider the need to produce a new Framework from time to time. At the date of coming into effect, it is anticipated that this Framework will see the SFRS achieve 'steady state' as a streamlined and high performing organisation. It is envisaged that future Fire and Rescue Frameworks will be tailored to meet the evolving needs of Scotland's diverse communities, setting out new priorities and ambitions for SFRS as it develops and adapts to meet new challenges.



## CHAPTER 1: The New Landscape

### Governance and accountability

33. The introduction of the new national body means a significant new relationship between the Scottish Government and the SFRS, as well as a new relationship between the SFRS and all 32 local authorities, with more opportunities for elected members to become involved. There is a clear accountability chain:



34. The **Fire and Rescue Framework** (this document) sets out Ministers' expectations and strategic priorities for the SFRS. It is a statutory document to which the SFRS must have regard, the requirements for which are set out at section 40 of the 2005 Act, as amended.

35. The **SFRS Strategic Plan** sets out how the SFRS will deliver against the priorities set out in the Fire & Rescue Framework and the outcomes against which this delivery can be measured. The 2012 Act requires that the SFRS Strategic Plan be prepared in consultation with representatives of local authorities, SFRS employees, and others SFRS considers appropriate. Building on this requirement, the SFRS should seek to embed stakeholder engagement in its strategic planning process, developing proposals in collaboration and partnership. The Strategic Plan covers a three year period, and can be reviewed at any time, but must be reviewed at least once within the three year period. The date for the first Strategic Plan is set by Order, and is expected to be 1 September 2013. If the Fire & Rescue Framework is revised, an automatic review of the Strategic Plan is triggered. Scottish Ministers approve the Strategic Plan. The SFRS will produce an **Annual Plan**, setting out its priorities for the coming year, in line with the direction set out in the Strategic Plan.

36. **Local Fire & Rescue Plans** flow, in turn, from the SFRS Strategic Plan, and also cover a three year period. They can be reviewed at any time but must be reviewed if there is a new Fire and Rescue Framework or Strategic Plan, or if they have not been revised within the three year period. Local Plans will set out local solutions to local issues and national priorities and detail local activity, linking to the performance management framework and demonstrating how they contribute to national priorities and key performance targets. Local Plans are to be approved by the Local Authority.

37. The formal relationship between the Scottish Government and the SFRS is set out in a **Governance and Accountability Framework Document**, based on the model contained in the Scottish Public Finance Manual. It sets out the key roles and responsibilities of Ministers, Scottish Government staff at senior level and within the SFRS sponsor team, the Chair, Board and Chief Officer. It covers performance and financial management arrangements, and details of financial delegations and controls. The governance framework document complements this Fire and Rescue Framework which covers aims, objectives and targets, and is kept under review.

38. Scottish Ministers will agree a funding settlement which will be paid directly to the SFRS following the Parliamentary budget process. This means that SFRS will be subject to a single system of financial control the same as that which applies to other public services established and funded by central government. The SFRS Board will hold the Chief Officer, as Accountable Officer, to account through the internal delegation of responsibilities for expenditure on fire and rescue services, and will be responsible for preparing annual accounts to be audited by the Auditor General. Scottish Ministers will arrange for a statement of accounts to be placed before the Scottish Parliament.

39. The Scottish Ministers are ultimately accountable to the Scottish Parliament for the activities of the SFRS and its use of resources, although Parliament may also question the SFRS (normally through the Chair, and Chief Officer in their capacity as Accountable Officer) over delivery of their objectives and propriety and stewardship of public funds. In addition, section 124 of the Police and Fire Reform (Scotland) Act 2012 requires the Scottish Parliament to make arrangements for keeping under review the operation of the Act.

40. An Annual Report will be produced by the SFRS each year, and laid before Parliament with the annual accounts. The report will detail progress made towards the delivery of the three year strategic plan and assess SFRS' performance in acting in accordance with the Framework.

41. Scottish Ministers shall hold the SFRS to account for performance against the Fire and Rescue Framework, Performance Management Framework and key performance targets, approving the SFRS Strategic Plan and the use of its allocated budget as set out in the SFRS Annual Plan, and described through the Governance and Accountability Framework.

42. The SFRS Board shall demonstrate clear leadership, and use the Performance Management Framework, Governance and Accountability Framework, and Best Value duties to hold the Chief Officer to account for operational performance and financial spend. Board members are required to act in accordance with principles of good governance, accountability and transparency. The SFRS also has statutory duties to provide public access to its proceedings, papers and reports but must provide a clear statement setting out the exceptions to this general principle. The Board should ensure that SFRS has a clear strategy for engagement with stakeholders and a commitment to partnership.

43. The SFRS will also be subject to a statutory duty of Best Value and subject to examination and inspection by the Auditor General and the Inspectors of the SFRS.

### **Performance Management and scrutiny**

44. The fire and rescue services have a proven track record in performance management. It has been recognised that there is a need for further cohesion of performance management arrangements. The bringing together of eight services provides the opportunity to review data recording and reporting requirements and practices. High level outcome and input key performance indicators (KPIs) across a range of SFRS functions have been developed in partnership between the Scottish Government and services, and were first published as a dataset in February 2012, providing a useful baseline against which to benchmark performance during and after the reform process, and as a basis for measuring benefits realisation. These KPIs are set out at Annex A of this Framework.

### **Continuous improvement in performance**

45. The Scottish Government's response to the Christie Commission, *Renewing Scotland's Public Services*, outlined that reform of public services needed to demonstrate a sharp focus on continuous improvement and the use of reliable improvement methods. The priorities set out in this Framework pave the way for a set of meaningful performance targets across the range of SFRS functions. The purpose of introducing targets is to support and encourage continuous improvement and realisation of the benefits of reform. They should be perceived as providing added value rather than as something which is punitive or an unnecessary burden.

46. Targets should be primarily designed to assess the organisation at national level to demonstrate success in delivering the Fire and Rescue Framework and the realisation of reform benefits, but should be open to adaptation at local level. This allows local delivery solutions for national priorities based on local risk profiles, and allows the SFRS to make performance comparisons between the various subsets of the organisation. There should not be an expectation that all targets would be applicable at local level or indeed within each Local Senior Officer command, given the diversity of Scotland's communities.

47. It is important that targets reflect, as far as possible, the range of activities carried out by the SFRS, without adding a data burden. Areas where Scottish Ministers consider performance should be stretched are:

- ◆ Reducing fire casualties, by 5% each year
- ◆ Reducing special services casualties
- ◆ Reducing accidental dwelling fires, by 10% each year
- ◆ Reducing the number of non-domestic fires
- ◆ Reducing firefighter injuries
- ◆ Reducing staff sick absence, by 10% each year

48. Scottish Ministers may, however, introduce a wider range of ambitious targets in due course, and are interested in exploring the following areas for potential future development:

- ◆ equality and diversity
- ◆ improving the availability of stations and appliances
- ◆ reducing unwanted fire alarm signals.

## **Performance reporting**

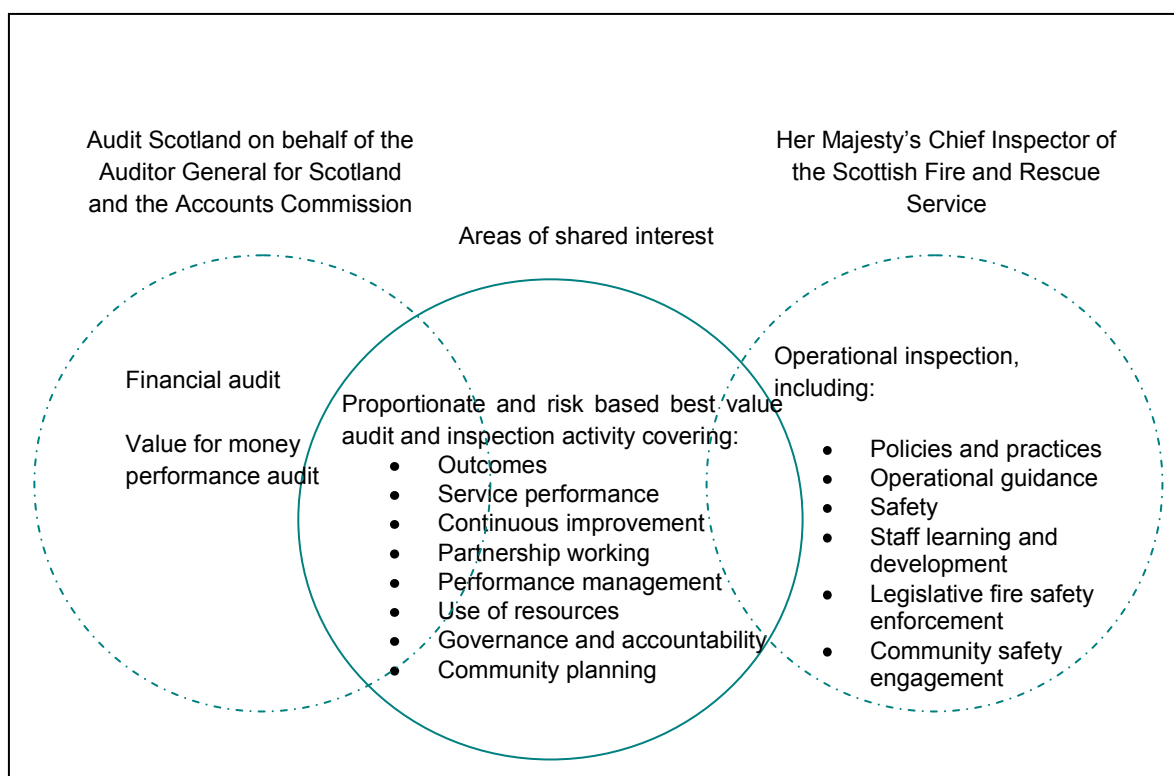
49. Arrangements for performance reporting will be set out in the Governance and Accountability Framework document.

## **Audit and inspection**

50. The Act replaces the posts of Chief Inspector, Inspectors and Assistant Inspectors of Fire and Rescue Authorities with those of Chief Inspector, Inspectors and Assistant Inspectors of the Fire and Rescue Service (Inspectors of SFRS), respectively. The SFRS will be inspected by these Inspectors of the SFRS who may independently initiate inquiries as well as inspecting on direction by the Scottish Ministers.

51. The Act puts the relationship between the Inspectors of the SFRS and the Scottish Parliament on a clear footing by requiring the Inspectors of the SFRS to provide its reports to the Scottish Ministers, and, depending on the circumstances, make reports relating to the state and efficiency of the SFRS available to the Scottish Parliament either directly or through Scottish Ministers. The Inspectors of the SFRS are also required to present its reports to the SFRS.

52. SFRS is required to send statements of accounts to the Auditor General for audit. The Auditor General also has powers to examine the delivery of Best Value in addition to his powers to examine the economy, efficiency and effectiveness of the service under Section 23 of the Public Finance and Accountability (Scotland) Act 2000. The Chief Inspector and the Auditor General have a duty to cooperate and are planning complementary and proportionate scrutiny activity based on the principles outlined in the diagram below.



