



IRMP Steering Group Integrated Risk Management Planning: Policy Guidance

Community Safety



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Planning: Policy Guidance
Community Safety

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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 Fire and Rescue Authorities (FRAs) are required by the National Framework to produce a local IRMP that sets out the authority's strategy, in collaboration with other agencies, for reducing the commercial, economic and social impact of fires and other emergency incidents.
- 1.2 Paragraph 1.6 of the National Framework 2008-2011 requires each FRA to produce a publicly available 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.

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

- 1.3 FRAs have delivered impressive outcomes in fire prevention programmes, contributing directly to the reduction in fire deaths, non fatal casualties and deliberate fires to the lowest level since the 1950s.
- 1.4 Fire prevention programmes will remain at the heart of the work of FRAs in local communities. In taking forward this work authorities will be seeking to influence the behaviour of many of the same groups within communities as other public service providers – for example the elderly, people with disabilities, ethnic minorities, those living in poor quality housing, drug and alcohol users and those involved in crime and disorder. This provides clear opportunities for the development of effective partnership programmes
- 1.5 There is an increasing recognition of the contribution that the Fire and Rescue Service (FRS) can make to wider public safety outcomes such as:
- Prevention of Road Traffic Collisions (RTCs) – *Note: There is a separate IRMP Chapter on RTCs which is complementary to this Chapter and should be referred to for further guidance*

- Reduction of anti-social behaviour, including nuisance hoax fire calls and high volume/low value deliberate fires¹ (especially fires in abandoned cars, rubbish fires and bin fires)
- Crime reduction, including low volume/high value deliberate fires
- Neighbourhood renewal – by improvement of the community environment (such as reduction in fires in abandoned cars, rubbish fires and bin fires), reduction in fear of crime and protection of community assets such as schools
- Youth work (related to “Every Child Matters”, “Staying Safe” and “Making a Positive Contribution” themes)
- Helping people live independently and safely in their homes.

1.6 The outcome is however most effective if there is engagement between local authorities, police and health and other partners through defining community strategies and delivering this ambition through Local Area Agreements (LAAs) – see local policy in Annex D and Strategies and Delivery mechanisms – Section 4 and 5 respectively for further information.

1.7 Whilst this document is titled Community Safety this should be taken in the context of the contribution the FRS **may** wish to make to improved community safety outcomes in the widest sense in its area rather than the Home Office/Police definition of community safety, which is synonymous with crime, and the fear of crime.

1.8 This document sets the context of community fire safety with regard to IRMP as well as indicating the contribution the service is able to make, should they so wish, to wider community safety through the scope of other national and local policies working in conjunction with other partner agencies.

1.9 In the FRS context, community safety activities are primarily based on education or prevention programmes, which aim to influence human behaviour to prevent fires from occurring or to protect people in the event that they do occur. If these are effective there should be an associated impact in reducing risk to the community as a whole. Community Safety activities are complemented by Fire Safety (Structural Protection/Enforcement) activities and Operational (Intervention/Response) arrangements. Together, the risk to the community will be reduced through the effective combination of prevention, protection and response means.

¹ The term deliberate fire is used in cases where data is collected by FRAs. The term arson is used when the data is collected from Police crime figures.

1.10 The Public Involvement in Health Act 2007 also presents opportunities for FRSs through the development of LAAs. Increasingly effective partnership working is required to ensure that complex multi-agency problems are tackled in a coherent and integrated manner. Reducing health inequalities and reducing risks to vulnerable groups are priority areas and LAAs offer a mechanism to engage, shape and contribute to a much wider public safety agenda. LAA pump priming funding and performance reward grant mechanisms also present an opportunity to receive funding to divert into further preventative and protective activities. It is recognised that fire specific indicators (from the National Indicator set – discussed below) are unlikely to feature explicitly within the 35 agreed for each LAA but the FRS can add value and still make a significant contribution to the LAA through local targets. The extent of the FRS engagement will be assessed in part by the Comprehensive Area Assessment process in 2009.

Section 2

Scope

Central and local government vision

- 2.1 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.
- 2.2 The relationship between the FRS, 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. These arrangements have different terms of reference and levers of influence over activity, whilst statutory requirements provide a baseline for responsibility in respective areas. Outside of the statutory framework, it is for FRAs to determine the extent to which they are 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.
- 2.3 When considering local policies in support of service delivery FRAs are encouraged to extend risk assessment and consultation processes to include the consideration of the wider social impact of fire and other emergencies on the community, and within IRMP processes in relation to elements of prevention, protection and response options.

Legislation

- 2.4 The key legislation which FRAs will need to take account of in considering how to incorporate community safety matters in their IRMP strategy are:
1. *The Fire and Rescue Services (FRS) Act 2004*
 2. *The Crime & Disorder Act 1998 and Crime and Disorder Reduction Partnerships (CDRPs)*

3. *The Civil Contingencies Act 2004*
4. *Local Government Act 2000*
5. *Public Involvement in Health Act 2007*
6. *The Police Reform Act 2002.*

2.5 Further details on the relevant aspects of the legislation cited are at Annex A. In considering how to include community safety needs in the IRMP process, FRAs will also need to take account of corporate social responsibility (CSR) (see Annex B) and national and local policy (Annexes C and D).

Section 3

Risk Analysis

3.1 FRAs will wish to ensure that community fire safety activities they undertake are targeted at those most at risk. The following guidance is provided to assist that process. In the case of RTCs reference should be made to the Road Safety IRMP Chapter.

The aims for dwelling fires risk analysis include:

- Assessing the level of dwelling fire risk
- Assessing impact of fire and rescue cover on dwelling fire risk, and vice versa
- Supporting geographic targeting of resources, especially CFS
- Supporting household level targeting of CFS
- Establishing the association between fire and wider social, criminal and health issues – in support of partnership working and social agendas.

3.2 There are a number of ways of determining where and how to target dwelling fire safety activity covered in this chapter:

- Section 1 covers the use of the Fire Service Emergency Cover (FSEC) Toolkit to identify areas of risk
- Section 2 looks at links with population socio-demographics and dwelling fire risk
- Section 3 considers the sources of data available to aid the identification of risk areas
- Section 4 gives ideas for drilling down to target individual households
- Section 5 looks at how some FRSs have chosen to add extra data sources to supplement their FSEC information
- Section 6 considers sharing data with other agencies
- Section 7 looks at the costs of losses.

Section 1

The use of the FSEC Toolkit to identify areas of risk

- 3.3 The FSEC Toolkit provides a robust and validated approach to risk assessment for all the major types of risk faced by the FRS. The approach taken for dwelling fire risk uses data such as census Output Areas, local historical incident data and socio-demographic factors and multi-variate analysis to enable geographic targeting of Community Fire Safety.
- 3.4 The dwellings module of the FSEC Toolkit therefore provides a tool which takes into account socio-demographic factors, in addition to the actual historical incident data, plus the intervention activities, to establish the total dwelling fire risk level after intervention has been taken into account.
- 3.5 The Toolkit calculates a risk level for each output area, which is directly comparable between FRSs and consistent across Great Britain. The toolkit outputs can be used to:
- display areas of nationally very high dwelling fire risk on a map
 - target all output areas of, for example, “well above average” and “above average” risk
 - output information on these high risk output areas via text query (ie in a report or table)
 - provide details of the households, for example by exporting the address points of the areas with well-above average risk levels
 - use these details in a mail merge letter to the householders for a leaflet drop, or to provide to local crews or CFS teams
 - show the socio-demographics of the area – this aspect of the analysis can be enhanced with commercially available data such as Mosaic² or Acorn³ – (see Section 4).
- 3.6 Using the FSEC Toolkit has the benefit of not only highlighting urban populations of high risk, but also highlighting areas of small rural populations who have the characteristics of high risk (for example rented households or long-term illness), but for whom a fast response time would not be the most appropriate or effective solution.

² <http://www.business-strategies.co.uk/>

³ <http://www.caci.co.uk/acorn/whatis.asp>

3.7 A community strategy module within the Toolkit allows FRSs to record any CFS or other safety activity that they have undertaken, thus enabling monitoring and review of the activity. Recently Communities and Local Government have been able to establish a relationship between the number of smoke alarms installed and the reduction in dwelling fire risk. This will be built into a future version of the FSEC Toolkit to enable FRSs to balance risk reduction and intervention activities through a cost benefit analysis.

Section 2

Population socio-demographics and dwelling fire risk

3.8 Recent research⁴ investigated certain census factors and indicators of deprivation and their association with dwelling fire risk. The study considered:

- The Indices of Multiple Deprivation (at Lower Super Output Area and Local/Unitary Authority Area)
- The census data (an exploratory analysis of the census factors)
- A selection of census variables cited as related to fire risk in previous work:
 - single parent families
 - single persons households
 - lone pensioners
 - rented accommodation (privately rented vs. socially rented)
 - sick/disabled
 - population density.
- MOSAIC.

3.9 The analysis covered dwelling fires and non fatal injuries in dwelling fires for 2002, 2003 and 2004⁵ and aligned them with the census and IMD data. It was not practical to develop statistical associations using dwelling fire fatalities because of the small number of them. Fatalities were therefore excluded from the majority of the analysis, but fires and fire injuries were found to have strong correlations with certain population factors.

