



IRMP Steering Group Integrated Risk Management Planning: Policy Guidance

Business Continuity Management



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Document Status

This guidance has been published by Communities and Local Government on behalf of the IRMP Steering Group.

Representatives on the Steering Group include the Chairs of the Practitioners and Business and Community Safety Fora, Chief Fire Officers Association (CFOA), Confederation of British Industry, Health and Safety Executive, Local Government Association, Fire Protection Association, and the three main uniform representative bodies as well as other key stakeholders from the “fire industry”.

Communities and Local Government are of the view that an Integrated Risk Management Plan (IRMP) is best produced and implemented at a local level based upon local needs, but consider that these chapters of policy guidance will assist in ensuring a consistency in approach and quality in the way that IRMPs are produced. For the avoidance of doubt this guidance is not mandatory and has been made available for Fire and Rescue Services (FRS) to use, should they wish to, in the development of themed areas of IRMP.

Section 1

Introduction

- 1.1 The British Insurance Brokers Association (BIBA) report that Government figures suggest nearly 1 in 5 businesses suffer a major disruption every year and 80% of businesses affected by a major incident close down within 18 months. Such disruption does not only occur in the commercial estate; local authorities and other public and voluntary sector organisations can also be victims of a major adverse event. The consequential impact of such an event can extend beyond the curtilage of the organisation and into the community; its effects are potentially long term, and can be a contributory factor in increased levels of crime, worklessness and health inequalities.
- 1.2 Paragraph 1.6 of the National Framework 2008-2011 requires each Fire and Rescue Authority (FRA) to produce a publicly available Integrated Risk Management Plan (IRMP) covering at least a three-year time span which, amongst other things:
 - is regularly reviewed and revised and reflects up to date risk information and evaluation of service delivery outcomes
 - demonstrates how prevention, protection and response activities will be best used to mitigate the impact of risk on communities in a cost effective way
 - provides details of how FRAs deliver their objectives and meet the needs of communities through working with partners.
- 1.3 The Department for Communities and Local Government issued guidance to fire and rescue authorities in England in 2003, outlining its requirements for the production of IRMPs. IRMP Guidance Note 1 detailed what authorities needed to do in order to produce a plan and what such plans might contain. In addition to expectations relating to the reduction of loss of life and injury in fires, there is an objective within the principal guidance (Guidance Note 1) for 'reducing the commercial, economic and social impact of fires and other emergency incidents'.
- 1.4 In addition to the assessment and mitigation of risk in the community, fire and rescue authorities as Category 1 responders within the definition of the Civil Contingencies Act 2004 (CCA) have a duty to put in place their own Business Continuity Plans. This Chapter is not intended to cover the 'internal' CCA requirements for business continuity management. This document is intended as a guide to FRAs in consideration of their obligations within the IRMP framework, relating to the consequential impact of an adverse event. It is intended to be used for the outward facing aspects of community risk management.

Section 2

Scope

Legislation

- 2.1 The key legislation which FRAs will need to take account of in considering how to incorporate environmental matters in their IRMP strategy are:
1. *The Fire and Rescue Services Act 2004*
 2. *The Regulatory Reform (Fire Safety) Order 2005*
 3. *The Civil Contingencies Act 2004*
 4. *The Local Government Act 2000*
- 2.2 Further detail on the relevant aspects of the legislation cited is at Annex A. In considering how to include environmental strategy needs in the IRMP process FRAs will also need to take account of corporate social responsibility (see Annex B) and national and local policy (Annexes C and D).

Section 3

Risk Analysis

- 3.1 IRMPs are intended to be dealt with as part of fire and rescue authority corporate planning. Risk analysis can be described as a technique to identify and assess factors that may jeopardize the achievement of a goal. This technique also helps define preventive measures to reduce the probability of these factors occurring and identify countermeasures to successfully deal with them. Risk assessment is an integral component of sound business practice, good governance and risk analysis.
- 3.2 As well as the use of risk analysis as part of business planning, there are a number of requirements within fire and rescue service legislation and guidance to compel its use. The application of risk management processes and techniques include:
- Corporate risk management
 - Community risk reduction and intervention planning
 - Firefighter safety
- 3.3 IRMP Guidance Notes 1, 3 and 4¹ detail risk assessment processes as part of the planning and delivery regimes. It is recommended within IRMP guidance that a single assessment process is adopted when undertaking risk assessment exercises: incorporating aspects of operational (Fire and Rescue Services Act Section 7.2.d) and fire safety enforcement risk analysis. Such an approach provides an opportunity to exchange information and expertise between fire and rescue service disciplines.
- 3.4 There are a number of other sources of information relating to risk management that are relevant to FRAs when considering IRMP risk assessment and delivery. In addition there is the requirement to undertake risk analysis as part of the CCA. When undertaking risk analysis it is important to consider all aspects of hazard identification, likelihood and consequence, including impact on the community and the safety of firefighters.
- 3.5 According to the Audit Commission, there was a 6% increase in the number of fires in commercial premises in 2007. This is of significance to FRAs when considering the balancing of resources in relation to IRMP deliverables. A reduction in the number of incidents occurring will result in a corresponding reduction in the number of operational interventions, giving financial and opportunity benefits to fire and rescue authorities. In simple probabilistic terms, a reduction in the number of incidents should also result in a reduction in the likelihood of injuries to firefighters.

¹ www.communities.gov.uk/fire/developingfuture/integratedriskmanagement/

- 3.6 Those responsible for the safety of persons in occupied premises are required to carry out risk assessment and to act on their findings. There is a real benefit for those responsible for those assessments to have an understanding of the potential impact of fire and other emergency on their business and their employees.
- 3.7 It is also important that those responsible for planning and execution of BCM understand the operational requirements of the fire and rescue service and any support arrangements, information or activity that can influence the likelihood of a successful operational intervention, which in turn can aid business recovery.