## Complaints

53. The SFRS is a listed authority for the purposes of the Scottish Public Services Ombudsman Act 2002. Hearing and investigating relevant complaints against the SFRS where a person alleges maladministration or service failure is a matter for the SPSO. Where the Chief Inspector is made aware of a complaint, the nature of which might suggest a general inquiry into the 'state and efficiency' of the SFRS or the way in which it is carrying out its functions may be appropriate, the Chief Inspector may decide to carry out such an inquiry.

## Strategic priorities

- The SFRS should develop a comprehensive and detailed performance management framework, including a broad suite of indicators for use in robust internal scrutiny arrangements for both local and national delivery, with the high level KPIs at its core. It should ensure that data captured is consistent and quality assured, to facilitate both planning and reporting of local activity based around the varying risk profiles our communities experience.
- In the pursuit of continuous improvement the SFRS will evaluate the use of improvement methodologies, in liaison with the Improvement Service, to assess future benefits to be derived in terms of sector led improvement.
- Scrutiny arrangements must include effective assessment of the benefits realisation required against the aims of reform.

- The SFRS must detail and ensure efficient and effective systems are in place for the Chief Inspector of the SFRS and the Auditor General for Scotland to scrutinise and report on the SFRS.
- A memorandum of understanding should be developed between the SFRS and the Scottish Public Services Ombudsman which includes a description of how the SFRS provides information to the public on how to complain about services provided.

## **CHAPTER 2: Improved Service Outcomes and Protecting Frontline Services**

54. The integration of the eight previous Fire and Rescue Service into the single service for Scotland provides the opportunity for the streamlining of policies and procedures across all areas of operational activity, identifying and rolling out best practice. The SFRS will provide greater resilience for the public, property, economy and environment by reducing harm from fires and other emergencies through improved outcomes, whilst achieving savings.

55. The SFRS will improve the use of public money, generating greater public satisfaction, by reducing costs through efficiently and effectively applying risk based management of resources and increased flexibility, whilst delivering savings. The SFRS will invest in the right skills and culture for staff to deliver high quality, value for money services in a positive environment for everyone.

### **Risk management**

56. The SFRS has a statutory duty to reduce the risks to our communities whilst delivering best value; making certain that the communities we serve receive the best possible service, and at the same time, providing the greatest possible value for money. The management of risk in this context is about:

- ◆ identifying the risks to the community which fall within the scope of responsibility of the SFRS;
- ◆ undertaking a process to prioritise these risks; and
- ◆ ensuring the service has the appropriate blend and distribution of capabilities to address them.

57. In fulfilling its purpose, the SFRS must manage the risk to the community. In doing so it must first understand this risk through a robust national strategic assessment from which national priorities will be identified and plans to address them will be developed. From this will flow the development of appropriate local priorities and solutions which contribute to the delivery of national objectives.

58. The SFRS should use the three main areas of service delivery – prevention, protection and intervention – in a blended approach to provide the most appropriate solution to the identified priorities.

### **Strategic priorities**

- Risk information should be effectively managed at a national level and co-ordinated through all community partners, encouraging appropriate information/data sharing and joint analytical work. The SFRS should continue to build upon existing arrangements that capture accurate and complete statistical information including that held by relevant partners, to provide a sound evidence base to underpin risk management.



- The national approach to risk management should be to prioritise and target resource based on identification and evaluation of community risk (in particular in vulnerable communities and/or individuals) and Best Value. This strategic management of risk will help develop a consistent approach to, and identify the correct balance between, prevention and response, to enable improved outcomes.
- The SFRS must ensure its approach recognises that the nature of risk can be transient and dynamic, and build flexibility into its approach to the risk management to respond to this.
- The SFRS should ensure it uses the learning outcomes from Fire Investigation (as set out in more detail in Chapter 3).
- The SFRS must articulate the relevant connections between local planning and its contribution towards national strategic risk management.

## **Prevention and protection**

### **Community Safety**

59. The SFRS has a statutory duty to promote fire safety under Part 2 (section 8) of the Fire (Scotland) Act 2005 to include provision of information and publicity aimed at preventing fire and reducing deaths and injuries, restricting fire spread and advising on means of escape from buildings. It also has a duty under section 16 of the Local Government in Scotland Act 2003 to participate in the community planning process, which must be delegated to the Local Senior Officer to undertake in each local authority area. Fire prevention and protection activity over recent years has been key to reducing the number of fires, casualties and losses in Scotland thus minimising loss of life and the economic and social impact of fire on communities.

60. For the first time, the SFRS will bring together responsibility for both national campaigns previously run by the Scottish Government and local campaigns run by the previous eight services, and will continue to have balance the level of resources committed to providing publicity to allow people to reduce their own risk with more direct intervention such as home fire safety visits.

### **Fire safety in non-domestic buildings**

61. The SFRS is responsible for enforcing the Chapter 1 fire safety duties in Part 3 of the Fire (Scotland) Act 2005 and the Fire Safety (Scotland) Regulations 2006, for the majority of relevant premises (as defined in section 78). The Service also enforces some other pieces of fire safety legislation. When carrying out enforcement, the SFRS should have regard to separate guidance issued by Scottish Ministers.

62. Enforcement activity includes carrying out fire safety audits of premises and providing advice and, when necessary, carrying out enforcement action. Fire safety enforcement activities should be informed by risk and thus targeted at those premises where the risk to life is greatest. The aim of enforcement is to offer support and check that employers and other duty holders are ensuring the safety of persons



in the event of fire. Whilst the main focus of fire safety promotion has up till now tended to be on activity to prevent dwelling fires and related casualties, a greater focus on *enabling* duty holders to comply with fire safety legislation along with enforcement lends itself to promotion and education activities being targeted also at the non-domestic sector.

## **Strategic priorities**

### **Prevention**

- The SFRS should build on the progress achieved in community fire safety activity through partnership working, and should take into account the specific and unique risks facing Scotland that are outwith its direct control. In particular, Local Senior Officers must ensure that there is a clear process for working with partners to identify the most vulnerable communities, and most vulnerable individuals within communities, to target activity where it is most needed.
- The SFRS should have a corporate public engagement and communications strategy to direct all education, information and advice provided to promote fire safety nationally and locally. The publicity strategy must focus resources, via appropriate channels, on continual performance improvement and be led by a risk-based methodology targeting business and local communities as appropriate, using the interventions evidenced to work best in practice. The SFRS should continue to engage with the SG to ensure linkages with other national campaigns and Ministerial interests.
- The public engagement and communications strategy should provide the basis for accessible and inclusive community safety interventions designed to meet the needs of Scotland's diverse communities.
- The SFRS should work with partners to formulate a communications strategy for safety advice in relation to areas of specialist rescue. This provides the opportunity to ensure proper integrated public safety campaigns for relevant areas of activity.

### **Protection**

- The SFRS should have resources and procedures to meet its legislative fire safety enforcement responsibilities including those under chapter 1 fire safety duties in part 3 of the Fire (Scotland) Act 2005 (as amended) and the Fire Safety (Scotland) Regulations 2006.
- The SFRS should produce a risk based strategy for 'enabling compliance and enforcement' which ensures a consistent and risk proportionate approach to fire safety legislation, promoting economic growth in Scotland. The service should do this through partnership work and engagement with stakeholders including the business sector.

## Evaluation

- Effective, transparent and robust evaluation, which identifies and shares best practice, must underpin all prevention and protection activities in order to demonstrate public value. The SFRS should set out clear guidelines for how and when the results of such evaluations will be made public.

## Response and resilience

63. The SFRS has a statutory duty under Part 2 of the Fire (Scotland) Act 2005 to respond to fires, road traffic accidents and a power to respond to other events and situations. Similarly, the Fire (Additional Function) (Scotland) Order 2005 sets out other situations or events that the SFRS has a statutory duty to respond to, including: chemical, biological, radiological and nuclear (CBRN) incidents; serious transport incidents; serious flooding; and search and rescue.

64. The Civil Contingencies Act 2004 requires the SFRS to work with the other emergency services and responders in producing comprehensive plans for major and catastrophic incidents. This includes emergency planning and response to widespread threats and incidents involving, for example, terrorism and environmental disasters. The SFRS, working with the Scottish Government and other responders, makes a key contribution to a multi-agency national capability to respond to a CBRN attack in Scotland, through the provision of specialist equipment, appropriate training, mutual aid arrangements and ongoing collaboration with other emergency responders. In addition, the SFRS plays a key role in the protection and resilience of both Scottish and UK critical infrastructure assets including critical SFRS assets.

## Strategic priorities

- The SFRS must establish and maintain close links with other agencies to ensure that responders are provided with appropriate, relevant and timely risk information, to ensure community and firefighter safety.
- The SFRS must support effective multi-agency emergency planning and response by contributing fully to the work of Strategic Co-ordinating Groups in assessing risk, preparing and planning for, responding to and recovering from major and catastrophic incidents.
- The SFRS must plan its operational response in a way which reflects national and local risk across Scotland and the UK and in doing so ensure that its arrangements for operational command are designed in the simplest possible form.
- When planning and managing a response to foreseeable risks in the community, the SFRS should seek to develop a shared understanding with both local and national partners of their relative roles, responsibilities and capabilities, to ensure that when emergencies do occur, they are responded to and concluded as effectively and efficiently as possible, and in an interoperable manner.

- The SFRS must ensure that arrangements are in place so that communities can access fire and rescue services, through a robust and resilient command, control and communications provision.
- The SFRS will continue to identify, advise on and respond to emerging and established risks, keeping its capability under review with reference to the National Risk assessment and other relevant sources.
- The SFRS should develop an appropriate mechanism for the provision of strategic assurance to Government that agreed capabilities and interoperability arrangements are in place and fit for purpose.
- The SFRS must establish and maintain close links with relevant critical infrastructure stakeholders to ensure that Scotland's critical fire assets are protected and resilient.

## **The workforce**

65. The Scottish Government's public service reform agenda recognises the importance of an expert and committed workforce. The most valuable asset of the SFRS is its workforce and, through its leaders and employees, the SFRS has a direct responsibility to the people of Scotland for the delivery of a modern, fit-for-purpose fire and rescue service. A highly skilled workforce is an essential component of a well developed modern public service and crucial to deliver the aims of reform and the outcomes outlined in the blueprint.

66. The SFRS also has a responsibility to its employees, when delivering on this promise to our communities, that it complies fully with the requirements of employment legislation and builds a brand which is widely regarded as an employer of choice.

67. Learning and development (L&D) plays a critical role in enabling the Service to meet both its statutory obligations and duty of care to the workforce through investment in the development of the capabilities, competencies and skills requirement to support sustainable and continuously improving public services. Services across Scotland have worked to continuously improve and build on a national strategic approach to learning and development since the publication of the first national L&D strategy in 2003. Although the commitment to learning and development has remained consistent, the breadth, methods and understanding of both L&D and the environment within which the sector operates have evolved significantly.

68. For reform to be successful, as well as harmonisation and consolidation of existing good practice in new structures and working practices, the people and cultural issues surrounding the changes must be addressed.