3.10 Table 1 shows the outcome of the research, published by Communities and Local Government in summer 2008.

⁴ Analysis of fire and rescue service performance and outcomes with reference to population socio-demographics, Wright M., Smith R., Michael Wright and Solanki A. www.communities.gov.uk/publications/fire/frsperformanceanalysis

⁵ This data was for dwelling fires for all FRSs in England

Table 1: Percent of variance in dwelling fires per million population (pmp) explained by each set of socio-demographic indicators

| Model | Socio-demographic model (factors ranked in order of influence in the model) | % of variance accounted for in rate of | |
|---|--|--|------------------------|
| | | Dwelling fires | dwelling fire injuries |
| Census combined with IMD data | Lone parent with dependent child (ren); Caribbean/African and other black ⁶ ; Never worked; Single adult household; IMD score | 69% | 54% |
| Census exploratory analysis | Lone parent with dependent child(ren); Caribbean/African and other black ⁶ ; Never worked; Single adult household; Age 70+ | 69% | 54% |
| Census – previously identified variables (in FSEC) | Selection of previously identified census variables (single adult households, sick disabled, single person families) | 63% | 50% |
| IMD – analysis of 353 unitary and local authorities | IMD overall score | 60% | 48% |
| IMD – analysis of >32,000 LSOA | Employment score; Crime and disorder score; Education skills and training score; Living environment score. | 46% | 20% |

3.11 The first column explains the combination of factors and the geography against which they were tested. The second column details the individual factors (census/Indices of Multiple Deprivation etc). The final columns explain the strength of the association: how much of the variance from the expected results can be accounted for by the factors.

3.12 The study found strong links between various socio-demographic measures, the raw census data, with its many individual factors, providing the best correlations explaining around 69 per cent of the variation in dwelling fires (considered to be a 'strong' model).

⁶ All factors are associated with more fires except Caribbean/African and other black that is associated with fewer fires.

- 3.13 The study was unable to find any correlation between MOSAIC data and fire risk as MOSAIC categorises areas rather than providing a rating of each, it is not amenable to regression analysis.
- 3.14 For FRSs looking to derive their own local risk factors the study also considered the statistical validity of the links at more local levels. The advice given is that the data will be too volatile to derive valid links at the local level and even regionally should be used with caution. National statistics are more reliable and should be representative for all regions.

Ethnicity

- 3.15 The research cited above did not produce any quantitative evidence that black and minority ethnic groups are at higher risk than others. However, research undertaken in support of Communities and Local Government's Fire Kills community fire safety campaign suggests anecdotally that ethnicity is a potential factor for fire risk – for example Asian communities have fewer smoke alarms than average and potentially poorer living conditions. Taken generally, the factors most closely associated with dwelling fire risk are also closely related to deprivation. This is based on the Survey of English Housing (SEH) report, qualitative research undertaken for the Fire Kills campaign, the LGA report on estimating the impact of migration, and the quote from the Chair of the Audit Commission.
- 3.16 The SEH report showed that smoke alarm ownership is lower in certain black and minority ethnic households, and qualitative research with key groups confirmed that awareness of fire safety information is low, in particular, awareness of the importance of having a working smoke alarm installed. The Turnstone research highlighted that the Asian communities perceived smoke alarms to be very expensive (over £100 pounds), and that it was someone else's responsibility to fit and maintain an alarm in their home. Awareness of fire safety in the Polish community is very low, possibly because the Polish Government and fire service do not undertake any CFS activity in Poland.

Section 3

Sources of data available to aid the identification of risk areas

Census data and Incident data

- 3.17 The primary data that can inform dwellings fire risk assessment are 1) what are the people in the area like (the main source of data for this is the census data) and 2) what is the past history of dwelling fires?

- 3.18 Census data is available from ONS and has been provided to all FRSs in Great Britain in the FSEC Toolkit. There is a lot of information in each output area and care needs to be taken in using groupings of factors, but FSEC, or any GIS, can be used to display census output areas according to any census categories.
- 3.19 Good quality incident data is critical to dwelling fire risk assessment. To be able to identify the locations of fires, and those where there was a life risk, forms the basis of identifying communities at risk.

Indices of Multiple Deprivation (IMD)

3.20 The research described in Section 2 found an association between dwelling fires and deprivation. The Indices of Deprivation 2007 provide a tool for the identification and analysis of deprived areas across England. They are however quite specific to particular domains. The IMD 2007 contains seven Domains of deprivation:

- Income deprivation
- Employment deprivation
- Health deprivation and disability
- Education, skills and training deprivation
- Barriers to housing and services
- Living environment deprivation⁷
- Crime.

3.21 The IMD use super output areas (SOAs) as the main neighbourhood/small area unit of analysis. While SOA sizes vary they may be too large for detailed targeting purposes. Hence, IMD are useful but may not provide all the detail required for targeting of CFS activities. Details of the IMD can be found at:
www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/deprivation07/

Census

3.22 Census data can be used in combination with research on the association of socio-demographic factors with incidence of fire to identify areas with high proportions of 'at risk' people. This is the initial stage of the FSEC Toolkit dwelling fire risk analysis, which provides a geographic tool for displaying and analysing the data, though any other GIS can be used to display the 'raw' census data.

⁷ This indicator looks at deprivation in the local environment in two ways: the "inside" environment, which looks at the quality of housing, and the "outside" environment which looks at two measures of air quality and road traffic accidents.

Crime and disorder statistics

3.23 Crime and Disorder Reduction Partnerships (CDRPs) recognise that there is an association between crime and fire and that crime and disorder statistics available through the CDRPs can be used to identify areas with high incidence of crime for targeting deliberate fire setting. There are examples of databases designed specifically to support multi-agency working, for example south east England has developed Crime and Disorder Data Information Exchange (CADDIE) to share crime and disorder data between the agencies that work together as Crime and Disorder Reduction Partnerships. The CADDIE website brings together partnership data in one place where it can be accessed, researched and mapped by all the partners involved in crime and disorder reduction. The recorded crime data is provided by 43 police forces throughout England and Wales, who are required to supply the Home Office with monthly figures for all of the CDRPs in their police force area. Merseyside and Greater Manchester are examples of FRSs that have overlain fire data with crime and disorder data.

3.24 The involvement of FRS in partnership working has led to additional information needs. In the case of anti-social behaviour and crime and disorder, it has led to the need to assess deliberate fires and malicious calls and to draw on data on stolen vehicles to support tactical decision-making. GIS systems can be used to plot deliberate fires and malicious calls, to support strategic and tactical decisions on arson prevention, covering response and prevention. Some examples of tools include:

- An Incident browser developed by Cleveland FRS
- Arson Predictive tool developed by Cleveland FRS.

3.25 The police National Intelligence Model (NIM)⁸ is also used by some FRSs to support FRS decision-making. The NIM is primarily a decision-making tool that draws together qualitative and quantitative data, rather than a repository of such data. However, whilst NIM may help structure decisions, it is not a risk assessment tool that provides data or analysis routines.

⁸ NIM is an information-based deployment system which is now regarded as a cornerstone for the management of law enforcement operations in England and Wales. NIM identifies patterns of crime and enables a more fundamental approach to problem solving in which resources can be tasked efficiently against an accurate understanding of crime and incident problems. (Source <http://www.acpo.police.uk/asp/policies/Data/nim2005.pdf> www.acpo.police.uk/asp/policies/Data/nim2005.pdf)

Section 4

Targeting individual households

3.26 There are a number of commercially available market segmentation tools (eg Acorn and Mosaic). These are tools that allow a detailed analysis of consumer segmentation based on socio-demographics, lifestyles, culture and behaviour. The tools categorise post codes and households into 'types' of people. Used in combination with research on which household types are most at risk, these can be used to identify how to communicate with people in post codes or households that are likely to be at greater risk from fire. Whilst Communities and Local Government's research confirmed the value of FSEC for identifying high risk Output Areas and found no link between MOSIAC categories and dwelling fire risk, the data may be useful to build on FSEC by identifying specific postcodes and households for targeting and by suggesting the best ways of communicating with those households.

Section 5

Use of additional data sources to supplement FSEC

3.27 A number of FRSs have developed their own tools and identified additional data sources to assist with targeting community safety activities. These tools tend to build on the functionality of FSEC, as follows:

- The FSEC Toolkit, as noted above, assesses dwelling fire risk to the level of Output Areas. Commercial datasets such as ACORN or MOSAIC can be added on to the existing census data and used to help target community fire safety at a postcode and/or household level, for example by providing information on the communications methods likely to be best suited to the population in the area
- FSEC uses three to five years of incident data in order to have enough data to be statistically robust, but not so much so that trends are lost. The dwelling fire risk assessment calculations use dwelling fire incident data, but the toolkit also contains other incident data that may be of use for informing community safety strategies. For example, secondary fires, outdoor fires or fires considered to be deliberate can all be displayed
- In addition to FRS incident data, crime and disorder statistics can be used by FRSs to supplement knowledge of their risk, in the expectation that it may better reflect the current status of deliberate fire setting and other forms of anti-social behaviour. As crime is more common it may indicate trends sooner than fire data, although care should be taken that crime or police data is not assumed to be an accurate representation of FRS activity – for example police RTC incidents are not necessarily the same incidents that FRSs attend

- The FSEC Toolkit was supplied with the 2001 census data – the latest national socio-demographic data. Social change and immigration may have altered the make up of the local population in the period since these data were collected. Therefore, more current data sources (such as local authority and crime and disorder data) may be sought to help cross-reference and validate the data. The population data can then be updated in FSEC, though some FRSs choose to use alternative applications to model potential population trends.