Section 4

Strategies

- 4.1 IRMP guidance recommends a holistic and balanced approach to community risk reduction. Fire and rescue authorities, through the mechanism of IRMPs are required to assess risk, determine appropriate strategies, policies and standards of performance, and resource allocation to address it. Risk reduction approaches include the use of prevention, protection and response interventions. There are recommendations that such work is carried out in partnership and there are recognised strategic partnership structures in place through which to consider and deliver joint services.
- 4.2 The business community has a contribution to make to community sustainability and FRAs should therefore consider the extent to which the business community as well as the voluntary sector can contribute to the delivery of IRMP objectives. There is equally a case for FRAs to consider the business case for engagement in Business Continuity Management in their strategic planning processes within any risk assessment framework.
- 4.3 Reducing the impact of an adverse event is a strategic objective within IRMP guidance and expectations. It is also a component part of the Government's sustainable communities' agenda, focusing on place and issue. The fire and rescue service role within the delivery mechanisms for Local Strategic Partnerships and Local Resilience Forums, and the accomplishment of Local Area Agreement objectives, provide an opportunity to assess the strategic relevance and importance of this area of activity.
- 4.4 In relation to the considerations associated with business continuity, FRAs are encouraged to seek information from Regional Development Agencies (RDAs) in order to inform strategic risk assessment. RDAs work:

"to do all that they can to enhance their region's environment and infrastructure,working with partners to improve the quality of the environment, revitalise communities, create more jobs, provide more skills, and improve transport and communications infrastructure. Through engaging communities in economic development, RDAs also seek to promote greater cohesion and widen participation in the economy. For regional economies to thrive, levels of economic participation must be as high as possible."

- 4.5 Of particular relevance in the context of economic and social impact of fire or other adverse event, according to the English RDAs' website at <http://www.englandsrdas.com> "Exclusion not only has a significant adverse economic impact, but also negative social effects with unemployment directly linked to increased poverty, poor health and low educational standards. Concentrations of economic inactivity occur throughout the UK and have become one of the major causes of regional disparities".
- 4.6 FRAs are asked to consider legislative, corporate and social responsibility arguments for the inclusion of external business continuity management policies within their IRMP delivery arrangements. FRAs are also encouraged to consider the business case and opportunities associated with a greater degree of engagement with the community, aimed at reducing the immediate and long term impact of adverse events.
- 4.7 The arguments presented in the following paragraphs make the link between the Government's vision for sustainable communities, the role of the fire and rescue service in the wider social agenda for public services, and the need to consider the consequential impact of fire or other emergency on the community. That relationship is exercised through the IRMP and other risk management processes employed by the fire and rescue service, with a view to determining policies and standards aimed at reducing both the potential and actual impact on life and property, whilst contributing to the quality of life of people in communities, particularly those considered most vulnerable.
- 4.8 There is an inexorable link between deprivation and quality of life. The Audit Commission in conjunction with the Local Government Association and others produced a national report in 2005, identifying a range of 'quality of life' performance indicators, including:
- Community cohesion
 - Community safety
 - Economic well-being
 - Environment
 - Education and life-long learning
 - Health and social well-being
 - Housing
 - Transport
- 4.9 In order to improve quality of life at the community level, a role of public services within the sustainable communities' agenda is to identify the determinants of

poor quality of life and to find ways, in partnership with others, to address them. A recurring theme in the sustainable communities and other Central and Local Government policy areas is the issue of economic well-being. At an individual level economic well-being is usually supported by access to employment. At a community level, a thriving local economy and positive contribution by the business sector are major determinants of health and well-being.

- 4.10 The opposite effect i.e. negative impact can therefore be attributed to the loss of economic well-being through the removal of a single major or number of smaller employers in an area. There are numerous examples of the loss of major enterprises or industries in recent years, many associated with globalisation and changes within the manufacturing and commercial sectors. Decline in the textile, coal, steel and motor vehicle manufacturing industry economies have all had an impact on the communities in which they were based or perhaps more appropriately, in communities built around them. Government has also recognised that neighbourhood degeneration is no longer a phenomenon associated with urban areas.
- 4.11 At an individual fire and rescue service level, Cumbria County Council recognises the significance of economic well-being to the fire and rescue service. In its IRMP there is reference to the fact that Cumbria has one of the slowest growth rates in the UK; there being half the number of jobs in the major national growth sectors as the UK average. Cumbria has recognised that its economy and the well being of its community is “highly dependant on a relatively small number of large and potentially vulnerable employers”.
- 4.12 Reference is made elsewhere in this document to a ‘spiral of decline’, which is of relevance to those seeking to address the issues associated with deprivation and quality of life. There is a case to support the involvement of the fire and rescue service in interventions aimed at preventing or reversing that spiral by preventing incidents occurring and mitigating the impact of those events that do occur.
- 4.13 The following quote is taken from the Government’s ‘Respect’ website and provides an example of the effect of economic decline:

“There is a growing consensus that what happens in the street, estates and public open space is the major factor in shaping perceptions of the ‘liveability’ of an area. Enviro-crime – litter, fly-tipping, graffiti, nuisance cars, dog fouling, vandalism and noise nuisance – shapes perceptions. Its presence encourages a spiral of decline, which can undermine community cohesion and the efforts of public agencies. Liveability goes beyond keeping the public realm clean. It’s about building community support, confidence and self-reliance to keep it that way and to shape the community’s own future”.

- 4.14 Further evidence of the impact of decline is taken from a multi-agency regeneration project in Preston Lancashire, in an area called the 'Hopwood Triangle':

"The housing was perceived as being so poor and the area so tarnished in reputation that it became impossible for the Central Housing Department to let the empty premises. Even the neediest of tenants refused to move into the area, one sadly declared "I might be desperate, but I'm not that desperate". To combat the threat of damage and squatters to empty properties all the windows and doors were covered with steel shutters to guarantee security. Although necessary this added to the air of neglect and decline.

The council's own maintenance and ground staff were too intimidated to visit the area and stayed away. The area had lost all sense of community with many remaining tenants surrendering their tenancies. Crime and the fear of crime increased with remaining tenants adopting a siege mentality, locking themselves in and turning a blind eye to problem neighbours, anti-social behaviour and criminal activity".