**Strategic priorities:**

- The SFRS should develop an innovative structure that enables high value and effective services while delivering all necessary efficiencies.
- The SFRS should demonstrate progress on meeting the obligations set out in the Equality Act 2010 and the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012.
- To deliver a highly skilled and motivated workforce, the SFRS should develop an integrated suite of people strategies, policies and procedures which align individual contributions with the SFRS vision, values, strategic objectives and Strategic Plan.
- The SFRS should seek to foster harmonious industrial relations with all representative bodies.
- A SFRS workforce strategy should be developed, which:
  - captures the diverse range of staff (full-time, retained duty system (RDS), volunteer and non-uniformed) involved in delivering the business
  - considers sustainability of current systems
  - builds leadership and management capacity, embeds Service values and supports the provision of open and transparent governance arrangements;
  - supports the delivery of a suitable response capability taking into account the local risks and needs of rural and island communities and
  - specifically articulates a new vision for the future of service delivery in remote and rural areas.
- The SFRS should ensure effective business continuity arrangements are in place which maintain service delivery at all times.
- An effective pay and conditions negotiating framework is required, which allows negotiations to complement the broad principles of the Scottish Government's Public Sector Pay Policy.
- The SFRS should consider the most efficient and cost effective way of administering and managing pay and pensions for uniformed officers and support staff post April 2013, taking into account the likely impacts of the proposed Public Sector Pension Reforms due for implementation in April 2015.
- The SFRS should secure arrangements for promoting and ensuring the health, safety and wellbeing of all staff, ensuring that a collaborative approach to participation and involvement of employees and their representatives is undertaken when identifying, resolving and improving policy and related practice.
- The SFRS is expected to demonstrate ongoing commitment to strategically driven, high quality L&D, designed to integrate seamlessly with other workforce management strategies.

- The SFRS shall behave as a learning organisation. It will ensure:
  - effective knowledge management arrangements are in place to learn from opportunities, enabling all employees to contribute, with the aim of improving standards of service delivery and across other areas of the SFRS (including learning points and innovation from operational incidents); and
  - that these arrangements are sufficiently robust to ensure that, where appropriate, they challenge or affect existing policies or procedures, as well as feeding future policy development, thus ensuring an organisation that is fit-for-purpose and continuously improving.
- The SFRS should develop and maintain the competence of all staff through ensuring a comprehensive L&D strategy is in place, with appropriate supporting strategies and implementation plans balancing operational, emergency response and resilience requirements with the prevention and community protection agenda, and the development of leadership, management and corporate skills capabilities.
- The L&D strategy should also:
  - support transition to the SFRS, the effective management of change and reform, and the delivery of public value;
  - support interoperability between UK Services and between the SFRS and partner organisations through the collaborative development and alignment of learning frameworks and the creation of opportunities for joint learning and development of partnership working skills.
- The Scottish Fire Services College of the future should be a centre for excellence in L&D strategic development and implementation; knowledge management; L&D development and delivery; assessment of competency and standard setting; and quality assurance and e-systems.

## **CHAPTER 3: More Equal Access to Specialist Resources and National Capacity**

69. In addition to the statutory duties set out in Chapter 2, section 13 of the Fire (Scotland) Act 2005 enables the SFRS to respond to other eventualities where there is a threat to life or the environment (for example incidents involving rope and water rescue). The SFRS should continue to work in partnership with the Scottish Government and other key stakeholders to ensure that national arrangements for the continued response to fires and other emergencies as set out above is coordinated nationally and delivers locally to meet the needs and expectations of the communities of Scotland. The rigorous application of risk management, as set out in Chapter 2, will identify opportunities to create more equal access to specialist resource and national capacity.

70. The fire and rescue services have exercised their discretionary function under section 13 of the 2005 Act to provide a wide range of humanitarian services to their communities. These range from rescuing persons trapped in lifts, providing support to the ambulance service in the transport of bariatric patients and assisting the NHS with the removal or detachment of objects from patients, to animal rescues and making safe buildings or structures. Scottish firefighters also have a long and proud tradition of contributing to rescues internationally through the relevant United Nations arrangements.

71. The SFRS has a highly-trained workforce with specialist skills and equipment, which might be reasonably adapted to deal with unusual and hard to define situations. Nothing in this Framework should be read as seeking to limit the Service's contribution to the communities it serves. The SFRS has the discretion to act, beyond its core functions, to respond to those events it considers appropriate because of a risk of harm to individuals or the environment. It is therefore vital that the SFRS's partners both locally and nationally, and those in our communities, know when and how the SFRS can be called on to assist in tasks of this nature.

### **Strategic priorities**

- The SFRS must clarify and communicate the parameters of its operational functions, whilst explicitly recognising the need to adapt and improvise in unusual and difficult to define circumstances. All of this should fall within the scope of the community risk planning which the SFRS undertakes. In doing so the service should take other reforms into account.
- When considering the risk management priorities set out in Chapter 2, the SFRS should aim to create more equal access to national capacity, which an expectation that areas with similar risk profiles should normally have similar provision.
- The SFRS should actively develop a role as a champion and coordinator of specialist rescue. The SFRS should engage with the other emergency services and relevant voluntary groups to understand and manage the risk across Scotland, and, in doing so, create more equal access to specialist support based on community risk.

- The SFRS should consider a national register of assets to cover areas of specialist rescue, setting out the criteria for their registration, such as availability, procedures, equipment and training.
- Through its involvement in multi-agency risk assessment, emergency planning and response (through the Strategic Co-ordinating Groups) the SFRS should ensure that its resources and capabilities are used, where possible, to help prevent and to respond to and recover from emergencies and major incidents, as effectively as possible. These incidents could be unpredictable, novel and could result from a wide range of causes including CBRN, terrorist activity and the effects of climate change. Further details on risk and resilience can be found in Chapter 2 of the framework.

## **Fire Investigation**

72. The SFRS has specific powers in relation to investigating fires. These powers are detailed in Section 29 (Powers of authorised employees in relation to investigating fires) of the Fire (Scotland) Act 2005, as amended. These powers allow authorised employees of SFRS to enter premises where there has been a fire so as to investigate what caused it and why it progressed as it did. Authorised employees can also remove documents, samples and articles for the purpose of investigation.

73. The investigation of fires affords the SFRS the opportunity to gather information in relation to their cause and development. The SFRS should make full use of this opportunity so that the information gathered by fire investigation can be used to enhance community and firefighter safety. This information can either be combined or used on a case-by-case basis to influence Community Safety Engagement initiatives. Where investigations are undertaken at non-domestic premises the intelligence gathered can be used to inform Fire Safety Enforcement strategies. The outcomes of investigations can also be used to provide important safety information to firefighters in respect of the behaviour of fire and its interaction with building materials.

74. The SFRS also has an important role to play in the investigation of fires that are suspected to be deliberate in nature. Where this is the case the investigation lead will fall to the Police, directed by the Procurator Fiscal. Although the Police lead in such circumstances, the SFRS contribute to joint investigations that are undertaken. To support this, the SFRS should ensure that appropriate protocols are developed with the Police for such joint working.

75. Fire investigation has an important role to play internally in SFRS and in support of the criminal justice system. To acknowledge this importance SFRS must ensure an appropriate and consistent approach to providing fire investigation across Scotland.



## **Strategic Priorities**

- In order to improve prevention and protection and fire-fighter safety outcomes, the SFRS must ensure an appropriate and consistent approach to providing risk based fire investigation across Scotland for different categories of incident.
- The SFRS must continue to develop effective links with relevant elements of the criminal justice system. Fire Investigation and Incident research, including incident study and multi agency case conferences, must contribute to the SFRS as a learning organisation by informing enforcement and engagement initiatives and identifying emerging trends in other areas.



## **CHAPTER 4: Strengthened connection between the SFRS and communities**

76. The connection between the Scottish Fire and Rescue Service and communities shall be strengthened by creating a new formal relationship with all 32 local authorities, providing opportunities for many more locally elected members to become involved and offering better integration with community planning partnerships. This will serve to support the designing and delivering of excellent services which meet and are more responsive to the needs of local people and underpin more meaningful engagement with community issues.

77. Within the national governance structures for the SFRS, the 2012 Act ensures an enhanced focus on local delivery of fire and rescue functions. The SFRS is under a statutory duty to ensure adequate arrangements for fire and rescue services in all 32 of Scotland's local authority areas. The SFRS strategic plan should set out how the service intends to discharge this function, demonstrating that its operational arrangements for each area will be adequate and proportionate to the local risk profile.

78. After consulting with the relevant local authority, the Chief Officer must designate a Local Senior Officer for each local authority area, who will be accountable for local service delivery through the Chief Officer to the SFRS board. The Local Senior Officer is a new statutory role for a designated employee of SFRS, to whom the key local functions of the SFRS are to be delegated. In order to discharge those functions effectively and provide leadership locally, the Local Senior Officer must have sufficient delegated authority and the requisite skills and training. They will be the main point of contact and lead partner, representing the SFRS in local partnerships and submitting to local authority scrutiny. It is incumbent upon the Chief Officer to ensure that the officers designated to carry out this role are adequately equipped, supported and empowered to do so.

### **Role for local government at national and local level**

79. Scottish Ministers have a statutory duty to consult local authority representative bodies when preparing the Fire and Rescue Framework (this document). Local authorities will therefore have the right to have a say in the national strategic direction of the new services. In addition, the SFRS has a statutory duty to consult such representative bodies and all local authorities on their Strategic Plan. Building on these legislative requirements, the SFRS should develop an engagement strategy which sets out how it proposes to work in partnership with local authorities, engaging with them and their representative bodies in its planning and across the range of its functions, to identify and deliver/improve shared outcomes for communities across Scotland.

80. For the first time, each local authority in Scotland will directly influence the delivery of fire and rescue functions in their areas. The Local Senior Officer has a statutory duty to work with the local authority to set priorities and objectives for fire and rescue services in the local area, and is required to prepare the local plan for fire

and rescue, that meets the needs of the local area for approval by the local authority. The SFRS engagement strategy should set out its corporate expectations and clear guidelines for Local Senior Officers to support them in working with their respective local authorities.

81. Partnership and engagement are central to this relationship, as is local democratic scrutiny. The local authority has statutory powers to monitor the delivery of fire and rescue functions in the area, and to provide feedback to the Local Senior Officer and make recommendations for improvements. It is for each local authority to determine how to structure its engagement with and scrutiny of Local Senior Officers, but within that flexible framework, the SFRS should provide guidance to its staff on the legislative parameters that underpin that relationship, as well as its own policies and procedures for dealing with any issues arising. While emphasising and fostering positive local partnership working, SFRS guidance should provide clarity on the accountability of Local Senior Officers as employees through the Chief Officer to the SFRS board.

82. The Local Senior Officer is also required to provide such information and reports, relating to the carrying out of its functions, as the local authority may reasonably request. The SFRS should set out how it intends to meet these demands and ensure that Local Senior Officers are adequately supported, in order to respond to such requests and work with local authorities and their representative bodies to agree a shared understanding of what would constitute a “reasonable request”.

## **Integration with Community Planning Partnerships**

83. The 2012 Act also ensures that the structures for local delivery of fire and rescue functions are better integrated with Community Planning. The SFRS has statutory duties in relation to Community Planning, which must be *delegated* to Local Senior Officers, who will be the key partner in Community Planning at local authority level; but, as with all functions, these duties are placed on the SFRS corporately. The SFRS board and the Chief Officer will provide national leadership and oversight of SFRS participation in community planning across Scotland, as Community Planning is taken forward in line with the Scottish Government and CoSLA’s [Statement of Ambition](#)<sup>2</sup> arising from the Review of Community Planning.