Section 6

Sharing data with other agencies

3.28 Data on crime and disorder, mental health and other aspects of current social/ community safety may be used in order to demonstrate the coincidence of fire risk with other aspects of local social issues⁹. Such analysis is of growing importance with the development of partnership working between the FRS and other agencies and the operation of LAAs and establishing how the role of the FRS fits in with wider social and community agendas. In the context of integrating the FRS into wider social agendas, local ward or district profiles developed through multi agency data exchanges with partners may be beneficial to provide an integrated view of dwelling fires, anti-social fires (a term used by some FRSs), car fire crimes, along with wider crime, ASBOs and health data.

Section 7

The cost of losses

3.29 This section of the report is here to help FRAs to consider the costs and benefits of any risk management strategies they may apply. Fire continues to impose significant costs on the economy of England and Wales. In 2004, the total cost was estimated at £7.03bn, equivalent to approximately 0.78 per cent of the gross value added of the economy (a measure of total national output). The total cost of arson in 2004 was estimated at £2.44bn, which includes an allocation of the total costs incurred in anticipation of fire. The cost of FRS response to malicious false alarms is estimated at £81m.

3.30 In terms of cost per event (2007) this equates to:

Individuals:

Costs for different levels of outcome are:

- Fatalities £1,546,688
- Non fatal injury involving burns £174,354

⁹ Care should be taken to ensure that any analysis is statistically robust.

- Non fatal injury involving overcome by smoke or fumes £44,019
- Other (precautionary check ups, physical injury) £574.

Note: Although it is not possible to place an actual value on life, the Treasury Green Book¹⁰ provides guidance on factoring the cost to avert a death into analysis. This value represents how much society is normally willing to spend on reducing the risk from events such as fire. Further detail on this subject is contained in Annex E.

Accidental and deliberate:

- Dwellings £8,504
- Commercial property £33,624
- Public sector buildings £30,570
- Vehicle fires £2,458.

Deliberate only:

- Domestic £20,869
- Commercial £42,070
- Public Sector £41,905
- Vehicles £3,575.

False alarms £848

Note: The Economic Cost of Fire: Estimates for 2004 place no value on outdoor fire damage. The full report can be accessed at:
www.communities.gov.uk/documents/fire/pdf/144524

¹⁰ <http://greenbook.treasury.gov.uk/annex02.htm>

Section 4

Strategies

4.1 The speed and efficiency with which the FRS responds to incidents remains vital, but the best way to save lives and reduce injuries and other losses is to reduce the number of fires that start. There are several strategies available to the FRS both using its own resources and also working with other partners to strive for this goal and where chosen to reduce the occurrence of other emergencies.

Home fire risk checks

4.2 An evaluation of the Home Fire Risk Check Initiative has been undertaken in order to determine how successful it has been in terms of reducing the impact of fire deaths and injuries. The research will assist in the development of good practice models for local community fire safety projects that can be rolled out to FRS. Full details will be provided in due course however, the interim findings are shown below.

- **Key research finding 1:** FRS completed over 700,000 HFRC and installed 880,000 smoke alarms between 2004 and July 2006. In general, these have been targeted by risk and have used recognised models and data (FSEC, MOSAIC etc). A planned and managed approach has generally been adopted. Partnerships and referral processes are used to reach vulnerable people. Processes have been implemented to identify where specialist detectors or suppression systems are needed.
- **Key research finding 2:** Some FRSs have developed innovative practices and partnership working is maturing. Efforts are being directed towards those who are 'really' hard to reach and the FRS understands the attitudes and behaviours of target groups and how best to reach these groups appropriately. Communities and Local Government has also undertaken research into attitudes to fire risk which is due to be published in late 2008.
- **Key research finding 3:** The level of partnership and sophistication of targeting varies. Some FRSs have taken training beyond the basics of hazard spotting and have progressed to consider cultural and diversity issues. However, FRS should consider 'soft skills' more. No FRS stood out as being excellent in all aspects of HFRCs.

- **Key research finding 4:** Elderly people are not necessarily the target group, although the rate of death per 100,000 is double that of any other age group. It is the single, deprived and less agile elderly persons who are the target sub group. Areas with more single parent families are associated with more fires. Deprivation and unemployment are key indicators of risk.
- **Key research finding 5:** Whilst it is possible to assess outcomes using national level data, it is difficult to evaluate the impact of HFRC due to the relatively low rate of fire death in any one area and the volatility of fire data. However, evaluating intermediary outcomes can be effective eg (a) the percentage of alarms still working and in place one year on from installation; (b) before and after behaviours and attitude surveys (c) before and after rates of dwelling fires.

Fire safety toolbox

- 4.3 It is essential that FRS initiatives and strategies are based on sound information, up-to-date community knowledge and shared good practice. Communities and Local Government provided in 2000 The Community Fire Safety Toolbox.
- 4.4 The Toolbox project provides a range of practical guidance, national and community links, and planning information, all of which can be applied to local fire safety needs and priorities. Much of the material gathered in these modules represents first hand experience and professional insights. It can also be a focus for new ideas and opportunities in areas such as partnership working and communication.
- 4.5 The toolbox has recently been updated and revised (FSC 48/2007 refers) and continues to be a useful source of information, guidance and good practice on community fire safety strategies.
www.communitites.gov.uk/fire/firesafety/prevention/firesafetytoolbox

Road safety

- 4.6 Reference should be made to the IRMP Policy chapter on road safety for examples of road safety strategies and partnership working on RTC reduction in addition to the guidance beneath.

The role of the FRS in tackling deprivation

- 4.7 The Government's vision for Neighbourhood Renewal is that 'within 10-20 years, no-one should seriously be disadvantaged because of where they live.' There are two long-term goals:

- in all poorest neighbourhoods, to reduce worklessness and crime, and improve health, skills, housing and physical environment
 - to narrow the gap between the most deprived neighbourhoods and the rest of the country.
- 4.8 FRAs cannot ‘deliver’ neighbourhood renewal on their own; success depends on the commitment and capacity of other stakeholders. But they do have a number of crucial roles to play. These include:
- community leadership – within and through Local Strategic Partnerships
 - local democracy – encouraging and enabling communities to play a full part in decision making
 - service improvement – through co-ordination and scrutiny of services provided jointly with other partners.
- 4.9 FRAs are able to contribute to building a society where everyone has access to the opportunities and benefits of a fair and equal society.
- 4.10 The safety and well being of young people are among the most important priorities for action at national and local level. By working in partnership to improve the safety and quality of young people of all backgrounds, the FRS is well placed to build on its special position of leadership, trust and respect, and to be able to reach out in a very practical way to those who experience the highest levels of risk and disadvantage.
- 4.11 The Service’s involvement with young people is a great opportunity to both develop the Service and also for the Service to play a meaningful role in the development of young people in the areas of citizenship and life skills.
- 4.12 Young people and their role in the community should not be viewed in isolation but rather as one group in the overall context of community. When viewed in this context, it is far easier to consider the role and development of young people in the broader agendas of social inclusion, regeneration and anti-social behaviour.

Working with young people in the community

- 4.13 In 2003, Communities and Local Government (then ODPM) published a report on the findings of a review into ‘The Fire Service working with young people in the community’. The review is based on questionnaires completed by (the then) 61 FRS in the UK, and on additional qualitative research.

- 4.14 Ninety per cent of all FRSs now work within schools, providing fire safety and fire prevention education. They also carry out a range of other activities, with both in-school and out of school youth, to reduce anti-social behaviour and provide positive role models, as well as promoting the recruitment of fire-fighters from minority communities that are currently under-represented in the fire service. The report provides an overview of the different interventions carried out by the FRS with young people.
www.communities.gov.uk/documents/fire/pdf/130091

RIP cigarettes

- 4.15 In 2005, 3,113 smoking material fires resulted in 110 deaths and over 1,000 injuries in accidental dwelling fires. This represents a third of all accidental dwelling fire deaths and 11 per cent of accidental dwelling fire injuries.
- 4.16 The creation of fire safer cigarettes based on a standard developed in the United States represents a significant step forward for fire safety. The most common approach used by cigarette manufacturers to create fire safer cigarettes is to wrap cigarettes with two or three thin bands of less-porous paper that act as “speed bumps” to slow down a burning cigarette. If a fire safer cigarette is left unattended, the burning tobacco will reach one of these speed bumps and self-extinguish.
- 4.17 27 US states have introduced state legislation to mandate production and sale of fire safer cigarettes: New York was the first to introduce legislation in 2004. In 2005, Canada was the first country to implement a cigarette fire safety standard at a national level. In 2007, Australia released its own standard based on the US standard. However in Europe there is no standard and no legislation requiring that cigarettes manufactured and sold in nation states meet any fire-safety standards¹¹.
- 4.18 Communities and Local Government is leading the work to encourage the EU to develop a European Standard for fire safer cigarettes. A mandate is due to go from the European Commission to CEN, the European Standards body to develop a European Standard within two years. In parallel, Communities and Local Government is looking at the options for introducing accompanying nation state legislation and will be consulting separately on this matter in due course.