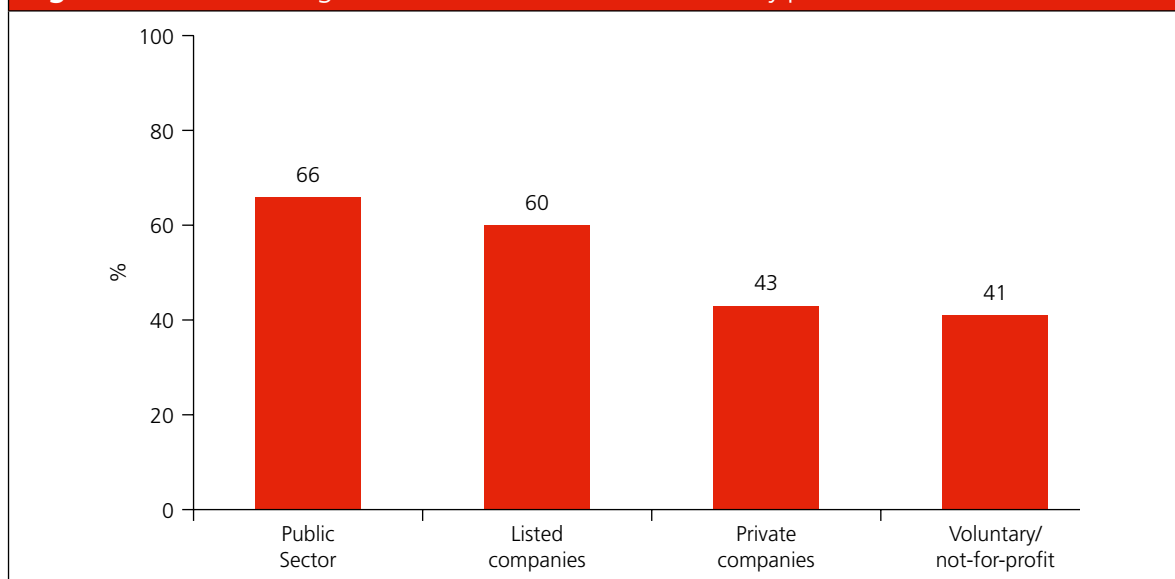
- 4.15 In arson prevention work there is an appreciation of the fire issues associated with decline and dereliction; unoccupied or derelict buildings or abandoned vehicles being a magnet for fire setters. Programmes aimed at removing the opportunity or impact are evident in many fire and rescue services eg car removal schemes and working with absentee landlords to pursue boarding up of premises, and the consideration of demolition orders.
- 4.16 The examples given above demonstrate the consequence of incidents that can contribute to the visual as well as the wider signs and implications of decline and the perception of abandonment. Arson prevention strategies are therefore a component of the sustainable communities approach. The situation is one in which a pro-active approach by all interested parties focused on prevention, but with effective mitigation and recovery plans in place can reduce the likelihood of the impact described in the foregoing paragraphs materialising.

Section 5

Delivery Mechanisms

- 5.1 As has already been outlined in the introduction to this chapter, Government figures suggest nearly 1 in 5 businesses suffers a major disruption every year and that 80% of businesses affected by a major incident close down within 18 months. The consequential impact of such an event will extend beyond the curtilage of the organisation and into the community. Its effects will potentially be long term, and can be a contributory factor in increased levels of crime, worklessness and health inequalities.
- 5.2 According to the Business Continuity Institute, business continuity management is defined as “a holistic management process that identifies potential impacts that threaten an organisation and provides a framework for building resilience and the capability for an effective response”. Eliza Manningham-Buller, former director of MI5 said that “What single piece of advice I can recommend to the business community? My answer is a simple but effective business continuity plan that is regularly reviewed and tested”. The following graph is taken from a survey report produced by the Chartered Management Institute (2007) and shows the percentage (%) of organisations by type with Business Continuity Plans in place.

Figure 1: Percent of organisations with business continuity plans



5.3 The fundamental premise on which the case is made for BCM to be considered within IRMPs is that, in doing so, there are direct and indirect benefits for fire and rescue authorities. Benefits for the fire and rescue services associated with engagement with business continuity management as part of service delivery include:

- Improved operational planning (Section 7.2.d)
- Improved integrated risk management planning
- Improved fire action planning at risk premises
- Increased competence of fire and rescue personnel
- Increased prevention awareness and activity at risk premises
- Improved resilience
- Added social value/social currency including improved satisfaction
- Increased contribution to objectives and target achievement (LAAs) including a positive contribution to local economic development and enterprise, community sustainability and well-being
- Reduced cost of service provision
- Improved firefighter safety

5.4 Whilst BCM is integral to the recovery of an organisation post incident, its effective application is reliant upon pre-incident initiation, planning and management – ideally established at the start of business operations and embedded in the organisation’s culture. It is clearly for those who are responsible for the business to initiate and manage the process but there are other parties who can influence the extent and success of the arrangements. Key within the context of this guidance document is the degree to which fire and rescue services can and should assist with that process. Business continuity incorporates all aspects of risk management:

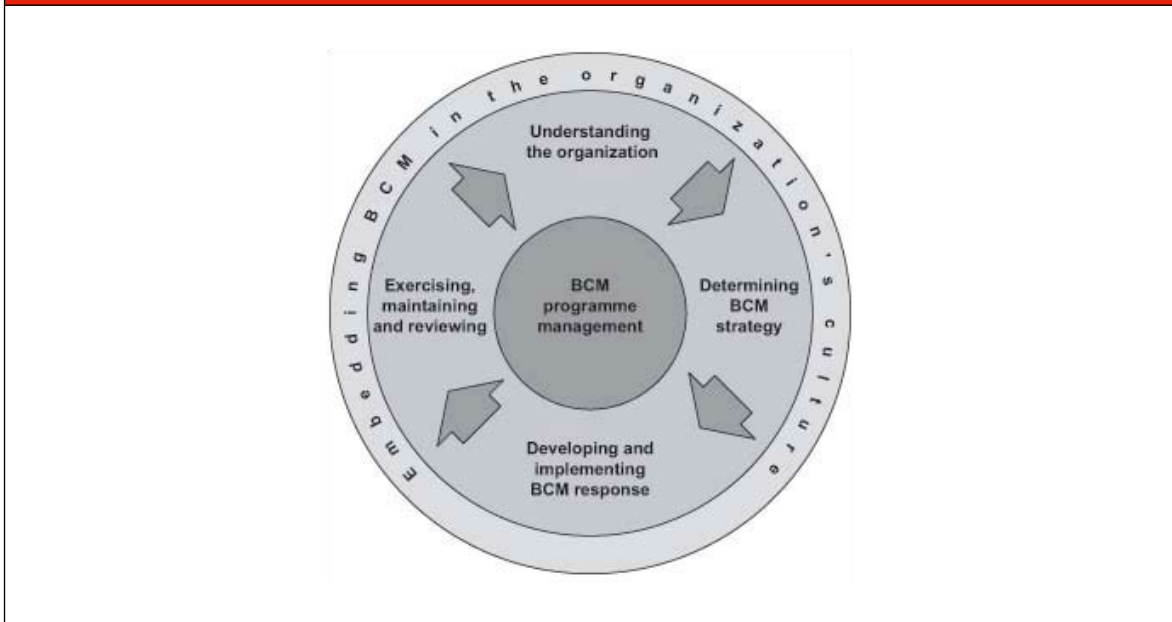
- The identification and assessment of risk
- Prevention
- Mitigation
- Management of the event
- Recovery

5.5 Within the Government's 'Preparing for Emergencies' guidance there is reference to a BCM 'cycle' to support effective programme management (See figure 2 below).