84. There is a statutory requirement on the Local Senior Officer to include information on Community Planning in the local fire and rescue plan, specifically to set out how it will contribute to outcomes identified through Community Planning. Building on this requirement, local fire and rescue plans should tie in to existing local planning arrangements, clearly demonstrating how the local SFRS priorities will link to the priorities, outcomes and approaches expressed in single outcome agreements.

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<sup>2</sup> <http://www.scotland.gov.uk/Topics/Government/local-government/CP/soa>

## Local fire and rescue plans

85. The Local Senior Officer has a statutory duty to prepare a fire and rescue plan for the local authority area. The local plan is first and foremost an SFRS plan and must have regard to this Framework and the national priorities set out in the SFRS Strategic Plan. The legislation requires that it be prepared in consultation with the staff representatives and other interested parties, which could include other community planning partners, as well as local communities themselves. In preparing its engagement strategy, the SFRS should seek to identify and promote models of best practice in community engagement, ensuring that local partnership working is not regarded as an end in itself, but is connected to and driven by the communities it serves.

86. Drawing on national priorities set out in the SFRS Strategic Plan, the local fire and rescue plan must include priorities and objectives, developed with the local authority, and set out the proposed local arrangements for delivery of those priorities and objectives. It will identify outcomes against which the achievement of priorities and objectives may be measured (where practicable), and make clear how the arrangements for local service delivery will contribute to the outcomes identified through community planning. It may also include such other matters relating to the carrying out of SFRS functions as the service considers appropriate. This provides scope for local plans to go beyond the broad parameters set out in legislation and the SFRS engagement strategy should explore this, setting out a clear vision for local planning, to strengthen the existing bonds with local communities.

87. The Local Senior Officer is required to submit the local fire and rescue plan to the local authority for approval. The SFRS engagement strategy should set out broad expectations that Local Senior Officers will work closely with local authorities and other relevant partners on the development of local plans, with a view to producing documents which embody a joint approach to local service design, with shared outcomes and, thus, to which local authorities can provide approval. The SFRS should also develop and publish policies and procedures for dealing with any unresolved issues and work in partnership with local authorities to seek their swift resolution, whilst ensuring that local service delivery is maintained.

## Strategic priorities

- The SFRS Strategic Plan should set out how its operational arrangements for each area will be adequate and proportionate to the local risk profile, to ensure the appropriate targeting of resources to deliver strategic outcomes for the SFRS and key partners.
- The SFRS board and Chief Officer will provide national leadership and oversight of SFRS participation in community planning across Scotland, as it is taken forward in line with the Scottish Government and CoSLA's [Statement of Ambition](#) arising from the Review of Community Planning.

- Building on legislative requirements for local scrutiny and community planning, the SFRS should develop an engagement strategy which should:
  - set out a clear vision for partnership-working with local authorities, community planning partners and others, to identify and improve shared outcomes for communities across Scotland;
  - demonstrate how it will embed local service planning and delivery into community planning arrangements, ensuring that local fire and rescue plans tie in to single outcome agreements;
  - set out its corporate expectations and clear guidelines for Local Senior Officers, detailing policies and arrangements for responding to Local Authority requests for reports and information;
  - provide a clear route of access and procedures for local authorities to engage with the SFRS at a national level;
  - clarify the interaction between national and local priority setting and establish corporate policies for dealing with issues arising from the development of local fire and rescue plans.
- The SFRS and, specifically, its Chief Officer should ensure that Local Senior Officers are adequately equipped, supported and empowered to fulfil their statutory duties and build productive relationships with local authorities and others, describing how they will work with partners using the lessons from the Pathfinder Projects to prepare their Local Plans, based on the SFRS Strategic Plan.

**ANNEX A****Table of Performance Indicators**

Primary indicators demonstrate outcomes, while secondary indicators tell more about the inputs by the SFRS.

<b>PRIMARY INDICATORS</b>	
<b>Indicator</b>	<b>Purpose</b>
<b>Fires</b>	
1. <b>Deliberate</b> – all (per 10,000 population)	<p>The rate of fires per head of population allows comparison across Scotland.</p> <p>Deliberate fire rates provide an indication of the degree of deliberate fire setting, what type it is and where it occurs. They can provide an indication of the success of engagement strategies or other risk reduction activities. The sub-division of fire types can be used to identify, on a national basis, the relative size of the problem in an area.</p>
a. All fires	
b. Primary fires	
i. Dwelling fires	
ii. Other building fires	
iii. Vehicle fires	
iv. Other primary fires	
c. Secondary fires	
i. Refuse	
ii. Other	
2. <b>Accidental</b> – all (per 10,000 population)	<p>The rate of fires per head of population allows comparison across Scotland.</p> <p>Accidental fire rates provide an indication of the success of CFS and risk reduction campaigns. The sub-division of fire types can be used to identify, on a national basis, the relative size of the problem in an area.</p>
a. All fires	
b. Primary fires	
i. Dwelling fires	
ii. Other building fires	
iii. Vehicle fires	
iv. Other primary fires	
c. Secondary fires	
i. Refuse	
ii. Other	
3. <b>Fire Casualties</b> – all per million population	<p>Fire casualty rates provide an indication of the amount of serious, life-threatening fires. This can indicate not only the success of SFRS in reducing the number of life risk fires through CFS and similar activities, but also their success in the response activity in saving lives. Fire fatalities per head of population are shown in the suite of indicators, though there are thankfully relatively few of these and so they are too volatile to be a reliable measure on their own.</p>
a. All fires	
i. Fatal	
ii. Nonfatal	
Non fatal casualties including precautionary checks	
Non fatal casualties excluding precautionary checks	

PRIMARY INDICATORS	
Indicator	Purpose
b. Accidental dwelling fires	
i. Fatal	
ii. Non-fatal	
Non fatal casualties including precautionary checks	
Non fatal casualties excluding precautionary checks	
<b>4. Non-domestic Fires</b>	The rate of fires per building, coupled with the average fire size, give an indication of the success of protection (fire safety) activity in both reducing the number of fires, and also in restricting fire growth through regulation of measures such as compartmentation.
a. Number of fires in other buildings ( <u>all</u> occupancy types) per other building	
b. Average (median) fire size in other buildings fires	

<b>5. Special services</b>	
All Special service incidents attended (per 10,000 population)	
a. RTCs	
b. Flooding	
c. Extrication	
d. All others	
<b>6. All RTCs attended by the SFRS per 100 km</b>	This shows the size of RTC risk, plus RTC incident outcomes which provide an indication of the success of response activities. While much of the RTC risk is outwith SFRS control, the response to RTCs is an important part of SFRS activity, representing a large proportion of life risk incidents attended by services. The rate of casualties per incident provides an indication of the success of response activities at rescuing people from RTCs. Although RTC fatalities per incident are shown in the suite of indicators, there are thankfully relatively few of these and so they are too volatile to be a reliable measure on their own.
a. Casualties per incident	
b. Fatalities per incident	

SECONDARY INDICATORS	
Indicator	Purpose
<b>7. Health and Safety –</b> a. Incidents where there was an attack on a firefighter(s) i.e. Number of reported incidents where there was an attack (verbal or physical) reported in IRS as a percentage of the number of incidents b. Injury rate. Number of RIDDOR reportable injuries reported by the same categories as the workforce records, divided by FRS workforce in each category.	<p>Provides an element of corporate management monitoring. As with other data, an existing definition has been used, in this case injuries are RIDDOR reportable injuries as defined by HSE and Violence to staff is taken from IRS reports, although IRS only includes attacks on operational crews at an incident and the number of incidents is reported not the number of staff attacked.</p>
<b>8. Fire safety audits</b> a. Rate of audits per 1,000 other buildings b. Proportion of audits conducted in FSEC high or very high risk premises c. Hours per audit	
<b>9. CFS Activity– rate per 1,000 households</b> a. Home Fire Safety Visits i. Full visit including advice and smoke alarm installation ii. HFSV – advice only iii. Leaflet drop b. Rate of HFSV conducted per 1,000 households in FSEC high or very high risk dwelling fire risk areas c. Percentage where the referral came from another agency	<p>Shows the SFRS input into prevention activities. The targetting of CFS towards higher risk households is also monitored, FSEC risk levels are used for this purpose as a consistent and accepted risk measure.</p>
<b>10. False alarms – as a percentage of all incidents attended</b> a. All false alarms b. False alarm – good intent c. False alarms - malicious d. False alarm – equipment failure	<p>Gives an indication of how well false alarm management strategies and engagement with the public and commerce are working.</p>

<b>SECONDARY INDICATORS</b>	
<b>Indicator</b>	<b>Purpose</b>
<b>11. Work force Monitoring</b>	Provides an element of corporate management monitoring.
a. Percentage of gender within each type of staffing	
b. Percentage of ethnic minority staff within each type of staffing	
c. Percentage of staff recorded as disabled within each type of staffing	
<b>12. SFRS Costs</b>	Provides an element of financial management monitoring.
a. Cost per head of population	
b. Cost per hectare	



<b>Targets</b>
<b>Fire casualties</b>
Reduce the rate of fire fatalities and casualties (excluding precautionary checks) per million population by 5% a year based on the previous 3 year rolling average
<b>Special services</b>
<p>Based on a 3 year rolling average, reduce the rate of casualties and fatalities per million population, each year.</p> <p>Special services to be included</p> <ul style="list-style-type: none"> <li>◆ RTC,</li> <li>◆ Other Transport incident,</li> <li>◆ Flooding,</li> <li>◆ Rescue or evacuation from water,</li> <li>◆ Other rescue/release of persons</li> </ul>
<b>Accidental dwelling fires</b>
<p>Comparing a three year rolling average against the previous three-year average, reduce the rate of accidental dwelling fires per 1,000 households by 10% each year.</p> <p>Support the target with a measure of 'life risk accidental dwelling fires' – i.e. accidental dwelling fires where there was a casualty or fatality to show how the SFRS impacts the fires that matter.</p>
<b>Non-domestic fires</b>
<p>Reduce the rate of non-domestic fires per 1,000 other buildings from the previous year.</p> <p>[Aim to develop this target on the basis of the economic cost of fire work that is starting in autumn 2012. Also, aim to develop the rate of fires to be based on a 3 year rolling average, as the data becomes available]</p>
<b>Firefighter Safety and Attendance Management</b>
<p>Reduce the rate of injuries per staff member (headcount, including volunteers) each year</p> <p>Staff sickness – reduce the rate of sickness per staff member by 10% each year.</p>



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## Fire and Rescue Framework for Scotland 2013 – Consultation

### RESPONDENT INFORMATION FORM

**Please Note** this form **must** be returned with your response to ensure that we handle your response appropriately

#### 1. Name/Organisation

##### Organisation Name

North Ayrshire Council

**Title** Mr ☒ Ms ☐ Mrs ☐ Miss ☐ Dr ☐ **Please tick as appropriate**

##### Surname

Fraser

##### Forename

Andrew

#### 2. Postal Address

Cunninghame House

Friarscroft

IRVINE

**Postcode** KA12 8EE

**Phone**

**Email**

#### 3. Permissions - I am responding as...

**Individual**

/

**Group/Organisation**

☐

*Please tick as appropriate*

☒

- (a) Do you agree to your response being made available to the public (in Scottish Government library and/or on the Scottish Government web site)?