¹¹ Note Finland is proposing to introduce legislation on fire safe cigarettes from April 2009.

Low cost domestic sprinklers

- 4.19 Each year more than 60,000 fires occur in UK dwellings, resulting in approximately 450 deaths and more than 11,000 injuries. Although domestic and residential fires account for around only 12 per cent of fires within the UK they result in 75 per cent of all fatalities. The benefits of smoke alarms to life safety are well understood but are unlikely on their own to realise significant further reductions in fire deaths. For some of the groups in society who are identified at greatest risk; the elderly and infirm; the severely disabled; the very young; the victims of substance abuse; the presence of an operating smoke detector alone will not guarantee survival in a fire. The installation of fire suppression systems in domestic dwellings is not currently commonplace within the UK, limited by merit of cost and market forces to more prestigious or historically important premises and certain dwellings identified by the FRS. Sprinkler systems designed to established domestic standards are technically robust and promote sound design principals but may not be capable of implementation at a price that will enable wide-scale use in the housing sector. In meeting the financial constraints, Communities and Local Government (ODPM as was), sponsored a research project (undertaken by the Fire Protection Association) into low-cost domestic sprinklers.
- 4.20 The Communities and Local Government research *The Development of a lower-cost sprinkler system for domestic premises in the UK (2/2007)*, concluded that lower-cost systems can be produced but that there will be some degradation in performance and/or reliability of the system due to water pressure and water meter issues. The lower-cost system will not save all lives, it should be targeted at the most vulnerable as an additional measure to existing fire safety measures. Work is now commencing to undertake a pilot. The research design guide can be accessed at:
www.communities.gov.uk/publications/fire/developmentlowercostsprinkler

Arson

- 4.21 The Police reform act places a duty on FRAs, working with the Police and local authorities in Crime and Disorder Reduction Partnerships, to identify crime and disorder problems in their area and to develop and implement a strategy to tackle them. FRAs should work with Crime and Disorder Reduction Partnerships and other partnerships with external agencies where they will add value in tackling arson. This will help to find local solutions to local problems – for example, deliberate fire setting, hoax calls and other forms of anti-social behaviour.

- 4.22 Arson is the largest single cause of fires attended by FRSs. Arson is often part of a complex pattern that includes crime, fear of crime and antisocial behaviour. All these issues can only be dealt with successfully if FRAs, the Police and other local partners work together, for example in Arson Task Forces, which bring together Police and Fire and Rescue personnel.
- 4.23 Local arson reduction projects sponsored by the Arson Control Forum received £2.25 million in 2001-03. Evaluation of these projects showed a significant impact with levels of arson around 30 per cent below comparable areas where no project has been undertaken. The projects have shown what can be achieved by a dedicated multi-agency approach with strong local support – cost effectiveness is high – it is estimated that for every £1 spent, £16 has been saved in costs of fire to the economy. A number of FRSs have also shown the value of using Police crime analysis and the National Intelligence Model to help target resources – see risk analysis section.
- 4.24 FRAs should consider arson reduction and their Crime and Disorder Reduction Partnership strategies in preparing their IRMPs and deciding the balance of funding and resources.

Future developments

- 4.25 Communities and Local Government funding has been made available through the Capacity Building Fund to further evaluation of community safety activities. This funding was provided following a bid made by Suffolk Fire & Rescue Service. This work aims to reduce community risk by correlating cause and effect and informing a better targeted use of resources. Whilst this is a very challenging issue, the research project will attempt to prove a correlation between specific proactive intervention activities and end effect 'outcome'. It aims to quantify the events that can lead to 'failure events' such as fire/RTC deaths/injuries. It will examine how the shared use of data can be used to drive down fire/RTC deaths/injuries and therefore will make the public safer. It intends to fill a gap that exists nationally and will directly support both LAAs and activity plans within each FRS. Consultants with considerable experience of FRS related research, including work with Communities and Local Government on the effectiveness of home fire risk checks have been appointed to undertake this research.
- 4.26 The outcome of this work will be the production of an analytical tool that will allow others to determine inputs and evaluate the most effective preventative risk reduction measure prior to committing resources to risk reduction activity thereby ensuring effective use of resources. A review of existing research has been undertaken to ensure there is no duplication and that existing work is built upon in order to provide the most effective integrated analysis tool (the project bid is shown in Annex E). This work will be available nationally in late Summer 2008.

Section 5

Delivery Mechanisms

- 5.1 FRS should have developed community risk mitigation strategies after taking into account national and local trends. These should be targeted (geographically and by household type) reaching out to vulnerable people through partnership with other agencies.
- 5.2 These risk mitigation strategies will be undertaken in order to deliver the 'ambition for the community' and will take into account the wider community strategy for the area and any local authority community cohesion strategies to ensure that the contribution being made by the FRS contributes to improving outcomes in an integrated manner.
- 5.3 Engagement with LAAs, LSPs and Crime and Disorder Partnership is essential. As a starting point each FRA is likely to have carried out some form of exercise to identify hazards and quantify risk within its area. The guidance contained in IRMP Guidance Note 4 (Fire Precautions Act 1971: Circular No 29) (Fire Service Circular 2/2004) gives comprehensive advice on developing a risk-based approach. Risk, in this context, is generally accepted to mean risk to lives (both to the general public and also specifically to fire fighting personnel), risk to buildings and risk to the environment. See also LAA toolkit for further details on LAA engagement.
- 5.4 FRAs are likely to have targeted their activity towards the most vulnerable households (particularly the elderly) but also areas of high deprivation. See risk analysis section 4 of this document. Road safety activities are an increasingly important aspect of community safety plans. This is a separate chapter within the IRMP Planning Framework, which should be read in conjunction with this Chapter.
- 5.5 In terms of corporate social responsibility, FRSs may wish to become actively engaged with a much wider safety agenda. This may range from the provision of carbon monoxide detectors, through to a stronger preventative role not just in the home but also in reducing the risk to those undertaking leisure pursuits. The focus on wider health programmes such as reducing smoking (and thereby the associated risk of fires caused by smokers materials) and/or a prevention focus to reduce the number of people who are very obese (bariatric) may be relevant. See Annexes B and C for further details.

- 5.6 In a leadership role, Elected Members and Chief Fire Officers may wish to lead on multi agency County wide safety/protection initiatives encompassing the broadest spectrum of safety related issues through a Community Strategy under the auspices of a Strategic Countywide Partnership. In this way, the contribution that the FRS can make will be recognised and embedded into LAA priority and target setting.
- 5.7 Joining up activities with other agencies involved in safety including the third (voluntary) sector will also be of benefit but will require effective partnering arrangements to ensure arrangements are adding value.
- 5.8 The Chief Fire Officers' Association National Prevention Committee is a useful reference group that will be able to provide further advice and guidance to individual FRSs regarding good practice.
- 5.9 Further contacts for the following items are shown below should individual FRS wish to progress these within a wider CSR approach.
- Carbon Monoxide (Health & Safety Executive 020 7717 6705)
www.hse.gov.uk/
 - Water Safety (DeFRA) 08459 335577
www.defra.gov.uk/
 - Fireworks (General BERR 020 7215 5000 or Anti Social Behaviour related Home Office 020 7035 4848)
www.dti.gov.uk/sectors/infosec/infosecadvice/general/page33286.html
 - National fire safety advertising campaigns (Communities and Local Government – Fire & Resilience Directorate). 020 7944 5695
www.communities.gov.uk/fire/

Good Practice (Operational assurance of service delivery)

- 5.10 Further details of the following community safety good practice are shown in Annex F. This has been drawn from the Risk Analysis and Prevention and Protection aspects of the OASD Final Report. This list is not exhaustive and will be added to as this document is refreshed. An example is the award of 'beacon status' to Merseyside Fire & Rescue Service (Early Intervention – Children at Risk) Annex G. Annex H relates to good practice highlighted to the Business and Community Safety Forum in November 2007.
- 5.11 This good practice from the OASD further supports the wide range of existing work being undertaken including: schools education programmes, young offender intervention programmes and engagement activities with third sector organisations eg Princes Trust, Clubs for Children & Young People, Child Accident Prevention Trust, Miss Dorothy.com (The Kids Taskforce). In addition, there exists a framework for local engagement between the FRS and the Youth Justice Board.