The guidance proposes a 4-step process:

1. Understanding the organisation, incorporating Business Impact Analysis and Risk assessment
2. Determining the BCM strategy
3. Developing and implementing BCM response
4. Exercising, maintaining and reviewing BCM arrangements

Figure 2: BCM management cycle



5.6 BCM is fundamentally about understanding key aspects of the organisation's business operations and assessing the potential impact of an adverse event, interrupting those operations, and determining the alternative methods available or the means to resume normal operations, including timelines. Integral to effective BCM are disaster recovery and crisis management. More detailed information can be found at www.preparingforemergencies.gov.uk

5.7 Within published emergency and business continuity planning and management documents there are recommendations that those who are responsible for action in premises form Crisis Management Teams (subject to the size of the organisation). There is an argument to suggest that, as with the joint approach to planning, there is the potential for a joint approach to mitigation – in house crisis teams supporting FRS incident management resolution and vice versa.

- 5.8 Reference should also be made to the British Standard and Civil Contingencies Act information contained in Annex C to this chapter.
- 5.9 In relation to business continuity, crisis and disaster management, FRAs should consider the following in their approaches to external engagement with the business community:
- Reviewing legislation, central guidance and corporate risk management information to assess the requirements and opportunities associated with community risk reduction and sustainability. This can inform strategic analysis and corporate planning processes, including IRMP.
 - Reviewing the FRS role in local strategic collaboration through such mechanisms as Local Resilience Forums (LRF) and Local Strategic Partnerships (LSP).
- 5.10 Using the outcomes of the reviews above, FRAs can develop risk analysis programmes. These programmes should include risk assessments of those premises or facilities where an incident has the potential to impact negatively on the business community. The programmes will also ensure that adequate awareness of business risk exists within the Service.
- 5.11 IRMP and FSEC guidance recommends a joint approach to risk assessment, to include aspects associated with operations, fire cover modelling and fire safety enforcement. FRAs should consider a risk assessment methodology that aligns with methodologies that exist within LRFs and LSPs eg the approach and methodology used to populate the Community Risk Register (CRR) or to inform strategic LAA priorities.
- 5.12 Application of the guidance referred to in this document can be considered in the three component phases of community risk reduction: prevention, protection and response. Implementation can also be viewed and approached in relation to the statutory requirements placed on local authorities including fire and rescue authorities.
- 5.13 A key component of effective fire risk management is prevention. Effective prevention is a major objective of IRMP and if applied appropriately can contribute to a reduction in the number and severity of incidents. FRAs should evaluate existing approaches to risk based enforcement and inspection in order to incorporate those aspects of business continuity, crisis and disaster management that support improved risk management into Fire and Rescue Service delivery arrangements.

- 5.14 Fire safety management programmes should incorporate aspects of the FRA's strategic objectives beyond legislative compliance into their policies and practices. Fire safety inspection programmes should also consider, within the context of this guidance, those aspects of community risk associated with the "other factors for consideration" in IRMP Guidance Note 4², including:
- the strategic importance of a particular property or business
 - the potential loss of heritage
 - potential environmental damage
 - the need to assess likely firefighting operations
- 5.15 Within risk assessment processes informing fire prevention practice account should be taken of the issue of arson as a cause of fire. According to Communities and Local Government statistics for 2005, 47% of recorded fires were deliberate and of that number, 18% occurred in buildings other than dwellings. It is therefore important to consider arson as a cause within risk reduction strategies and also to inform occupiers of its potential as a cause of fire and identify actions that can be taken to reduce its likelihood. Continuation of the link between risk reduction strategies and the benefits for fire and rescue authorities, the Home Office report "Safer Communities, Towards Effective Arson Control" highlighted the fact that "arson can lead to endangerment of fire-fighters as arson is not an issue recognised at the design stage of buildings or their fire safety strategies". Persistent arson can also make a negative contribution to the quality of life of a community and contribute to the 'spiral of decline' referred to previously.
- 5.16 Fire protection has been identified as an integral part of IRMP delivery within a 'holistic approach' to community risk reduction. There is reference (Communities and Local Government IRMP guidance and the Bain³ review) to its application within the commercial estate an opportunity to amend operational response standards. There has also been reference to the need to have confidence in it when assessing risk and introducing risk-based fire safety programmes. What is apparent is the need to ensure that there is a complete understanding of the purpose of fire protection measures, as well as its limitations, when determining FRS risk management approaches.
- 5.17 In order to be an integral component of risk reduction, fire protection arrangements must be suitable, appropriate and fit for purpose. In addition to life safety requirements, properly designed, built and installed fire protection can limit fire spread, facilitate firefighter intervention, reduce the impact on business processes and thereby improve the chances of business survival and recovery.

² www.communities.gov.uk/fire/developingfuture/integratedriskmanagement/guidancenote

³ www.frsonline.fire.gov.uk/publications/article/17/306

5.18 The Building Regulations 2000 state that “Building Regulations are intended to ensure that a reasonable standard of life safety is provided, in the case of fire. The protection of property, including the building itself, often requires additional measures”. The Building Regulations cite the Fire Protection Association’s Design Guide: The Fire Protection of Buildings as a reference document for additional guidance for designers. Within it there is reference to the following key objective for property protection: “to allow the business to be trading in as short a time as possible following a fire, thus limiting business interruption”, which is of relevance to those considering fire protection within risk management arrangements. An understanding of the critical issues for all parties seeking a successful outcome can provide useful intelligence pre-incident, lead to actions by both organisations in support of the other’s objectives during operations and support the business premises in the recovery phase.

Initiatives

5.19 A number of authorities have IRMP delivery and performance objectives associated with “reducing the commercial, economic and social impact of fire and other emergency”. One of the problems associated with this area of work is the identification of appropriate Fire and Rescue Service activity to support the objective. Communities and Local Government guidance (Guidance Note 4) advocates risk-based enforcement programmes and its own analysis to support inspection programming. The priority within GN4, as with IRMP guidance generally, is for life safety in buildings. Whilst acknowledging the importance of this in relation to the duty placed on FRAs, there is a need to ensure that community risk associated with other IRMP objectives is fully understood and addressed.