**Please tick as appropriate**

☐ Yes ☐ No

- (b) Where confidentiality is not requested, we will make your responses available to the public on the following basis

**Please tick ONE of the following boxes**

- (c) The name and address of your organisation **will be** made available to the public (in the Scottish Government library and/or on the Scottish Government web site).

Are you content for your **response** to be made available?

**Please tick as appropriate**

☒ Yes ☐ No

Yes, make my response, name and address all available ☐

**or**

Yes, make my response available, but not my name and address ☐

**or**

Yes, make my response and name available, but not my address ☐

- (d) We will share your response internally with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for Scottish Government to contact you again in relation to this consultation exercise?

***Please tick as appropriate***

☒ **Yes**

☐ **No**

## CONSULTATION QUESTIONS

1. Do you agree with the strategic priorities set out in the Introduction to the Fire and Rescue Framework for Scotland 2013 in relation to **partnership working, equality and diversity, and environmental responsibility**?

Yes / No ☐

- The emphasis on better outcomes and a focus on prevention are welcome. As paragraph 10 notes it is important that SFRS participate fully in the wider public protection and community safety agenda. The focus on prevention recognises the conclusions of the Christie Report that many of the services delivered by local government are as a result of failure demand which might have been prevented. It is therefore welcome that the draft framework recognises that the main purpose of SFRS is to improve the safety and wellbeing of the people of Scotland and to do so it is necessary to work in partnership.
- It is important to recognise that partnership working is not only essential to improve outcomes for SFRS. It is also essential to improve outcomes for communities, local government, health, police and other partners. Many of the difficult issues facing communities are problems of such complexity that they can only be solved through integrated joint working led through Community Planning arrangements. A key part of this will be the development of commonly shared data and information which is capable of robust analysis. As mentioned in the answer to Question 2 there is a balance to be struck between information gathering for national indicators and for local use. All partners should be in a position to share local data that will help to inform a shared understanding of 'place' and enable evidence-based action planning and resource deployment.
- The Council also welcomes the equality and diversity commitments set out for the service and the outcome focused approach to meet the requirements of the Equality Act 2010.

2. Do you agree with the strategic priorities set out in Chapter 1 of the Fire and Rescue Framework for Scotland 2013 in relation to the **new landscape**?

Yes / No ☐

- The Strategic Plan will be developed by 1 September 2013 and the Local Fire and Rescue Plan will flow in turn from the Strategic Plan. However, it is likely that Local Plans will be in place before the Strategic Plan. It is hoped that there will be scope to allow a flow of information from Local Plans up to inform the SFRS Strategic Plan. It is also noted that the Local Plan will be reviewed when a Strategic Plan is developed. This may lead to a review of Local Plans shortly

after their development, which may be unnecessary..

- Paragraph 46 makes the point that targets should be primarily designed to assess organisation at national level but should be open to adaptation at local level. Different communities have different needs and it is important that the national targets do not become a focus and inhibit the development of local indicators and local innovation.
- Increasingly a neighbourhood or locality planning approach is being developed in authorities such as North Ayrshire. This involves gathering information from numerous agencies and through analysis identifying the specific needs of an area and the opportunities for co-ordinated multi-agency working. In turn this allows targeted planning of resources. However it also means that performance needs to be measured on a neighbourhood basis to identify what is working. Thus national indicators must be capable of being applied on a neighbourhood basis. In addition it is important to recognise that national indicators will insufficient on their own to measure performance on a neighbourhood level. For these reasons it is important to recognise the use of national indicators is only one component of the performance management framework. In short, national indicators should supplement not impede the development of local neighbourhood indicators.
- It is noted that there is no target reflecting the number of non-accidental fires. This is an important issue for many communities and this data would be useful.
- The focus on continuous improvement is welcomed.
- It is important that the performance management and scrutiny recognises SFRS's responsibilities to contribute to the menu of local indicators developed for Single Outcome Agreements.

3. Do you agree with the strategic priorities set out in Chapter 2 of the Fire and Rescue Framework for Scotland 2013, in relation to **Risk Management**?

Yes / No ☐

- A robust approach to risk management ensures that resources can be best deployed where required, taking account of risk. The approach in this section is welcome.
- It is however important that there is a balance between consideration of national and local risks. As detailed in Paragraph 58 there should be a national approach to risk management, but the identification of

risks and their prioritisation should depend on the individual circumstances of a particular area.

- The paper does not contain any mention of the principles of better regulation, otherwise known as the Hampton Principles, albeit it is obvious some parts of the framework (e.g. risk management) apply these principles. It is our view that the framework should acknowledge these principles.

4. Do you agree with the strategic priorities set out in Chapter 2 of the Fire and Rescue Framework for Scotland 2013, in relation to **Prevention and Protection**?

Yes / No ☐

- As detailed in Section 1 the Council supports the focus on prevention to reduce failure demand. This is in keeping with the recommendations of the Christie Commission and the national review of Community Planning and Single Outcome Agreements.

5. Do you agree with the strategic priorities set out in Chapter 2 of the Fire and Rescue Framework for Scotland 2013, in relation to **Response and Resilience**?

- The Council welcomes the commitment set out in this Section. Integrated multi-agency planning is fundamental in preparing for and responding to major incidents and emergencies. It is also important to recognise the importance of developing community resilience.

6. Do you agree with the strategic priorities set out in Chapter 2 of the Fire and Rescue Framework for Scotland 2013, in relation to **the Workforce**?

Yes / No ☐

- The Council welcomes the commitments for the service's workforce and the recognition that for reform to be successful the people and cultural issues surrounding the changes must be addressed. A framework for internal communication must be a key part of this. It is also essential that skills and best practice are shared and that training and development is available and embraced consistently across the country.

7. Do you agree with the strategic priorities set out in Chapter 3 of the Fire and Rescue Framework for Scotland 2013, in relation to **more equal access to specialist resources and national capacity**?

Yes / No ☐

- One of the key aims of the reform is to ensure more equal access to specialist resources and national capacity. There is obviously a balance to be struck between ensuring the resilience and capacity of specialised teams by centralising them and the need to provide

prompt local services where required. The delivery of services to island communities, such as Arran and the Cumbraes, particularly when ferries cannot be guaranteed must be a consideration in providing such equal access.

8. Do you agree with the strategic priorities set out in Chapter 4 of the Fire and Rescue Framework for Scotland 2013, in relation to **strengthened connection between the SFRS and communities**?

Yes / No ☐

- The proposals to strengthen the connection between SFRS and communities, including local authorities, are welcomed. As detailed earlier in this response, many of the key issues facing communities are interlinked (e.g. poverty, worklessness, crime, low attainment, health inequalities, etc), and it is important that the community and partners work together to provide a targeted and co-ordinated approach to deal with such issues. It is particularly welcome that the framework recognises the need for local delivery of fire and rescue functions to be better integrated with Community Planning. This allows joint approaches to be developed and shared data and analysis to be developed.
- As detailed in answer 2 a neighbourhood or locality planning approach is being developed in authorities such as North Ayrshire. The Local Senior Officer must be empowered to work closely with local authorities and other community planning partners in the development of such a neighbourhood planning approach. This involves gathering and reporting Fire and Rescue information on a neighbourhood basis, cooperating in coordinated multi-agency approaches in such neighbourhoods and a willingness to plan the allocation of resources on a neighbourhood basis. The Framework needs to specifically refer to the developing role of neighbourhood or locality planning and include a commitment that the Local Senior Officer will play a key role in this.
- It is also welcome that SFRS develop an engagement strategy which sets out how it proposes to work in partnership with local authorities to identify and deliver/improve shared outcomes for communities across Scotland. The success of local arrangements will depend to a large extent on the skills of the Local Senior Officer. It is therefore essential that such officers are allowed to innovate and work with partners to develop local solutions to local issues.
- When local organisations come together to form a national body there is always a danger that a centralised command/control approach may be taken, stifling local innovation. Thus the commitments in the framework to work with communities, local authorities and other partners to develop local arrangements are very



welcome.

- Note -This response is subject to full consideration by the Council's Shadow Police and Fire Committee on 27 February 2013.



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## **NORTH AYRSHIRE COUNCIL**

### **Agenda Item 7**

**27 February 2013**

#### **Shadow Police and Fire Committee**

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**Subject:** **A Collaborative Statement of Good Scrutiny and Engagement - Non Statutory National Guidance**

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**Purpose:** To advise the Committee of the Guidance recently published by the Scottish Government, COSLA and the Improvement Service to assist local authorities and others involved in implementing the new Local Scrutiny and Engagement arrangements created by the Police and Fire Reform (Scotland) Act 2012.

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**Recommendation:** That the Committee notes the terms of the Guidance and the checklist questions for scrutineers attached thereto.

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#### **1. Introduction**

- 1.1 On 17 January 2013 the Scottish Government, COSLA and the Improvement Service published non-statutory guidance for those involved in implementing the new Local Scrutiny and Engagement arrangements created by the Police and Fire Reform (Scotland) Act 2012. The Guidance is aimed primarily at local authorities.
- 1.2 The Guidance promotes 5 principles for good scrutiny and engagement, based on good practice. These are:-
  - Focus on Outcomes;
  - Understand Local Conditions and Reflect the Community Voice;
  - Promote Joint Working to secure Better Outcomes and Best Value;
  - Provide Strategic Leadership in order to influence Service Delivery; and
  - Support Continuous Improvement by providing a Constructive Challenge.
- 1.3 Against each principle it sets out characteristics of good and best practice. At the end of the document is a checklist question for scrutineers.

## **2. Current Position**

- 2.1 The Guidance is useful as it reminds partners that local arrangements for Police and Fire Reform and their links to community planning are a key part of achieving better outcomes for local communities. In due course, once the local structure has had time to bed-in, the Committee may wish to use the checklist of questions to evaluate the extent to which our arrangements can be shown to demonstrate the characteristics of good or best practice.

## **3. Proposals**

- 3.1 It is recommended that the Committee note the terms of the Collaborative Statement.

## **4. Implications**

### Financial Implications

- 4.1 There are no financial implications of this report.

### Human Resource Implications

- 4.2 There are no human resource implications of this report.

### Legal Implications

- 4.3 There are no legal implications of this report.

### Equality Implications

- 4.4 There are no equality implications of this report.

### Environmental Implications

- 4.5 There are no environmental implications of this report.

### Implications for Key Priorities

- 4.6 The statement supports the "safer" priority contained within the SOA.

**5. Consultations**

- 5.1 The Statement has been jointly produced by the Scottish Government, COSLA and the Improvement Service and there was a short consultation on the final draft during December 2012.

**6. Conclusion**

- 6.1 The Committee is asked to note the Collaborative Statement which is attached as Appendix 1.

A handwritten signature in black ink, reading 'Elma Murray' in a cursive style.