5.12 A summary of the prevention based good examples outlined within the OASD is shown below:

Berkshire: Performance Management System for Community Safety Critical Data

Cambridgeshire/Suffolk: Working Across County Boundaries

Cheshire: Independent Review Board

Cheshire: Member Engagement

Cheshire: Youth Engagement Project Funded from Invest to Save Budget

Cleveland: Arson Audit Inspections and Industrial/Commercial Post Fire Analysis

Cleveland: Risk Management Framework

Cleveland: Sprinklers

Cumbria: Ward Based Risk Profiles

Dorset: Urban Heath Project

Essex: Evaluation of Community Safety Initiatives Including Firebreak

Essex: Travellers Initiative

Hampshire: Savings on Insurance Premiums

Hertfordshire: Sprinklers

Lancashire: Incident Intelligence Officers

Lincolnshire: Community Volunteers

London: Fire Engineering Team

Manchester: Fire Protection

Manchester: Management of Organisational Risk

Northumberland: Sure Start Partnership

Nottinghamshire: Recognising Diversity

Nottinghamshire: Risks from Empty and Derelict Properties

South Yorkshire: Data Sharing on Road Traffic Collisions and Crime and Disorder

Staffordshire: Elected Member Involvement

West Midlands: 'Keep Your Business in Business'

Section 6

Monitoring and Reviewing

- 6.1 Evaluation of community safety initiatives is essential if effort and resources are to be targeted to areas most at risk.
- 6.2 We know how many people are killed or injured through fires and how many road traffic collisions are attended by the FRS in the United Kingdom¹². We know the contributory factors leading to death/injury and we know where these people live¹³. We also have a wide range of approaches being adopted across the country and an extensive list of opportunities or initiatives, which the FRS can choose to progress depending upon the level of resources available. However, as the opportunities increase, it is necessary to ensure that efforts are maximised to the areas of greatest need if we are to achieve our targets, fulfil our moral obligation to the public and provide value for money at the same time.
- 6.3 The most effective programmes will monitor statistical and anecdotal evidence and will effect changes to the initiative as a result of learning from the evaluation process in order to further refine and focus effort and resources.
- 6.4 Priorities will have been set with resources targeted towards these priorities and outcomes evaluated and shared with partners.
- 6.5 Key success criteria should be identified at the earliest stage before initiatives commence and for the more complex projects, a project initiation document may well be required especially where several partners are engaged in delivery.
- 6.6 A new framework for performance assessment will be introduced to support the delivery of LAAs. From April 2009, CPA will be replaced by Comprehensive Area Assessment. The extent of the FRS engagement will be assessed in part by the Comprehensive Area Assessment process in 2009. Further information is available on the Audit Commission's website: www.audit-commission.gov.uk

¹² UK Fire Statistics

¹³ National Census Data

Section 7

Summary

- 7.1 FRAs are required to produce a local IRMP that sets out the authority's strategy, in collaboration with other agencies, for reducing the commercial, economic and social impact of fires and other emergency incidents.
- 7.2 Fire prevention programmes will remain at the heart of the work of FRA work in local communities. In taking forward this work authorities will be seeking to influence the behaviour of many of the same groups within communities as other public service providers – for example the elderly, people with disabilities, ethnic minorities, those living in poor quality housing, drug and alcohol users and those involved in crime and disorder. This provides clear opportunities for development of effective partnership programmes.
- 7.3 There is an increasing recognition of the contribution that the FRS can make to wider public safety outcomes. The outcome is however most effective if there is engagement between local authority, police and health and other partners through defining Community Strategies and delivering this ambition through LAAs.
- 7.4 In the context of community safety activities it is for the FRA 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.
- 7.5 FRSs may wish to further develop, discuss and share technical approaches to prevention through the Chief Fire Officers Association's National Prevention Committee which includes both regional Community Safety representatives and national lead officers for prevention based initiatives. In addition, the Business and Community Safety Forum will continue to ensure partners are fully engaged and able to influence the future direction of this vitally important aspect of the modern FRS.

Annex A

Relevant legislation

This Annex provides further detail on the legislation cited within the scope of this chapter in Section 2.

1. The Fire and Rescue Services (FRS) Act 2004

The Fire & Rescue Service Act 2004 and the Fire [Scotland] Act 2005 (the Acts), provided the first significant changes in primary legislation affecting the FRS since the Second World War. The Acts include a number of different provisions that enable Fire & Rescue Authorities to work with each other, and with other partners, to deliver services flexibly and more efficiently.

Section 6 Fire Safety

(1) A fire and rescue authority must make provision for the purpose of promoting fire safety in its area.

(2) In making provision under subsection (1) a fire and rescue authority must in particular, to the extent that it considers it reasonable to do so, make arrangements for –

(a) the provision of information, publicity and encouragement in respect of the steps to be taken to prevent fires and death or injury by fire;

(b) the giving of advice, on request, about –

(i) how to prevent fires and restrict their spread in buildings and other property;

(ii) the means of escape from buildings and other property in case of fire.

Section 9 of the FRS Act gives the Secretary of State power to confer on a FRA functions relating to emergencies, other than fires and road traffic accidents (collisions).

Section 11 of the FRS Act gives Fire and Rescue Authorities the power to respond to other eventualities. This includes an event or situation that causes or is likely to cause:

- One or more individuals to die, be injured or become ill
- Harm to the environment (including the life and health of plants and animals).

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

2. The Crime & Disorder Act 1998

“The Crime and Disorder Act 1998 places obligations on local authorities, the police, police authorities, health authorities and probation committees to co-operate in the development and implementation of a strategy for tackling crime and disorder in their area....”

The main aim of the Act is to reduce levels of crime and disorder. To advance this aim, the Act and the guidance sets out a number of key objectives.

1. Bringing together in partnership, representatives of the “responsible authorities” (Police, Fire and Rescue Services and Local Authority); and statutory consultees, (Police Authority, Health Authority and Probation Committee) to effectively drive forward the work on tackling local Crime and Disorder.
2. Placing responsibilities on the Police and Local Authority to jointly conduct and publish an audit of local crime and disorder. To consult locally on the basis of audit findings.
3. To develop and implement a local Crime and Disorder Reduction Strategy based on the priority findings of the audit and the comments and views generated from the consultation.
4. Set up mechanisms for the Audit and Strategy to be monitored and evaluated annually and for the whole process to be repeated every three years.

Crime and Disorder Reduction Partnerships (CDRPs)

The Crime and Disorder Act, 1998 and in particular Section 17 imposes a duty on local authorities and the police to “without prejudice to any other obligation imposed upon it... exercise its function with due regard to...the need to do all it reasonably can to prevent crime and disorder in its area”. There is an understanding that “no single organisation can hope to reduce the incidence of crime. Local organisations need to work together to develop comprehensive solutions to improve the community’s quality of life” (Audit Commission).

In accordance with the Crime and Disorder Act, 1998 there is a Crime and Disorder Reduction Partnership for each local authority in the UK. The Police, local authority, police authority and fire authority are statutory members of the CDRP. But CDRPs are also encouraged to engage with local agencies and voluntary groups.

The Crime and Disorder Act can be accessed on the internet at:
www.opsi.gov.uk/acts/acts1998/ukpga_19980037_en_1

3. The Civil Contingencies Act 2004

One of the aims of the Civil Contingencies Act 2004 is to improve the UK's ability to deal with the consequences of major disruptive incidents by improving the planning process at a local level.

The definition of an emergency within the act includes "an event or situation which threatens serious damage to the environment". In the context of this guidance note 'environment' is taken to include the heritage environment; a term used in the UK Resilience website and associated documentation.

The definition of an emergency is concerned with consequences rather than with cause or source. The Civil Contingencies Secretariat issue Local Risk Assessment Guidance (LRAG) annually to support Category 1 responders in fulfilling their statutory duty under Section 2 of the Civil Contingencies Act. The classified LRAG provides generic national guidance on hazards occurring at a local level which Category 1 responders should consider when maintaining Community Risk Registers.

The guidance identifies the hazards that Local Resilience Forums (LRF) may wish to consider in developing their Community Risk Registers. Likelihoods, threats and vulnerabilities are assessed for a five year period so that the risk assessment will support strategic planning for the medium term.

Risks are categorised indicating the type of threat or hazard in question. The list of hazards includes amongst other matters, major vehicle incidents, flooding and pollution. FRSs will wish to give consideration to the risks identified in their local Community Risk Registers when developing their preventative programmes.

Section 4: Advice and assistance to the public

Subsection (1) imposes a duty to give advice and assistance to the public in connection with the making of arrangements for the continuance of commercial activities should an emergency occur. Subsection (1) also requires advice and assistance to be provided as to the continuance of activities of voluntary organisations should an emergency occur. Only Category 1 responders which are local authorities (but not port health authorities) are subject to this duty.

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 (LGA Powerpack on power of wellbeing, 2005¹⁴) 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 FRS objectives within the sustainable communities’ agenda this can also be seen in the context of the Public Involvement in Health Act and the new national indicators developed in support of the Comprehensive Spending Review 2007 – See national policy later.

5. Public Involvement in Health Act 2007

Section 106 states that when directed, a responsible local authority must prepare a draft local area agreement specifying local improvement targets; and in relation to each local improvement target, the persons to whom the target is to relate; and the period for which the local area agreement is to have effect. The responsible local authority must also consult each partner authority; and such other persons as appear to it to be appropriate and co-operate with each partner authority in determining the local improvement targets relating to the partner authority which are to be specified in the draft local area agreement.