5.20 Merseyside Fire Authority has recognised the importance of this issue and the contribution that the service can make in partnership with the business sector to community risk reduction and disaster recovery. Details of the Merseyside initiative can be found on their website at <http://www.merseyfire.gov.uk/aspx/pages/Default2.aspx>

Section 6

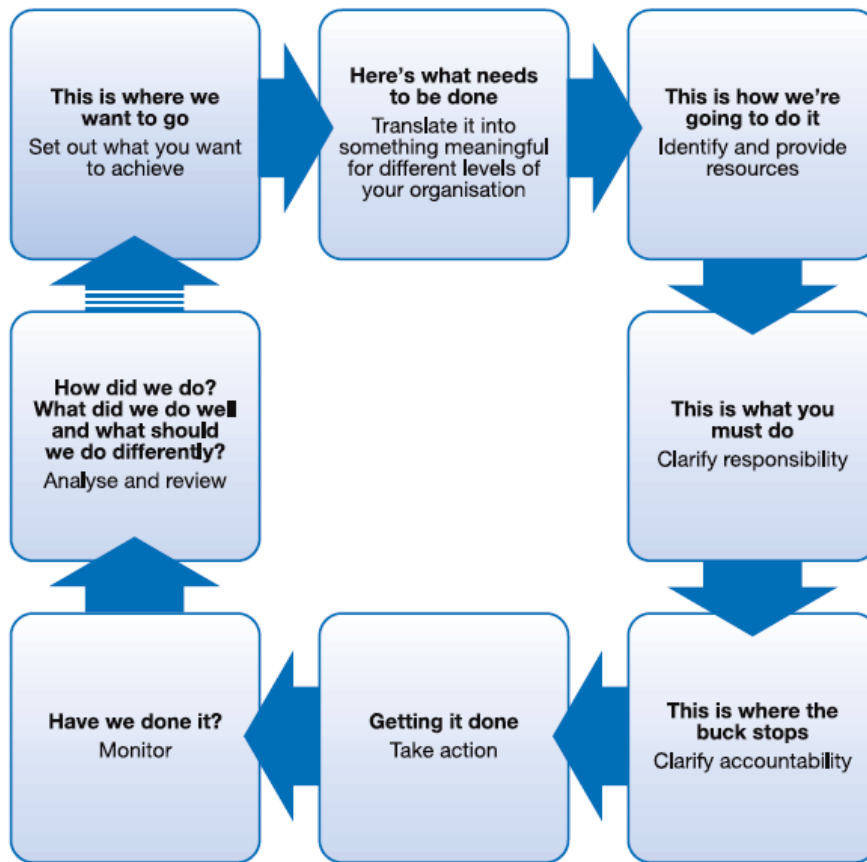
Performance monitoring and review

- 6.1 In order to deliver the expectations placed upon them for improvements in service delivery and the achievement of targets, fire and rescue authorities will need to introduce effective performance management arrangements into their respective Services. It is also essential that performance management is embedded into the organisation at the corporate, team or department, and individual levels, in order to ensure that organisational activity is aligned to strategic objectives. According to the Audit Commission, performance management “enables fire and rescue authorities to understand if they are making the most of their resources and maximising their impact to deliver on priorities”. IRMP Guidance Note 1 states that FRAs will need to set up arrangements for monitoring and auditing performance to help review the effectiveness of policies and procedures.
- 6.2 Linked to performance management objectives and fire safety programmes, IRMP Guidance Note 1 states that “IRMPs will do the following fundamental things:
- evaluate the effectiveness of current preventative and response arrangements
 - identify opportunities for improvement and determine policies and standards for prevention and intervention”
- 6.3 When considering policies and standards for fire safety within community risk reduction strategies, authorities should recognise the fact that the real effectiveness of the fire and rescue service should be assessed on outcomes. The Health and Safety Executive has a model for risk management that can be applied to fire safety management that demonstrates the role of performance management within effective management processes. The HSE, in its guidance on measuring health and safety performance, states that “measurement is a key step in any management process and forms the basis of continual improvement”. Therefore, based on the recommendations in the IRMP Guidance Notes and the existing knowledge base and experience of FRS in performance management, the authority should undertake a step by step process to develop and introduce a model for the inclusion of BCM in IRMP, based on published principles and incorporating Government and other stakeholder expectations. Such a process could be presented in the following way:
1. Determine strategic objectives for fire safety within community risk reduction framework
 2. Identify policies and standards for fire safety delivery

3. Consult stakeholders (National Framework and IRMP requirements)
 4. Identify existing good practice and verify effectiveness of existing fire safety management arrangements within the organisation
 5. Identify areas for improvement
 6. Identify resource requirements
 7. Plan and implement policy
 8. Audit and review effectiveness
- 6.4 A key component of effective performance management is the identification of appropriate means to assess the effectiveness of policies and service delivery arrangements. This will generally be by the use of audit processes incorporating performance measures and indicators. The HSE provides a view on this stating that as well as understanding where the organisation is in terms of levels of performance, performance management also helps identify why it is as it is! This level of understanding will in turn help the organisation work out how to address poor performance.
- 6.5 In relation to the setting of priorities and targets for improvement, the Framework is clear in terms of expectations and IRMP guidance states that “a modern and effective fire and rescue service should serve all sections of society fairly and equitably by:
- a. reducing the number of fires and other emergency incidents occurring;
 - b. reducing loss of life in fires and accidents;
 - c. reducing the number and severity of injuries in fires and other emergencies;
 - d. reducing the commercial, economic and social impact of fires and other emergency incidents;
 - e. safeguarding the environment and heritage (both built and natural), and
 - f. providing value for money”
- 6.6 The above list contains a number of objectives that can be translated into fire and rescue authority performance targets. Underpinning objectives (a) and (b) above, the LPSA provides targets for consideration within FRA fire safety policy areas, asking the following question of authorities: “how will the management of fire safety as a component part of service delivery contribute to the achievement of the LPSA targets (life loss and deliberate fires)?”

- 6.7 It is important to consider the fact that there are a number of ways in which the authority can accumulate data to inform performance management arrangements. Those sources can be both internal and external to the organisation. The identification of appropriate performance indicators will measure the effectiveness of fire safety interventions, and the contribution of the Service to securing joint objectives such as those within LAA themed areas eg Safer and Stronger Communities. There is also the potential to consider the use of other partners' performance indicators to measure the effectiveness of fire and rescue service activity eg data from the police National Intelligence Model (NIM) or local authority performance indicators.
- 6.8 An important aspect of performance measurement in relation to the effectiveness of fire safety as a component of community risk reduction is the way in which its effectiveness as an intervention is measured. To what extent do the inputs eg number of inspections, time spent on fire safety activity, number of enforcement actions, number of home fire safety checks etc. contribute to the outcomes in terms of life and property protection?
- 6.9 The opening paragraph of this section made reference to the need to embed performance management at all levels of the organisation; corporate, team and individual. The following diagram from the Audit Commission provides a good representation of the process; introducing the important elements of 'responsibility' and 'accountability'.