ELMA MURRAY  
Chief Executive

**Reference :**

For further information please contact Andrew Fraser, Head of Service (Democratic and Administration) on 01294 324125

**Background Papers**

None



# POLICE AND FIRE REFORM

## A Collaborative Statement of Good Scrutiny & Engagement

Version 1.0 – 17 Jan 2013



## INTRODUCTION

This non-statutory national guidance is for those involved in implementing the new local scrutiny and engagement arrangements created by the Police & Fire Reform (Scotland) Act 2012. It is aimed primarily at local authorities, who will be responsible for scrutinising local police and fire and rescue services. It has been produced by the Scottish Government in close collaboration with key strategic partners, including COSLA, SOLACE, the Improvement Service, the Scottish Police Authority, the Scottish Fire and Rescue Service Board and senior operational leaders in the police and fire and rescue services.

The guidance was consulted on widely in December 2013 and this version addresses comments received. This is a living document and version updates will be issued regularly to reflect developments in practice across Scotland under the new arrangements. As such, feedback on the guidance is always welcome (see p.15).

A short summary version of this guidance will be published prior to 1 April 2013.

*This guidance is part of the Safer Communities Programme*

## Safer Communities Programme

*A series of guidance, support  
and tools for partnership working*



## ABOUT THIS GUIDANCE

**The Police & Fire Reform (Scotland) Act 2012 aims to strengthen the connection between the Police Service of Scotland and Scottish Fire and Rescue Service (“the services”) and the communities they serve.** There are three key elements to this: designated local commanders (police) and local senior officers (fire); local police and fire plans; and formal mechanisms for engaging communities and scrutiny by local authorities.

**This statement is non-statutory guidance about the formal mechanisms for engagement and scrutiny;** it offers evidence-based advice on what works, based on learning from the 21 Pathfinders operating across Scotland as part of the Local Scrutiny & Engagement Project, established to support local partners through the transition to the new local arrangements. Local partners will already be doing much of this and are free to adopt elements of it over time as they see fit.

**The principles and characteristics in this statement provide a practical checklist for creating an environment that allows good scrutiny and engagement to flourish** under the local provisions in the 2012 Act. They are designed to complement, not replace, guidance on Single Outcome Agreements and on Best Value (BV) (links to these are provided on page 15), both of which remain critical to this work.

**This statement is primarily aimed at local authorities, who are responsible for scrutinising police and fire and rescue services locally.** Separate guidance is being produced by the services for local commanders/senior officers.

**A clear line of sight between local and national priorities is vital and this statement encourages a two-way relationship.** The process in Diagram 1 could apply equally to local groups *and* the national oversight bodies of the new services.

**By ‘scrutiny’ we mean...** local authorities’ new role monitoring the delivery of police and fire and rescue services in their local authority areas. **By ‘engagement’ we mean...** service interaction with elected members and community safety and community planning partners, *and* action to engage, involve and empower communities.

**This guidance will be updated regularly to take into account developing practice and evidence.** We recognise the need for ongoing support, guidance, training and evaluation to ensure police and fire reform delivers its intended benefits. The Scottish Government’s Community Safety Unit will continue to support this work.

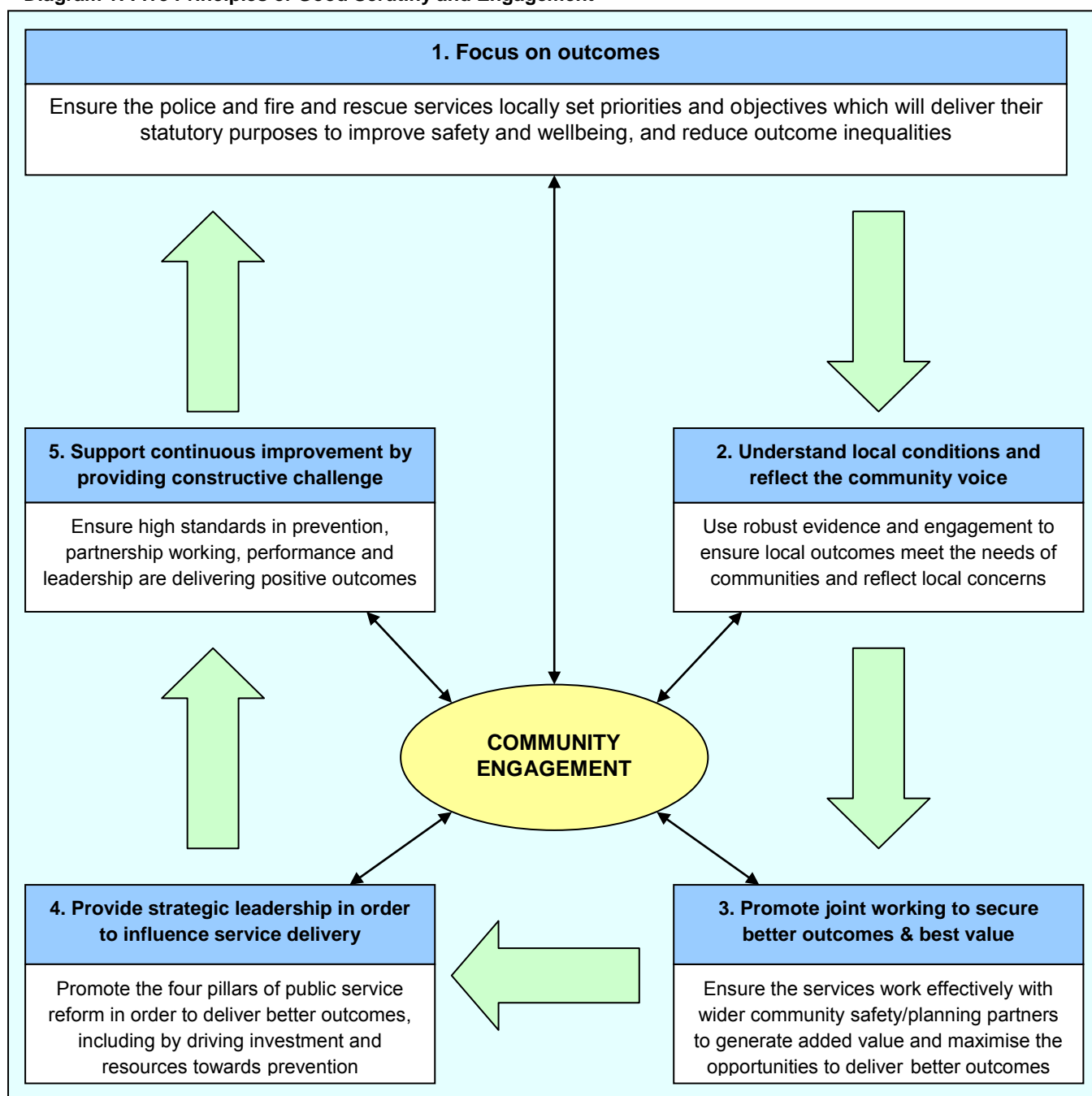
**Further information is available on the Knowledge Hub** (see link in footer), including a short guide to the 2012 Act and a set of Frequently Asked Questions. A repository of good practice case studies is being developed, as are process maps which will detail the structures, processes and relationships being established by the Pathfinders. The services are also making available corporate templates for local police and fire plans in order to facilitate the development of interim plans for 2013-14. See page 15 for links to other relevant guidance that you might find useful.



## FIVE PRINCIPLES FOR GOOD SCRUTINY AND ENGAGEMENT

These principles are based on good practice and promote the 'four pillars' of public service reform<sup>1</sup>. They are primarily aimed at scrutineers on new local scrutiny committees but will be useful for all partners involved. Following them will promote the broader conditions in which scrutiny and engagement can flourish but it is for local authorities themselves to determine their own approach within the flexible framework provided by the Police and Fire Reform (Scotland) Act 2012.

Diagram 1: Five Principles of Good Scrutiny and Engagement



<sup>1</sup> In response to the Christie Commission's recommendations, the Government's public service reform agenda will be built on four pillars: (i) a decisive shift towards prevention; (ii) a greater focus on 'place' to drive better partnership, collaboration and local delivery; (iii) investing in people who deliver services through enhanced workforce development and effective leadership; and (iv) a more transparent public service culture which improves standards of performance.

## THE PRINCIPLES

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### **Principle 1: Focus on outcomes**

Ensure the police and fire and rescue services locally set priorities and objectives which will deliver their statutory purposes to improve the safety and wellbeing, and reduce outcome inequalities

*Both the statutory purposes of policing and of the Scottish Fire and Rescue Service set out in the 2012 Act and the Fire Framework focus on improving the safety and wellbeing of the people of Scotland.*

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### **Principle 2: Understand local conditions and reflect the community voice**

Use robust evidence and engagement to ensure local outcomes meet the needs of communities and reflect local concerns

*Local authorities have statutory powers to work with local commanders and local senior officers to set local priorities and objectives for police and fire and rescue services that meet community needs.*

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### **Principle 3: Promote joint working to secure better outcomes and best value**

Ensure the services work effectively with wider community safety and community planning partners to generate added value and maximise the opportunities to deliver better outcomes

*The new purposes of policing and the Scottish Fire and Rescue Service as set out in the 2012 Act and the Fire Framework place partnership working at the centre of local outcomes delivery.*

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### **Principle 4: Provide strategic leadership in order to influence service delivery**

Promote the four pillars of public service reform in order to deliver better outcomes, including by driving investment and resources towards prevention

*Local authorities have statutory powers to make recommendations to local commanders and local senior officers for improvements to service delivery. On policing, they also have powers to specify measures that they wish the local commander to include in the local police plan.*

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### **Principle 5: Support continuous improvement by providing constructive challenge**

Ensure high standards in prevention, partnership working, performance and leadership are delivering positive outcomes

*Local authorities have statutory powers to approve local plans, monitor delivery of police and fire and rescue functions in their area and provide feedback to the local commander and local senior officer.*

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## CHARACTERISTICS OF GOOD AND BEST PRACTICE

These characteristics highlight good and best practice in relation to the five principles of good local scrutiny and engagement. It is recognised that they will not all be appropriate or feasible in all circumstances and may take some time to deliver.

We have separated 'characteristics of good practice', which we feel are crucial for delivering the Act, from 'characteristics of best practice', which, while no less important, might be harder to secure and, therefore, offer longer term aspirations.

We will update these characteristics in future versions of this guidance to reflect developing practice and will look to provide a means for you to track your progress.

A repository of good practice case studies is in development and the first tranche of case studies will be available prior to 1 April 2013.

### PRINCIPLE 1: FOCUS ON OUTCOMES

Characteristics of **good** practice:

- Meetings are focused on the achievement of agreed outcomes, both national and local.
- Early intervention and preventative approaches are promoted as part of a balanced response to problems in order to offer the best chance of delivering agreed outcomes.
- Local police and fire plans, prepared to fulfil the statutory duty in the 2012 Act, complement each other.
- Police and fire is dealt with as part of an holistic approach to community safety which sits within the context of the Single Outcome Agreement.
- Local outcomes are set on the basis of a proper assessment of risk.
- Joint priority-setting tools, like strategic assessment, are used to identify and prioritise risks and plan future activity.
- Priority setting is done in collaboration with the full range of community planning partners, e.g. health, education etc., the voluntary sector and with diverse communities.
- There is a regular, ongoing dialogue between scrutineers and the local commander and local senior officer (and their teams) about cause and effect in relation to activity and outcome achievement.
- Scrutiny committees are comfortable operating within a national policy, legislative and financial environment that is similarly focussed on improving outcomes.
- The strengthening of community engagement, participation and influence is seen as central to delivering better outcomes.
- There is a commitment to evaluate and research to learn lessons and improve outcomes.