Section 104 Application of Chapter: partner authorities

This lists the FRA as a partner and thus a partner who the responsible local authority must consult and co-operate with in producing an LAA. Reciprocally, as partner authorities, FRAs must co-operate with the responsible authority in determining the improvement targets specified in draft LAAs.

The Public Involvement in Health Act can be accessed at:
www.opsi.gov.uk/acts/acts2007/ukpga_20070028_en_1

¹⁴ <http://www.neighbourhood.gov.uk/publications.asp?did=869>

6. The Police Reform Act 2002

This act brought in changes to crime and disorder reduction partnerships. Section 97 provides for police authorities, fire authorities and Primary Care Trusts to become responsible authorities, alongside chief officers and local authorities, for the purpose of formulating and implementing crime and disorder reduction strategies under section 6 of the Crime and Disorder Act 1998. The act can be found at: www.opsi.gov.uk/acts/acts2002/ukpga_20020030_en_1

Annex B

Corporate social responsibility

1. The Government sees CSR as the business contribution to their sustainable development goals. Essentially it is about how business takes account of its economic, social and environmental impacts in the way it operates – maximising the benefits and minimising the downsides. Specifically, Government see CSR as the voluntary actions that business can take, over and above compliance with minimum legal requirements, to address both its own competitive interests and the interests of wider society. Many businesses now support community safety initiatives as part of their CSR agenda.
2. In the context of community safety activities it is for the FRA 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.
3. Further information on CSR can be found at www.csr.gov.uk

Annex C

National policy and other relevant IRMP guidance

In addition to the National Framework, FRAs will wish to consider the following:

1. Extant IRMP Guidance Note 1

Paragraph 1.2 states that the Government thinks that a modern and effective Fire and Rescue Service should serve all sections of our 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 emergency incidents;

Guidance Note 1 also states (3.5.4) that “While fire authorities have responsibilities for reducing the incidence of fires, other non-fire incidents may fall within the remit of other agencies. This does not mean that you do not have a significant part to play in prevention, and your IRMP will need to identify the ways in which you can work in collaboration with the relevant agencies to deliver the wider aspects of improved public safety”.

2. National Fire Kills media campaigns

Communities and Local Government continues to develop the national Fire Kills campaign in parallel with local activity carried out by Fire and Rescue Authorities. Fire Kills campaigns, covering faith festivals and targeted weeks such as child safety have proven to be a successful way of delivering fire prevention messages and providing a focus for local programmes. FRAs are expected to support the Fire Kills campaign and strategy and have regard to any guidance issued by government.

3. The Arson Control Forum

The Arson Control Forum was established in 2001 and advises on research into arson issues, sponsors local arson reduction initiatives and promotes good practice through guidance to FRAs and other partners. Continued funding for the ACF has been obtained for the next two years and its objectives will be reviewed by forum members.

4. Strategy for Children and Young People

Communities & Local Government’s “Strategy for Children & Young People 2006-2010” provides a clear direction for FRSs to engage with tomorrow’s generation.

“The strategy sets out what we are committed to deliver, to help children and young people be healthy, stay safe, enjoy and achieve, make a positive contribution and achieve economic well being, with due regard to issues related to ethnicity, disability and gender”.

The strategy aims to deliver effective reduction of fire risk and fire crime involving children and young people, building on the existing strengths of the Service in fire safety education, youth diversion and work with young fire setters. FRAs should have regard to the strategy in all work with children and young people that they undertake.

5. 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

The shared vision relates to a service which is community focused, responsive to the needs of the whole community; working seamlessly to minimise risk, and driving down damage to property and harm to the environment.

6. Comprehensive Spending Review 2007 (CSR 07)

The Communities and Local Government Public Service Agreement Targets are to “Reduce the number of accidental fire-related deaths in the home by 20 per cent and the number of deliberate fires by 10 per cent by 2010”. Whilst there is no specific PSA target for the FRS post 2009, the contribution that can be made by the Fire & Rescue Service to reduce death and injury from fire and arson remains significant. The ability to extend this contribution further has to be seen in the context of the CSR 2008-2011.

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 (LAAs). In relation to FRS 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 FRS taken from existing IRMP action plans. These include:

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.

The contribution the FRS can make, **if they choose**, to these other indicators is discussed further in the section on local policy with reference to Local Strategic Partnerships (LSPs) and LAAs.

7. Home Office National Community Safety Plan 2008-11

In July 2007, the Government published Cutting Crime: A New Partnership 2008–11 (the Crime Strategy), which described a refreshed approach to tackling crime and increasing community safety. This sets the overarching strategic framework for crime and community safety for the three years from 2008/09 to 2010/11. This was followed, in October 2007, by the publication of a new set of Public Service Agreements (PSAs), also covering the period 2008/09 to 2010/11. The PSAs set out the Government's high-level objectives for public service delivery, including a PSA entitled Make communities safer.

The National Community Safety Plan is for members of all local partnerships with a role in delivering community safety. In particular, it is for Crime and Disorder Reduction Partnerships (CDRPs), but will also be relevant to Local Strategic Partnerships (LSPs) and Local Criminal Justice Boards (LCJBs).

The Home Office National Community Safety Plan also recognises (page 31) that FRAs also play an important role in community safety, significantly beyond firefighting. This includes two main strands of work.

- Programmes to reduce the incidence of accidental fires and casualties through education and publicity work in the community
- Wider community and youth work, specifically targeting young people who are at risk of social exclusion and those in deprived areas.

The Home Office National Community Safety Plan can be accessed at:

www.crimereduction.homeoffice.gov.uk/activecommunities/activecommunities088.pdf

8. 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 (see beneath), 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 FRS 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 FRS 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 FRS.

Annex D

Local policy

1. Local Strategic Partnerships (LSP)

An LSP brings together different parts of the public sector as well as the private, business, community and voluntary sectors at a local level, so that initiatives and services are jointly owned and main streamed. This is delivered through the Sustainable Communities Strategy that includes a spatial and thematic dimension (ie Provision of local health and emergency services). There is also an expectation on the part of Government that the Third sector, defined by Government as non-governmental organisations including voluntary and community organisations, charities, social enterprises, cooperatives, housing associations and mutuals, as well as the Business sector are included in the LSP.

The spatial context will influence the emerging Local Development Frameworks (LDF) and effect the provision of housing, commercial and critical infrastructure (roads, rail, power etc.).

The delivery context covers the new third generation of Local Area Agreements (LAA). Some areas might have Multi Area Agreements (MAA) where LSPs are working across Local Authority boundaries to address common issues. This might require engagement at two levels to effectively work with the correct partners.

Sustainable Community Strategies (SCS) are developed through consultation with numerous organisations and outlines how each Local Authority will deliver its priorities. Similarly SCS will influence the development of LDF. Opportunities also exist to link SCS to environmental risks within IRMPs, Local Area Forums (LAFs), and other partnerships.

2. Local Area Agreements (LAA)

A LAA is a three year agreement, based on local SCS, that sets out the priorities for a local area. The agreement is made between Central Government, represented by the Government Office, and a local area, (or County or Local/Unitary Authority in MAA) represented by the lead local authority and other key partners through LSPs.

LAA are formed from four 'themes':

- Healthier Communities and Older People Theme
- Children and Young People Theme
- Safer and Stronger Communities Theme
- Economic Development and the Environmental Theme.

These themes cover some 198 National Indicators, some of which are directly related to fire. Those that are not related to fire, but to bio-diversity, climate change or social cohesion should also be considered.

The potential role of the fire and rescue service within Local Area Agreements 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.

As indicated earlier outside of the fire related indicators there are however a number of other indicators that are of relevance to the service as demonstrated by examples of activity already being undertaken by FRS .

Additional areas likely to be of particular relevance to FRAs and which will influence wider outcomes within the set of 198 indicators include:

- Prevention of RTCs (Note: There is a separate IRMP Chapter on RTCs, which is complementary to this Chapter, which should be referred to for further guidance)
- Reduction of anti-social behaviour, including nuisance hoax fire calls and high volume/low value deliberate fires¹⁵ (especially fires in abandoned cars, rubbish fires and bin fires)
- Crime reduction, including low volume/high value deliberate fires
- Neighbourhood renewal – by improvement of the community environment (such as reduction in fires in abandoned cars, rubbish fires and bin fires), reduction in fear of crime and protection of community assets such as schools
- Youth work (related to Every Child Matters ‘Staying safe’ and ‘Making a Positive Contribution’ themes)
- Helping older people live independently and safely in their homes
- Reducing accidental fires, fatalities and non-fatal casualties.

There is a legal duty on partner authorities including FRAs to have **regard** to LAA targets that they have agreed when exercising their functions. This means that they should keep these targets in mind in their day to day functions (for example through business planning processes). There is, however, no legal duty on partner authorities and responsible authorities to **meet** targets they have agreed in the LAA.