Figure 3



Source: Audit commission

Annex A

Relevant Legislation

1. Fire and Rescue Services Act 2004

The Fire and Rescue Services Act 2004, Section 7, paragraph (1) (b) places a duty on fire and rescue authorities to make provision for the purposes of protecting property in the event of fires in its area.

Section 6, paragraph (1) provides the duty to promote fire safety in its area and paragraph (2) (b) (i) provides a duty to give advice about how to prevent fires and restrict their spread in buildings.

The Fire and Rescue Services Act 2004, Part 2, Paragraph 7 (2) (a) makes reference to the requirement for fire and rescue authorities to 'make arrangements for ensuring that reasonable steps are taken to prevent or limit damage to property resulting from action taken for the purpose mentioned in subsection (1) [fire fighting]'

Section 7 (2) (d) places a duty on fire and rescue authorities to gather information for firefighting purposes. As evidenced by Improvement Notices issued to fire and rescue authorities by the Health and Safety Executive, there is a direct relationship between the gathering and retrieval of risk information to support firefighting operations and tactics, and firefighter safety. Information gathering in support of operational incident management should not be approached in isolation, but should be carried out as an integral part of risk management.

Part 1, Section 5, paragraph (1) of the Act makes reference to the powers of combined fire and rescue authorities 'to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions'. Whilst this section of the Act gives combined fire authorities additional powers and arguably greater freedom to use their resources, it is limited to those areas of activity associated with the discharge of function, and does not therefore mirror the broader power of well-being conferred on other local authorities.

The Fire and Rescue Services Act 2004 is available on the Internet at:
<http://www.opsi.gov.uk/acts/acts2004/20040021.htm>

2. Regulatory Reform (Fire Safety) Order 2005

The Regulatory Reform (Fire Safety) Order 2005 places a duty on those who have control of a building to take reasonable steps to reduce the risk of fire and to make sure people can escape in case of fire (Section 8 (1)). Within the general fire precautions section of the Act there is a reference to taking steps to “mitigate the detrimental effects of fire” (Section 12 (3) (b)). This does not however include the requirement to consider business interruption as a consequence of fire and therefore to mitigate its effect.

For fire and rescue authorities, as enforcing authorities, there is a duty to enforce the provisions of the Order (Section 26) in relation to those premises for which it is responsible.

Communities and Local Government produced IRMP guidance for FRAs on a risk assessment based approach to managing fire safety inspection (Guidance Note 4). Whilst recognising that “it is for fire authorities to determine their own enforcement policies” the guidance highlights the requirement for inspection programmes to contribute to IRMP objectives, and to demonstrate it is providing appropriate resources and level of service.

The guidance goes on to say that, following a risk assessment process, the inspection programme can be influenced by “the potential loss or risk to the community, at a local or national level”. It also states that the inclusion of a building in a fire safety inspection programme can be in the basis of considerations other than life safety and legal duty.

The other factors for consideration include:

- the strategic importance of a particular property or business
- the potential loss of heritage
- potential environmental damage
- the need to assess likely firefighting operations

The Regulatory Reform (Fire Safety) Order 2005 is available on the Internet at:
<http://www.opsi.gov.uk/si/si2005/20051541.htm>

3. Civil Contingencies Act 2004

The importance of BCM is recognised by Government, having included specific requirements within the Civil Contingencies Act (CCA) 2004. Within the Act (Section 2 (1) (c)) there is a duty on all Category 1 responders to maintain their own Business Continuity Plans to ensure that they can continue to perform their own functions in an emergency. The list of Category 1 responders in the Act includes: Local Authorities, Government Agencies, Emergency Services and the NHS.

In addition to the requirement to consider and plan for their own response to an adverse event, there is a duty within Section 4 of the Act for local authorities “to provide advice and assistance to those undertaking commercial activities and to voluntary organisations in relation to business continuity management”. This duty is directly linked to the government’s resilience agenda. As has been stated, there are 16 County Council fire and rescue authorities which are arguably required to discharge this duty as part of their function within the County Council structure.

The principal mechanism for multi-agency cooperation under the Act is the Local Resilience Forum (LRF), based on each police area. The forum is a process by which the organisations on which the duty falls, co-operate with each other. In addition, Category 1 responders are required to consider and assess risk in their area and, through the LRF process, deliver the compilation of agreed risk profiles, through a Community Risk Register. Guidance issued by UK Resilience contains a six-step process of risk assessment for LRFs:

- Contextualisation
- Hazard review and allocation for assessment
- Risk analysis
- Risk evaluation
- Risk treatment
- Monitoring and review

Detailed information on the production of Community Risk Registers and further information can be found at the UK Resilience website at:
www.ukresilience.gov.uk/preparedness

In addition, there is reference material relating to business continuity on the UK Resilience website at:
<http://www.ukresilience.gov.uk/preparedness/businesscontinuity.aspx>

The Act focuses on emergency preparedness but its requirements should be seen in the context of integrated emergency management (IEM). The following six activities are considered fundamental to an effective IEM approach:

- anticipation
- assessment
- prevention
- preparation
- response
- recovery management.

Whilst the Act focuses on two of these activities: assessment and preparation, Category 1 responders will need a comprehensive understanding of all the component parts of an integrated approach. According to the Association of Local Authority Risk Managers (ALARM) “business continuity can be seen as a bridge between risk management and emergency planning”. According to UK Resilience good BCM requires incident management and business continuity plans, which can be combined into single plan.

The Civil Contingencies Act 2004 is available on the Internet at:
www.opsi.gov.uk/acts/acts2004/20040036.htm

4. Local Government Act 2000

Within the Local Government Act 2000 there is reference to the promotion of well-being in that “every local authority are to have power to do anything which they consider is likely to achieve any one or more of the following objects:

- (a) the promotion or improvement of the economic well-being of their area
- (b) the promotion or improvement of the social well-being of their area
- (c) the promotion or improvement of the environmental well-being of their area”.

According to Professor John Stewart those powers enable local authorities not only to deal with functions, but also to respond to problems, issues and aspirations in the community, without regard to their specific powers. The Act requires local authorities to prepare community strategies promoting and improving social, economic and environmental well-being in their areas.

There is a clear link between the opportunities presented in the Local Government Act 2000, other relevant legislation and guidance informing fire and rescue service objectives within the sustainable communities’ agenda, and the issue of business continuity management (BCM).