Characteristics of **best** practice:

- Local police and fire plans are aligned with an overarching community safety or other integrated outcome focused plan (whilst ensuring statutory duties are met).
- The scope of joint priority-setting tools, like strategic assessment, covers *the whole* Community Planning Partnership.
- Innovative methodologies are used to improve service provision and outcomes.

## PRINCIPLE 2: UNDERSTAND LOCAL CONDITIONS AND REFLECT THE COMMUNITY VOICE

Characteristics of **good** practice:

- Discussions focus on outcomes for people and places.
- Strategic assessment or needs analysis is used to draw strategic conclusions about the issues and inequalities facing different areas and population groups.
- Local communities and the business and third sectors have been involved in developing and influencing an understanding of place and communities.
- Plans identify risks to community safety, set priorities for action and promote equality and diversity of service delivery.
- Scrutineers hear a range of views and present evidence-based recommendations.
- Local plans reflect multi-member ward-level community engagement plans.
- The National Standards of Community Engagement and the Principles of Inclusive Communication are adopted where appropriate.

Characteristics of **best** practice:

- There are common approaches to gathering, analysing and responding to insight from local communities.
- There is no reliance on one way to hear views, but people can give their views in a range of ways that suit them.
- The quality and impact of community engagement is measured and reported on.

### PRINCIPLE 3: PROMOTE JOINT WORKING TO SECURE BETTER OUTCOMES AND BEST VALUE

Characteristics of **good** practice:

- Scrutiny committees are fully integrated, without duplication, into community planning structures.
- Existing structures, including Community Safety Partnerships, are reviewed to ensure there is a good fit with the local scrutiny and engagement arrangements.
- The activities of partners, both individual and collaborative, are determined through joint tasking and problem solving.
- Memorandums of Understanding exist, outlining how disputes will be resolved.
- Opportunities are identified and exploited to integrate services at a local level where this supports better outcomes.

Characteristics of **best** practice:

- Joint tasking and problem solving takes place at the *community planning* level.
- There are joint strategic commissioning plans and there is support for managers and frontline staff to work collaboratively with service users and across organisations in developing and delivering preventative approaches.
- There is a commitment to sharing good practice through peer networks, including practitioner networks and centres of expertise.
- Innovative approaches to collaborative working, such as Whole Systems Thinking\* and community budgeting^, are trialled and adopted where appropriate.
- Partners learn together where appropriate.

\* Whole System Thinking is a method of analysis and decision-making that looks at the interrelationships of the constituent parts of a system rather than narrowly focusing on the parts themselves. By incorporating a range of perspectives, conditions, connections and capabilities into a dynamic analysis, practitioners of systems thinking often reach dramatically different conclusions than those who construct 'solutions' from within a limited range of focus. (Source: [www.pathtree.com](http://www.pathtree.com))

^ Community budgeting (also known as Total Place) is an initiative that looks at how a 'whole area' approach to public services can lead to better services at less cost. It seeks to identify and avoid overlap and duplication between organisations – delivering a step change in both service improvement and efficiency at the local level. (Source: [www.localleadership.gov.uk/totalplace](http://www.localleadership.gov.uk/totalplace))

## PRINCIPLE 4: PROVIDE STRATEGIC LEADERSHIP IN ORDER TO INFLUENCE LOCAL SERVICE DELIVERY

Characteristics of **good** practice:

- Scrutiny is respected as a check and balance on strategy and operational performance.
- Scrutineers have information, knowledge and skills to bring about positive change.
- Scrutineers can access independent support to help their work.
- Scrutineers demonstrate leadership by encouraging a focus on prevention and ensure arrangements are in line with all 'four pillars' of public service reform (see footnote on page 3).
- Scrutineers encourage action that achieves best value.
- Scrutiny committees can articulate the value they add and police and fire services can articulate changes made resulting from scrutiny.
- Scrutiny carries out proactive reviews and does not just react to events.

Characteristics of **best** practice:

- Scrutineers show leadership in supporting transformational performance improvement in Single Outcome Agreement priority areas: economic recovery and growth, employment, early years, safer and stronger communities, reducing offending, health inequalities and physical activity, and outcomes for older people (see Single Outcome Agreement guidance for further information – link on p.15).
- Scrutineers encourage joined-up thinking across traditional departmental boundaries.
- Scrutiny committees involve and engage the public sector, including education, and the private and third sectors.
- Community engagement activities have an identifiable impact on service plans/activities.

## PRINCIPLE 5: PROMOTE CONTINUOUS IMPROVEMENT BY PROVIDING CONSTRUCTIVE CHALLENGE

Characteristics of **good** practice:

- Scrutineers can assimilate data and information from people and professionals to understand relevant issues.
- New scrutineers are offered appropriate inductions into the work of the services and their role as scrutineers.
- Scrutiny committees have a shared understanding with council leaders, local commanders and local senior officers about how the scrutiny role should work.
- Scrutiny committees progress innovative ways to scrutinise.
- An evidence based approach, underpinned by disaggregated data, is used to drive improvement in meeting the differing needs of local populations.
- The committee understands the need to protect confidentiality on matters which may be sub judice or may jeopardise an ongoing police operation and understands the role of the Procurator Fiscal in directing police investigations.
- There is a culture of robust self-evaluation and action research is used to monitor the effectiveness of approaches in real time.

Characteristics of **best** practice:

- Scrutineers are aware of activity and performance in other local authority areas.
- National data sets are used to benchmark performance with comparable areas.
- There is common training and support for scrutineers across different disciplines.

## CHECKLIST QUESTIONS FOR SCRUTINEERS

These checklist questions are designed to help scrutineers in their scrutiny role. In addition to marking Yes/No, scrutineers may wish to score answers 1-5 (worst-best) to reflect levels of performance in the areas highlighted.

Scrutineers and local commanders and local senior officers may also find these questions helpful as a guide to inform personal and organisational development and as the basis for 360 degree feedback.

We will continue to develop the questions based on feedback on their usefulness.

### Principle 1: Focus on outcomes

Questions for scrutineers	Yes/No	Actions/Notes
Are the services focused on outcomes for communities?		
Are local plans informed by (and do they inform) the Single Outcome Agreement?		
Do the services use robust evidence to drive local priority setting?		
Are local priorities based on evidence of local need and demand?		
Is activity in the local plans based on evidence of what works to address the root causes of problems?		
Do the local plans prioritise early intervention and prevention as part of a balanced approach to risk reduction?		
Do the services focus on reducing outcome gaps within populations and between areas?		
Do local plans indicate that the services are clear about the long term outcomes to be achieved over the next decade?		
Do local plans indicate that the services are clear about the contributory outcomes, indicators and targets by which progress towards long term outcomes will be demonstrated over the short and medium terms?		
Do the police and fire plans complement one another?		
Are police and fire dealt with as part of an holistic response to community safety?		
Is my scrutiny of the services focused on assessing their performance in delivering agreed outcomes?		
Does the committee promote the use of research and evaluation to learn lessons that will improve outcomes?		



## Principle 2: Understand local conditions and reflect the community voice

Questions for scrutineers	Yes/No	Actions/Notes
Do I have a clear and evidence-based understanding of the people and places I represent?		
Does the committee engage directly with communities, businesses and the third sector to improve its understanding of people and place?		
Do I reflect the concerns of the communities I represent at scrutiny meetings?		
Do I highlight the particular circumstances of a range of different communities?		
Do I promote a culture of openness and transparency, where the public has access to information, is heard and responded to?		
Do I put the needs and aspirations of the community at the forefront when scrutinising the services?		
Do the priorities, outcomes and commitments in local plans reflect partners' shared understanding of the needs of the people and places I represent?		
Is it clear how the local plan has been influenced by multi-member ward-level community engagement?		
Do the services use an evidence-based approach, underpinned by disaggregated data, to drive improvement in meeting the differing needs of local populations?		
Do the services engage effectively and innovatively with diverse communities?		
Are diverse communities able to influence priority setting and comment on operational performance?		
Have local people engaged constructively in discussions about the priorities in the local plans?		
Do the services build the capacity of communities to deliver for themselves in a planned and coordinated fashion?		
Do the local plans promote equality and diversity of service delivery?		
Have the National Standards of Community Engagement and the Principles of Inclusive Communication been adopted in relation to engagement about local plans?		
Do partners coordinate and share their community engagement activity?		

**Principle 3: Promote joint working on prevention to secure better outcomes and best value**

Questions for scrutineers	Yes/No	Actions/Notes
Do I work constructively with partners to improve performance?		
Do I encourage partnership working to generate added value from collective skills, knowledge and resources?		
Am I building effective relationships and networks with the services and other stakeholders, locally and nationally, to promote peer learning and collaboration?		
Do I know what the total resources available to community safety and community planning partners to deliver the local plan are?		
Do I encourage the use of shared asset management, decision-making and integrated working in order to streamline services and bureaucracy?		
Does the information I receive from the services allow me to understand and question whether we are achieving best value?		
Do partners involved in delivering the local plan focus on 'place' as a way of driving better partnership?		
Is the Single Outcome Agreement the foundation for effective partnership activity in relation to the development and delivery of local plans?		
Do I encourage strong links with community planning and community safety structures and processes?		
Are the services successful in encouraging the right partners to contribute to the delivery of local plans? Am I helping them to do this?		
Do we have a performance framework in place for partnership working?		
Is the use of joint tasking and problem solving routine in your area?		
Are opportunities to integrate services at a local level exploited where this supports the delivery of better outcomes and best value?		
Are there protocols in place setting out how to deal with disputes between partners, for instance in relation to agreeing local plans?		
Is good practice being shared through peer networks?		
Has the appropriateness of community budgeting been considered?		

#### Principle 4: Provide strategic leadership in order to influence service delivery

Questions for scrutineers	Yes/No	Actions/Notes
Am I involved in establishing what communities need, allowing me to establish priorities?		
Am I able to access independent expert support to help me fulfil my scrutiny role?		
Am I able to influence decision-making within the services?		
Can I identify the tangible impacts I have had on service delivery?		
Have the service delivery changes I have influenced led to improved outcomes for the people I represent?		
Do local plans reflect national priorities in a local context?		
Am I engaging actively with national partners to ensure that local issues and local service delivery inform the national approach?		
Do I influence and drive planning and investment decisions by partners towards achieving the outcomes set out in the Single Outcome Agreement?		
Am I aware of the 'four pillars' of public service reform?		
Can I demonstrate how I have shown leadership in encouraging a focus on prevention?		
Do I regularly make recommendations for service delivery improvements when scrutinising the delivery of local plans?		
Do I encourage joined-up thinking across traditional departmental boundaries?		