To support FRS engagement in LAAs Communities and Local Government has provided a partnership working toolkit for Local Area Agreements as referenced in FRS Circular 7/2008. This can be obtained from:
www.communities.gov.uk/publications/fire/workingtoolkit

¹⁵ The term deliberate fire is used in cases where data is collected by FRAs. The term arson is used when the data is collected from Police crime figures.

Annex E

Development of an evaluation tool for community risk reduction

| | |
|--|--|
| Project Title | Development of evaluation tool for community risk reduction (and associated value for money) |
| Lead Authority To be responsible for receipt & application of funding etc | Suffolk Fire & Rescue Authority (Suffolk County Council) Chief Fire Officer & Director of Public Protection Lee Howell, Fire Service HQ, Endeavour House, 8 Russell Road, Ipswich IP1 2BX Tel: 01473 265329 lee.howell@fire.suffolkcc.gov.uk |
| Project Summary Please provide an overview of your proposal | This proposes production of an analytical/evaluation tool that will reduce community risk by correlating cause and effect and focussing use of resources in the most effective way. The proposal looks to prove a correlation between specific proactive intervention activities and end effect. It aims to quantify the events that can lead to 'failure events' such as fire/road traffic collisions deaths/injuries. It is customer focussed in that it will examine how the shared use of data can be used to drive down fire/RTC deaths/injuries and therefore will make the public safer. It also examines how performance management informs and is used to shape corporate objectives in a dynamic manner. It will fill a gap that exists nationally and directly supports both local area agreements and activity plans within each Fire and Rescue Authority. The outcome of this work will be the production of an analytical tool that will allow others to determine inputs and evaluate the most effective preventative risk reduction measure prior to committing resources to risk reduction activity thereby ensuring effective use of resources. |
| Duration of the Project and Completion Date Projects need to be completed by 31 March 2008 | 18 months. |

Annex F

Community safety case studies

Berkshire – Performance Management System for Community Safety Critical Data

Performance management system for the measurement, monitoring and management of community safety critical data. The performance management recording system used by Royal Berkshire Fire and Rescue Service (RBFRS) allows managers (both internal and external) to monitor and manage community safety critical data. The system works on the traffic light method (green: above target, amber: within 10 per cent of target and red: below target). Fire & Rescue Service Wide Continuous Monitoring – The system has been set up to continuously monitor community safety critical data, such as fires, casualties, automatic fire alarms and hoax calls. This is monitored on a rolling week/month programme and any failing areas will automatically be alerted to the relevant area community safety officers by e-mail alerts for information/action as necessary. Individual Station Continuous Monitoring – Every fire station and all community safety staff have access to the performance management recording system and each station has its own front page. This page is specific to the station in question and has links to BVPIs, Local Performance Indicators and community safety activities. Failing and succeeding areas are easily recognised because of the traffic light recording system. Currently, certain performance indicators have direct links to spread sheets, which hold up to date data, and maps which show the locations of specific types of incident. This data is updated on a daily basis and is monitored by both the station commanders and the watch officers, to look for trends in incident locations and performance. This information is used to prioritise and manage resources when driving down risk within the station area.

Cambridgeshire/Suffolk – Working Across County Boundaries

Cross border arrangements are in place where the boundaries meet between Cambridgeshire Fire and Rescue Service and Suffolk FRS through local agreements and links between both Fire & Rescue Service's and local businesses. For example, Home Fire Risk Checks and community safety work are carried out by Cambridgeshire FRS staff in some rural parts of Suffolk irrespective of administrative boundaries. This arrangement is reciprocated by Suffolk FRS crews in some outlying areas of Cambridgeshire.

Cheshire – Independent Review Board

The use of an Independent Review Board incorporating Non-Executive Directors with a broad mandate to critique the pace of change and policy proposals. Main Features: The Independent Review Board (IRB) comprises the Fire & Rescue Service Managers, the Treasurer and three Non-Executive Directors. Typically the Non-Executive Directors are senior managers appointed from the business, health and local authority sectors. They

meet on a quarterly basis and provide a robust challenge to Cheshire FRS on all aspects of its business. While the Fire Authority has a Standards Committee and Performance and Overview Committee to provide member challenge and scrutiny, officers felt a gap existed for external peer challenge at officer level, hence the formation of the IRB.

Cheshire – Member Engagement

Members are involved throughout the prevention and protection process at both a local and strategic level. Their involvement helps the Authority meet their objectives through the enhanced level of community intelligence that members have and their ability to influence the wider political arena. Community safety delivery is structured around Performance Delivery Groups. A group manager in each of the local council areas leads these and each has a fire authority member aligned to them. This structure provides strong links between the Authority and the community, and helps to meet the aims and objectives of the Crime and Disorder Reduction partnerships.

Cheshire – Youth Engagement Project Funded from Invest to Save Budget

A targeted programme, in conjunction with a range of external partners, is providing proportionate intervention with troublesome youths. A notable research establishment is independently leading the evaluation of the programme. Cheshire FRS (CFRS) and partners were successful in securing £1 million of Government Invest to Save Budget funding for a project called “RESPECT” – Reducing Exclusion Starting Positive Engagement Together. This three-year programme is aimed at youths who are either at risk of, or actually are, temporarily or permanently excluded from schools. FRS has historically run a course called Kooldown aimed at troublesome young people. This course demonstrated a high degree of success in attitudinal behavioural change. The course was delivered by fire fighters and built on characteristics of the service such as team building and working under pressure to tight deadlines. Kooldown became very successful to the extent that it was commissioned by external agencies.

Cleveland – Arson Audit Inspections and Industrial/Commercial Post Fire Analysis

A programme of proactive inspections of domestic, industrial and commercial premises to reduce deliberate fire setting, and to identify trends or failures relating to legislative fire safety requirements. Crews from community fire stations, staff from fire engineering and staff from the dedicated arson task force undertake inspections in areas identified as arson hotspots. These hotspots are identified using a browser-based management information system that maps incidents by risk, type and cause. Information on hotspots is also provided by and collected from partner organisations from both formal and informal partnerships. The inspections can be small scale covering just a few streets or individual premises, or may be larger areas covering a ward, estate or district. The development of a predictive model, through Cleveland FRA’s Quality and Risk Management Department, to forecast the next potential high demand area has been a crucial next step from being reactive to being proactive. Fire Engineering staff conduct a Post Fire Analysis of business

and commercial premises within five days of any incident. The information collected relates to the type, cause and cost associated with specific incidents and, importantly, analyses the effectiveness of fire precautions, management actions in response to the event, any further preventative measures deemed appropriate along with a review of the Fire Risk Assessment. There are high levels of interoperability between staff undertaking this work demonstrating an integrated response to identified risks.

Cleveland – Risk Management Framework

A risk management framework is used throughout Cleveland FRA to assist in decision-making. It analyses all available information on corporate and community risk in order to provide direction in the achievement of objectives. Main features support the strategic and tactical tasking of resources against emerging risks at local, regional or national levels to meet community needs. Evidence led and intelligence based department offers a full range of data (including the National Police Intelligence Model), analysis, support, best practice, and evaluation to inform and support risk reduction across the FRA. The dedicated Risk Analysis Intelligence Unit is structured around incident monitoring, risk analysis, community safety evaluation and performance monitoring. Risk profiling and response options are based on a wide range of data and statistical analysis. Data can be interrogated by staff to identify trends or patterns and can be further enhanced by detailed intelligence products requested from the Risk Analysis Intelligence Unit. This graphical representation of current data has enabled station personnel and managers to initiate rapid intervention strategies for operational risk reduction and the protection of vulnerable people.

Cleveland and Hertfordshire – Sprinklers

A number of FRAs have been successful in getting sprinkler systems installed in a range of building types. For example, Cleveland FRA's sprinkler policy has resulted in seven new schools and seven dwellings being fitted with suppression systems. Six of the domestic installations have been either fully or part funded by the FRA. Hertfordshire FRA has also played a significant role in the deployment of sprinklers. The County Council has agreed to fit sprinklers in all its new buildings, which includes schools and care premises, and some 200 residential properties are now fitted with sprinkler systems.

Cumbria – Ward Based Risk Profiles

Use of risk analysis to identify community risk profiles at ward level so that operational and community safety resources can be aligned to provide an integrated response to each ward. Cumbria Fire & Rescue Service (CFRS) historically provided a range of data to local managers to help them understand the nature of the communities they serve. The information was provided for each ward in the county and was made up of census data from FSEC, a range of incident data, the Indices of Multiple Deprivation, police crime data, average attendance time and number of incidents by ACORN category. As part of the planning for the Year 3 IRMP, it was decided to carry out a more thorough investigation of which aspects of a community have the greatest impact on the number of dwelling fires it suffers. Regression analysis was used to map all of the existing data sources against the

number of dwelling fires in each ward. CFRS also included the groups with the highest risk of experiencing domestic fires published in the British Crime Survey. Over 70 different criteria were analysed and the 12 with the strongest link to dwelling fires were used to predict risk within each ward in the County. The risk analysis was used to inform the CFRS Year 3 IRMP, which, when published, included a risk rating (high, medium or low) for each ward which attracted a response time and community safety response based on that risk. The data provided evidence that some fire stations are not in the most suitable position to meet response times and interim and long-term plans are now in place to remedy this. Short-term measures include the relocation of appliances and resources at peak call times to meet demand and changed crewing patterns on one fire station. Longer-term plans include a successful PFI bid to construct new fire stations closer to high-risk wards. Ward level data is also used to inform Station Action Plans. Plans undergo careful consultation with ward-based councillors in order to ensure that strategies align with other council and service plans in the ward area.