The Local Government Act 2000 is available on the Internet at:
http://www.opsi.gov.uk/Acts/acts2000/ukpga_20000022_en_1

Annex B

Corporate social responsibility

1. The Government has a vision for CSR, which is to see “UK businesses taking account of their economic, social and environmental impacts, and acting to address the sustainable development challenges based on their core competences wherever they operate”. The argument put forward by Government is that companies should extend themselves by operating beyond legal compliance in which CSR is integrated into the organisation’s core values. According to the Director of Development, Business in the Community, corporate social responsibility (CSR) is defined as “how companies manage the business processes to produce an overall positive impact on society”.
2. It is suggested that the principles of CSR contained within the Government’s vision and the BITC definition apply to the fire and rescue service, in terms of both the management of the organisation and the quality and impact of service delivery on the public. It is for the fire and rescue authority to consider and determine the extent to which CSR applies to the service locally and the extent to which different aspects of service delivery, including those associated with the wider social agenda, discharge that responsibility. Business in the Community (BITC) argues that companies can make a difference to the community as shown in Figure 4.

Figure 4



Annex C

National policy and other relevant IRMP guidance

1. Central and Local Government Vision

In 2003 the Government published its White Paper “Our fire and rescue service” in which it presented its vision for the service. Within its vision are references to the role of “a service that works for and with the community it serves” including:

- protecting people from fire and its consequences and from a range of other hazards, and
- acting in support of the Government’s wider agenda for social inclusion, neighbourhood renewal and crime reduction.

Within the Local Government White Paper “Strong and prosperous communities” there is reference to the purpose of the Sustainable Community Strategy as the strategic vision for a place and as a vehicle for addressing cross-cutting issues such as its economic future, social exclusion and climate change. Sustainable communities are a key policy area of Government which, within its own publications has identified the following as a key determinant of a ‘sustainable community’:

“Thriving – with a flourishing and diverse local economy

Sustainable communities feature:

- *a wide range of jobs and training opportunities*
- *sufficient suitable land and buildings to support economic prosperity and change*
- *dynamic job and business creation, with benefits for the local community*
- *a strong business community with links into the wider economy*
- *economically viable and attractive town centres.”*

It could be argued that the opposite of a sustainable community is one associated with deprivation, high crime levels, low educational attainment and health inequalities. Such a community will provide challenges for public and voluntary sector service providers including the fire and rescue service. Indices of deprivation used by Government are:

- Income
- Employment

- Health Deprivation and Disability
- Education, Skills and Training
- Barriers to Housing and Services
- Crime
- Living Environment.

In the Government's proposals for the future of Local Area Agreements (LAAs) there are clear links to Sustainable Community Strategies, established through the Local Government Act 2000. Local Strategic Partnerships (LSPs) will provide the forum for setting the strategic vision for an area and for agreeing the priorities for improvement in the LAA.

Future LAAs will contain 'economic development and environment' (currently economic development and enterprise) as one of the four key themes, linked to Public Service Agreement (PSA) targets. The Local Government and Public Involvement in Health Bill identifies fire and rescue authorities as a partner within the revised strategic governance arrangements operating within LSPs.

Key outcomes within these strategic approaches are increasing employment and economic activity, social inclusion, the environment and creating a climate for investment, all of which are linked to the sustainable communities' objective.

Fire and rescue authorities are integral to the successful delivery of the Government's vision within local frameworks; both as a direct service provider but also as a delivery partner supporting wider Community Strategy objectives. In a joint publication, the Local Government Association, Communities and Local Government and the Chief Fire Officers Association present "a shared vision towards 2017" for the fire and rescue service. Within it there is reference to a service that is community focused, responsive to the needs of the whole community; working seamlessly to minimise risk, and drive down damage to property and harm to the environment.

Fire and rescue authorities in the UK operate within different constitutional arrangements. In England there are at present 16 County Council Fire and Rescue Authorities, 23 Combined Fire Authorities, 6 Metropolitan Fire and Civil Defence Authorities and the London Fire and Emergency Planning Authority. As a result there are variances in terms of the powers available to those authorities to engage in broader community risk, social inclusion and well-being objectives.

2. The Fire and Rescue Service National Framework

The means by which the Government sets out its priorities and objectives for the fire and rescue service in England is through the publication of National Framework documents, the first of which was published in 2004. Section 21 of the Fire and Rescue Services Act 2004 gives statutory effect to the National Framework.

Within the National Framework there is a specific reference to the requirement for fire and rescue authorities to produce Integrated Risk Management Plans, setting out the authority's strategy to "tackle effectively both existing and potential risks to communities". In the 2006-08 Framework document there is reference to the requirement for fire and rescue authorities, through the publication of IRMPs, to set out strategies for "reducing the commercial, economic and social impact of fire and other emergency incidents; safeguarding the environment and heritage (both built and natural)".

The National Framework for the FRS 2008-11 is available on the internet at: www.communities.gov.uk/publications/fire/nationalframework200811

3. British Standard 25999:2006 Code of Practice for Business Continuity Management

The British Standard is intended to provide a system based on good practice for the effective application of business continuity management. According to the British Standard, "BCM is complementary to a wider risk management framework that sets out to understand the risks to operations or business, and the consequences of those risks".

BS 25999 comprises two parts:

- Part 1, the Code of Practice, provides BCM best practice recommendations. Please note that this is a guidance document only
- Part 2, the Specification, provides the requirements for a Business Continuity Management System (BCMS) based on BCM best practice. This is the part of the standard that you can use to demonstrate compliance via an auditing and certification process.

The British Standard defines BCM as "a holistic management process that identifies potential threats to an organisation and the impacts to operations that those threats, if realised, might cause, and which provides a framework for building organizational resilience with the capability for an effective response that safeguards the interests of its key stakeholders, reputation, brand and value creating activities".

Within the standard there is reference to business continuity management being a framework for building organisational resilience that recognizes the strategic importance of its key stakeholders and safeguards their interests. In the context of fire and rescue service risk reduction (IRMP) objectives, it is argued that the public is a stakeholder and therefore direct and consequential impact of major organisational disruption on them should be factored into FRS risk reduction strategies.

4. Public Service Agreements

According to the Chancellor of the Exchequer “Public Service Agreements (PSAs) are fundamental to the Government’s approach to delivering world-class public services, combining clear national goals with unprecedented levels of transparency”. As part of the Comprehensive Spending Review 2007 a new set of 198 national indicators have been set which are intended to be the only measures on which central government will assess outcomes delivered by local government and its partners. In each area, up to 35 targets from among the 198 national indicators will be negotiated through the new Local Area Agreements. In relation to fire and rescue service objectives there are 2 national indicators: NI33 – Arson incidents and NI49 – Number of primary fires and related fatalities and non-fatal casualties, excluding precautionary checks.