## Principle 5: Support continuous improvement by providing constructive challenge

Questions for scrutineers	Yes/No	Actions/Notes
Do I have a good understanding of how the services are performing locally?		
Have I received an appropriate induction into the work of the services and my scrutiny role?		
Do the services report on performance in a way that is clear, concise, balanced and presented in a way that is understandable and allows me to judge how well they are doing?		
Does the information I receive cover: <ul style="list-style-type: none"> <li>▪ service performance?</li> <li>▪ customer satisfaction?</li> <li>▪ trend data?</li> <li>▪ benchmarking data?</li> <li>▪ targets?</li> <li>▪ outcomes?</li> </ul>		
Does the information I receive tell me: <ul style="list-style-type: none"> <li>▪ if the services are meeting their targets?</li> <li>▪ why variances occur?</li> <li>▪ what the implications are of not meeting a target?</li> <li>▪ if resources are adequate?</li> <li>▪ what the impacts are on people who use the services, local people and partner agencies?</li> <li>▪ if there is an impact on equalities, sustainability or efficiency?</li> <li>▪ what the implications are for local priorities?</li> </ul>		
Do I interrogate performance reports and ensure that they highlight not just successes but also areas for further development?		
Do I make recommendations for how to improve performance locally, building on good practice from across Scotland?		
Do I regularly challenge the services on the performance information presented to me in a robust, constructive and purposeful way?		
Do I require any training to help me understand performance management or to challenge the services on performance?		
Am I aware of activity and performance in other local authority areas?		
Do I use national datasets to benchmark performance with comparable areas?		

### Guidance on performance management

Some of the checklist questions are taken from or draw on Appendix 1 (p. 37) of Audit Scotland's *Managing performance: are you getting it right?* (October 2012). We would recommend that scrutiny committees also refer to this guidance, which includes questions for councillors and questions for officers and is available here: [www.audit-scotland.gov.uk/media/article.php?id=215](http://www.audit-scotland.gov.uk/media/article.php?id=215)

## FURTHER INFORMATION

### Contact details

Further information about this guidance can be sought from the LSE Project Team:

- Richard Whetton, National Adviser - [richard.whetton@improvementservice.org.uk](mailto:richard.whetton@improvementservice.org.uk)
- Cheryl Smith, National Adviser - [cheryl.smith@improvementservice.org.uk](mailto:cheryl.smith@improvementservice.org.uk)
- Richard Foggo, Project Executive - [richard.foggo@scotland.gsi.gov.uk](mailto:richard.foggo@scotland.gsi.gov.uk)
- Duncan Beamish, Project Manager - [duncan.beamish@scotland.gsi.gov.uk](mailto:duncan.beamish@scotland.gsi.gov.uk)
- Kirsty Bosley, Lead Analyst - [kirsty.bosley@scotland.gsi.gov.uk](mailto:kirsty.bosley@scotland.gsi.gov.uk)

### Stay in touch



There is significant further information, including from our Pathfinders, on our Local Scrutiny and Engagement Knowledge Hub group pages at: <https://knowledgehub.local.gov.uk/group/localscrutinyandengagementnetwork>



You can receive regular updates on the Project by following us on Twitter at: <http://twitter.com/theLSEnetwork>

### Further guidance

- **Guidance on Single Outcome Agreements**  
<http://scotland.gov.uk/Topics/Government/local-government/CP/SOA2012>
- **Guidance on Best Value**  
[www.scotland.gov.uk/Publications/2004/04/19166/35250](http://www.scotland.gov.uk/Publications/2004/04/19166/35250) (local authorities)  
[www.scotland.gov.uk/Publications/2011/03/22154607/0](http://www.scotland.gov.uk/Publications/2011/03/22154607/0) (public bodies)
- **Guidance on the roles and responsibilities of councillors**  
[www.audit-scotland.gov.uk/docs/best\\_value/2010/bvrm\\_100826\\_councillors\\_officers.pdf](http://www.audit-scotland.gov.uk/docs/best_value/2010/bvrm_100826_councillors_officers.pdf)
- **Guidance on performance management**  
[www.audit-scotland.gov.uk/media/article.php?id=215](http://www.audit-scotland.gov.uk/media/article.php?id=215)

### Related products

- A [short guide](#) to the local provisions in the 2012 Act
- A set of [FAQs](#) on local scrutiny and engagement.
- Process maps detailing the structures and processes being developed across Scotland are about to be produced (contact [Kirsty Bosley](#) for more details).

### Acknowledgements

Our thanks to the many colleagues and partners that have contributed to or commented on this guidance, including members of our Project Board, Reference Group and Learning Network, and the [Centre for Public Scrutiny](#).

### Feedback for updates

This is Version 1.0, published on 16 January 2012. If you wish to provide feedback for a future version of this guidance, email [theLSEnetwork@scotland.gsi.gov.uk](mailto:theLSEnetwork@scotland.gsi.gov.uk)



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## **NORTH AYRSHIRE COUNCIL**

### **Agenda Item 8**

**27 February 2013**

#### **Shadow Police and Fire Committee**

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**Subject:** **Scheme of Administration - Police and Fire and Rescue Committee**

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**Purpose:** To recommend that Council replace the Shadow Police and Fire Committee by a Police and Fire and Rescue Committee, with updated remit.

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**Recommendation:** That the Committee agrees to recommend to Council that it agrees (a) to replace the existing Shadow Police and Fire Committee by a Police and Fire and Rescue Committee, whose remit is set out in Appendix 1; (b) the existing members of the Shadow Police and Fire Committee are appointed to serve on the new Police and Fire and Rescue Committee; and (c) after 6 months to review the effectiveness of the governance arrangements relating to Police and Fire and Rescue, both in relation to this Committee and Community Planning arrangements.

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#### **1. Introduction**

- 1.1 The Police and Fire Reform (Scotland) Act provides for the establishment of a single Police Service of Scotland and a single Scottish Fire and Rescue Service.
- 1.2 The new Police Force of Scotland and the Scottish Fire and Rescue Service will be formed on 1 April 2013. The Police and Fire and Rescue Reform (Scotland) Act 2012 aims to strengthen the connection between the Police Service of Scotland and Scottish Fire and Rescue Services and the communities they serve. There are 3 elements to this:-
- Designated Local Commanders (Police) and Local Senior Officers (Fire);
  - Local Police and Fire Plans; and
  - Formal mechanisms for engaging communities and scrutiny by local authorities.

## **2. Current Position**

- 2.1 In June 2012 the Council agreed to set up a Shadow Police and Fire Committee which would discharge all duties of the Council in connection with provision of Police and Fire Services in the run up to the new Services being created. On 31 March 2013 the existing Strathclyde Police and Fire Boards will be disbanded. In their place the Council will have to make arrangements for scrutiny of Police and Fire and Rescue Services in their area.

## **3. Proposals**

- 3.1 The functions which will require to be carried out by the Council in relation to the Police and Fire and Rescue Services are:-
- to consider and comment upon the proposed local operating arrangements;
  - to consider the draft Police and Fire and Rescue Plans for North Ayrshire;
  - to scrutinise and receive reports on the delivery of Police and Fire services in North Ayrshire;
  - to request and receive information and reports on any aspects of the services;
  - to comment on performance reports received from Fire and Police;
  - to consider and respond to consultations on strategic Police and Fire and Rescue issues.
- 3.2 Elsewhere in Scotland there are two differing models being adopted by different local authorities. Some have chosen to form a Police and Fire Committee of the Council not dissimilar to this Council's Shadow Police and Fire Committee. Others have chosen to place these duties with the Community Planning Partnership.
- 3.3 It is considered preferable that this Council creates a Police and Fire and Rescue Committee. The Shadow Police and Fire Committee arrangements have worked well and the creation of a Police and Fire and Rescue Committee would essentially be a continuation of the work of the Shadow Police and Fire Committee. The alternative of exercising these functions via the Community Planning Partnership has the disadvantage that two members of the Partnership (Police and Fire) would be scrutinised by the other members of the Partnership who would not be subject to scrutiny.



- 3.4 It is therefore proposed that the Committee recommends to Council that it agrees to replace the Shadow Police and Fire Committee by a Police and Fire and Rescue Committee. The proposed remit of the new Committee is contained in Appendix 1. The same Committee representation has been maintained and Council may wish to appoint the existing members of the Shadow Police and Fire Committee to serve on the new Police and Fire and Rescue Committee.
- 3.5 Once these arrangements have been in place for 6 months it would be worthwhile to carry out a review to ensure that the present arrangements, both for this Committee and through Community Planning structures are working effectively without any duplication.

#### **4. Implications**

##### Financial Implications

- 4.1 There are no financial implications arising from this report.

##### Human Resource Implications

- 4.2 There are no human resource implications arising from this report.

##### Legal Implications

- 4.3 This report recommends a governance structure which will ensure that the Council is able to exercise its legal duties in relation to Police and Fire and Rescue Services within its area.

##### Equality Implications

- 4.4 There are no equality implications arising from this report.

##### Environmental Implications

- 4.5 There are no environmental implications arising from this report.

##### Implications for Key Priorities

- 4.6 The proposals will support the "safer" priority contained within the Single Outcome Agreement.

#### **5. Consultations**

- 5.1 The Shadow Police and Fire Committee has been fully involved in preparation for the new Police and Fire and Rescue Service.

## **6. Conclusion**

- 6.1 It is proposed that the Committee recommends to Council that it agrees to replace the Shadow Police and Fire Committee by a Police and Fire and Rescue Committee whose remit is set out in Appendix 1. It is also recommended that the Council appoint the existing members of the Shadow Police and Fire Committee to serve on the new Committee.



ELMA MURRAY  
Chief Executive

### **Reference :**

For further information please contact Andrew Fraser, Head of Service (Democratic and Administration) on 01294 324125

### **Background Papers**

None

## **SECTION 14: POLICE AND FIRE AND RESCUE COMMITTEE**

### **Constitution**

10 Members of the Council comprising (a) 4 Members of the SNP Group; (b) 3 Members of the Labour Group; and (c) 3 Independent Members.

### **Chair**

To be appointed by the Council.

### **Quorum**

3 Elected Members of the Council shall constitute a quorum.

### **Functions Referred**

The following functions of the Council will stand referred to the Committee:

- Discharge all duties of the Council in connection with the provision by the Police Service of Scotland of police services within North Ayrshire.
- Discharge all duties of the Council in connection with the provision by the Scottish Fire and Rescue Service of fire and rescue services within North Ayrshire.
- To consider and comment upon the proposed local operating arrangements for the Police Service of Scotland and the Scottish Fire and Rescue Service.
- To consider the draft Police and Fire and Rescue Plans for North Ayrshire and to make recommendations on the Plan to full Council.
- To scrutinise the planning, delivery and outcomes of services delivered by the Police Service of Scotland and the Scottish Fire and Rescue Service in North Ayrshire.
- To request and receive information and reports from the Local Commander (Police) and Local Senior Officer (Fire and Rescue) on any area or aspect of the services deemed appropriate.
- To receive and comment on performance reports from the Local Commander (Police) and Local Senior Officer (Fire and Rescue), in order to monitor and assess the performance of Police and Fire and Rescue Services against local and national performance frameworks and to make recommendations for improvements.
- To scrutinise the discharge of the Police Service of Scotland and the Scottish Fire and Rescue consultative and community engagement arrangements in North Ayrshire.

- To consider reports from external agencies such as HMICS, external auditors and Audit Scotland in relation to the work carried out by the Police Service of Scotland and Scottish Fire and Rescue Service.
- To consider and respond to consultations on strategic Police and Fire and Rescue priorities and Scottish Police Authority and Scottish Fire and Rescue Service Strategic Plans.