There are however a number of other indicators that are of relevance to the service, in keeping with its strategic objectives as demonstrated by examples of activity already being undertaken by the fire and rescue service taken from existing IRMP action plans, including:

Safer Communities

- NI 36 Protection against terrorist attack
- NI 37 Awareness of civil protection arrangements in the local area
- NI 43 Young offenders engagement in suitable education, employment or training
- NI 47 People killed or seriously injured in road traffic accidents
- NI 48 Children killed or seriously injured in road traffic accidents.

Children and Young People

- NI 70 Hospital admissions caused by unintentional and deliberate injuries to children and young people
- NI 87 Secondary school persistent absence rate
- NI 110 Young people’s participation in positive activities.

Adult health and wellbeing

- NI 120 All-age all cause mortality rate
- NI 134 the number of emergency bed days per head of weighted population
- NI 137 Healthy life expectancy at age 65.

Local economy

- NI 151 Overall employment rate
- NI 152 Working age people on out of work benefits.

5. Local Area Agreements

Local Area Agreements (LAAs) are at the centre of the relationship between Central and Local Government and are the main vehicle by which Central Government will agree performance targets for local authorities. They are intended to enable local authorities and partners organisations to focus on the improvement of services and the quality of life in the local community. LAAs are intended to deliver the ambitions set out in Sustainable Community Strategies, with evidence based targets operating within robust performance management regimes.

As referenced above there will be up to 35 local performance targets agreed by partners. Within the LAA there will be 4 themed areas of strategic focus:

- Children and young people
- Safer and stronger communities
- Health communities and older people
- Economic development and enterprise.

There is an expectation on the part of Government that the Third sector and the Business sector are included in the Local Strategic Partnership (LSP). The business sector has been identified by Government as being key to the growth of local economies and of having a wide impact on the local area.

The potential role of the fire and rescue service within LAAs is extensive: the prevention and mitigation of life and property loss through IRMPs linked to LAA outcomes within the 4 themed areas, linked to the national/local performance indicators.

The relationship between the fire and rescue service and the business community is a significant component, through prevention and response intervention, affecting both the direct and consequential impact of fire and other emergency.

6. Integrated Risk Management Planning

Integrated Risk Management Plans are the established mechanism by which fire and rescue authorities seek to identify and address risk in the community. IRMP Guidance Note 1 states that Government will consider a “modern and effective fire and rescue service” as one that serves all sections of society equitably by:

- a. reducing the number of fires and other emergency incidents occurring
- b. reducing loss of life in fires and other incidents
- c. reducing the number and severity of injuries in fires and other emergency incidents

- d. reducing the commercial, economic and social impact of fires and other emergency incidents
- e. safeguarding the environment and heritage (both built and natural)
- f. providing value for money.

IRMPs are intended to be strategic and dynamic documents, supported by annual action plans. FRAs are required to introduce policies and standards aimed at delivering the improvements identified in IRMPs. One issue for FRAs to consider within the IRMP process is how to assess the effectiveness of prevention and response policies in saving life and property.

The guidance states that IRMPs should also identify the ways in which FRAs can work in collaboration with relevant agencies to deliver the wider aspects of improved public safety, which is in keeping with the Government's wider agenda for community sustainability, social inclusion and well-being. Issues presented in the IRMP guidance for consideration by FRAs when identifying existing and potential risks in the community include:

- socio-economic factors and deprivation
- occupancy of commercial and industrial premises
- health issues eg sickness levels in the community.

As has already been stated, there are potential issues for the community and the fire and rescue service beyond the immediate incident and its operational resolution. The loss of a commercial undertaking supporting the community through direct and parallel employment opportunities, as well as other community-centred activity, cannot be over-emphasised.

Modelling software issued to fire and rescue authorities in support of IRMP analysis (FSEC) does not factor in all consequential losses. It is therefore essential that those undertaking an assessment of community risk and the issues to be addressed have a comprehensive understating of the potential impact of a major fire or other adverse event on the community, both direct and indirect, short and long term.

7. Neighbourhood Renewal

The Government has produced strategy and policy aimed at reversing neighbourhood decline which, according to its own reports has seen the basic quality of life of poor neighbourhoods become increasingly detached from the rest of society. According to the Government, among the causal factors are economic change, the decline of old industries, the declining popularity of social housing and a concentration of vulnerable people in poor neighbourhoods.

The Government's vision for neighbourhood renewal has a key strategic goal: "in all the poorest neighbourhoods, to have common goals of lower worklessness and crime, and better health, skills, housing and physical environment". Working through Local Strategic Partnerships, the intention was that joint approaches to problem solving will be introduced to address these issues, alongside community empowerment. Deprivation is at the core of the problem. According to the national strategy for neighbourhood renewal:

- Poor services in deprived neighbourhoods compound the misery of living on low income
- Multiple deprivation blocks the routes out of poverty, as having had a poor education of coming from an area with a bad reputation makes it harder to get a job
- The extent of deprivation in urban neighbourhoods has contributed to the outflow from cities to the edge of town. And it is not just an urban problem – multiple deprivation has also become increasingly marked in some rural and coastal communities, causing population loss there too
- The problem bears unequally on different groups in society, with people from ethnic minorities and young people disproportionately likely to live in deprived neighbourhoods.

There is recognition that such neighbourhoods are caught in a spiral of decline. The fire and rescue service is either located or is operating in many of those areas and is either dealing with aspects of the consequence of the problem, or is attempting to address the underlying issues. The link has already been established between incidence of fire and deprivation. Many aspects of fire and rescue service community risk intervention are targeted in those areas, working alongside other community partners, who are also potentially dealing with the symptoms of neighbourhood decline.

Contributing to the reversal of decline and reducing the inequalities will produce direct benefits for the fire and rescue service.

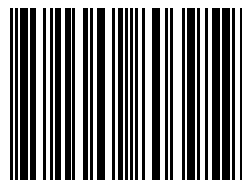
Annex D

Local policy

1. The relationship between the fire and rescue service, partner organisations and the local community is exercised through a number of forums, including the Local Resilience Forum, Local Strategic Partnership, Crime and Disorder Reduction Partnerships, Children and Young People Strategic Partnerships and others. Outside of the statutory framework, it is for fire and rescue authorities to determine the extent to which it is required to engage with partners in the delivery of services. It is also the authority's responsibility, in consultation with the local people, to determine the range of services provided.
2. When considering local policies in support of service delivery, fire and rescue authorities are encouraged to extend risk assessment and consultation processes to include the consideration of wider social impact of fire and other emergency on the community, and within IRMP processes in relation to elements of prevention, protection and response options.

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