Dorset – Urban Heath Project Dorset

Dorset Fire and Rescue Service (DFRS) was instrumental in securing £2.4 million from the European Commission for protecting Dorset's urban heath from environmental impacts, one of the main issues being arson. This low lying heath has gained SSSI (Sites of Special Scientific Interest) status and Dorset is recognised as having one of the largest concentrations of urban heath land and some of the best examples in Europe. There are 49 major areas of low-lying heath within Dorset covering some 1850 hectares, which is recognised as having unique eco systems. Environmental damage, notably arson, was destroying these areas at an alarming rate. DFRS established and chaired a committee of local organisations that successfully secured funding of £2.4 million from the European Commission. This was used to set up the Urban Heath Life Partnership (UHP), which recruited a specialised workforce of six heath land wardens and rangers headed by a UHP manager. This is a pan-Dorset initiative, albeit a large percentage of the urban heath is situated around the Poole and Bournemouth conurbation. As a result, the UHP looked at working in partnership with the four Crime and Disorder Reduction Partnerships (CDRPs) within Dorset. Three of these had specific Arson Task Forces and it was through these that the tasking and co-ordination of initiatives were identified and delivered. All strategic issues including capacity, finance and direction are dealt with via the UHP. This was important as it provided synergy in that several DFRS personnel were represented at both levels. Specialist heath land officers were identified within the Fire and Police Services and a communication strategy was put in place to ensure that other ATFs were kept fully informed.

Essex – Evaluation of Community Safety Initiatives Including Firebreak

Essex County Fire and Rescue Service (ECFRS) has used both internal and external evaluation to validate its community safety work including its Firebreak programme. Firebreak is a County wide youth intervention programme which challenges disaffected young people using Fire Service training techniques and the promotion of core values of teamwork, self respect, self discipline and respect for others. The five-day intensive Firebreak course targets young people at key stage 4 (between the ages of 13 – 17 years).

The course includes participation in activities such as arson awareness, road safety, risk assessment, and importantly, teamwork learnt through practical fire-fighting training. Students are referred to the scheme through a wide network of partners including schools, Essex Police, Youth Intervention Teams, Crime and Disorder Panels, charitable bodies and Specialist Care Units. Evaluation of all students commences prior to the course and continues up to six months after its completion. Firebreak staff and representatives from the referral body prior to admittance to the course jointly assess students. This initial assessment considers each student's suitability to benefit from the experience offered and also seeks to identify desirable individual outcomes for each young person. This assessment process is then continued by the appointment of a Firebreak mentor for each student who completes a daily written summary of the student's progress. This contributes towards the completion of final end of course reports, which are shared with both the student and referral body. A separate student evaluation of the course is also carried out in order to help refine future course content. Final post course evaluation is additionally carried out with referral bodies in an attempt to quantify behavioural improvements achieved over the longer term. Objective indicators that have been used include records of non-offending, increased attendance at schools, examination success and entry into employment as well as more subjective tests of observed behaviours such as increasing self-confidence and improving attitudes towards others.

Essex – Travellers Initiative

Essex County Fire and Rescue Service's (ECFRS) travellers initiative is an ongoing partnership between residents of the Dale Farm travellers site in Basildon and the ECFRS which is aimed at keeping travellers' families safe from fire. In May 2005 two members of the travelling community from a travellers' site at Crays Hill died tragically in a caravan fire. This prompted the local Community Safety Liaison Officer to look at new approaches for how ECFRS could improve its relationships with, and service to, the travelling community. The breakthrough came by finding people whom the travellers already trusted and asking them to act as a bridge between the Fire and Rescue Service and community leaders. This involved working with local partners, including local authority Traveller Liaison officers and obtaining support from Father Glynn, the local Roman Catholic priest. Having been introduced by Father Glynn to the family spokesperson of the very large Dale Farm travellers' site, the spokesperson began to see that ECFRS was an organisation that wanted to help rather than interfere. ECFRS built on this initial contact to forge strong links with both individual families and leaders of the community. This new relationship with a community who had previously only viewed the Fire and Rescue Service as an organisation to mistrust enabled ECFRS to improve the safety of the site and at the same time improve relations with other statutory authorities. Some of the successful safety initiatives carried out were: The fitting of smoke detectors in caravans throughout the site. The establishment of a control system for LP gas cylinders supported by the sites own occupants and the clearing away on a regular basis of all empty gas cylinders. The re-establishment of effective emergency water supplies. Clearing of rubbish from the site. Educational initiatives to travellers' children including dangers posed by hoax calls. The production of a nationally available travellers' fire safety DVD using advice from and featuring travellers' leaders and family members. The provision of a telephone landline to the site.

Hampshire – Insurance

The Fire & Rescue Authority's insurance company has a seat on the Health and Safety Committee. This active participation in the management of health and safety within the FRA has improved the insurer's understanding of the FRAs commitment to risk management and has led to tangible savings on the annual insurance premium.

Lancashire – Incident Intelligence Officers

Incident Intelligence Officers (IIOs) were introduced into Lancashire to gain a much greater understanding of the underlying factors surrounding fire, thereby permitting more effective prevention and protection work. The Incident Intelligence Team endeavours to identify underlying causes of fire by examining patterns of public behaviour and other relevant considerations, both before and during incidents. The team of eight personnel is divided into two groups, providing 24-hour cover via a variable crewing system, with a minimum of two IIOs on duty at any one time. The principal role of team members is to:

- Carry out targeted intelligence gathering to inform future risk reduction strategies
- Conduct in-depth investigations at a range of specified incidents
- Raise the overall quality and consistency of incident investigations and data collection
- Work with appropriate partners to facilitate more effective risk reduction.

Incident Intelligence Officers are all experienced operational officers in order to ensure that they have an in-depth understanding of the operational environment, and the necessary skills and abilities to professionally assess the circumstances of the event. By visiting a range of incidents of varying severity and consequence, the IIOs have been able to identify a number of factors and common denominators that have proved to be a success, or failure, in fire safety terms. As a consequence, patterns of both good and bad practice are identified which in turn inform prevention and protection strategies for both Lancashire FRS and other agencies.

Lincolnshire – Community Volunteers

Volunteers in the community, including the Salvation Army, are used for the targeting and delivery of Home Fire Safety Checks.

Manchester – Management of Organisational Risk

Cohesive policy for the management of risk including Corporate, Operational and Community risks as part of the overall IRMP. Greater Manchester Fire and Rescue Service's (GMFRS) approach to the management of organisational risk includes an effective Corporate Planning process, Corporate Risk Register and Organisational Risk Information Forms. A number of policies form a framework focused on the identification, assessment, mitigation and response to community and internal as well as external corporate risks. Greater Manchester is diverse in character and population, and risks vary considerably in nature and severity. As a result, risk is managed at local level in partnership with key stakeholders thus giving GMFRS an excellent understanding of the risks in the area. Risk

profiles of each metropolitan district are produced giving an indication of the issues, performance and existing work being undertaken. These profiles also identify the key personnel responsible for delivering the strategic aims in a targeted fashion with the support of local elected members. An extensive range of data is obtained from a variety of sources including housing groups, census data, valuation office data and indices of multiple deprivations. This is coupled with empirical data from the in house management and community fire risk information system. Data is used in the determination of the number of flexible duty officers required to ensure safe systems of work on the incident ground and the rationalisation of the number and availability of the appliance fleet. This has enabled GMFRS to effectively establish which appliances are most likely to be required based on community risk. This has been used alongside an appliance workload analysis tool to assist with the development of a 'Flexible Operational Resource Deployment' strategy. In effect this means that each night four pumps are stood down and not crewed. This has released resources where they were under utilised and has enabled effective redeployment to undertake essential work highlighted in the IRMP.

Northumberland – Sure Start Partnership

Partnership between Northumberland FRS (NFRS) and Sure Start to create a community fire station in rural North Northumberland. This provides modern accommodation for both organisations, and a focal point for local community safety, facilitating access for NFRS to the most vulnerable and hard to reach groups. The partnership began in 2003 when the two organisations combined budgets to refurbish the retained station, creating office accommodation for both organisations, a shared kitchen, female facilities, gym, crèche, toy store for the mobile toy library and a large community room. The latter is used by local organisations, and is the focal point for community safety advice in the area. Daily contact between personnel led to a realisation that the organisations had shared customer targets, and mutually compatible objectives: Sure Start Objectives – reduce smoking, 10 per cent reduction in A&E admissions of 0–3 year olds, safety information available for all families, health & safety and first aid training for families. NFRS Objectives – reduced house fires, Reduced fire casualties and fatalities, delivery of Home Fire Safety message to hard to reach groups and addressing the wider community safety agenda.

Nottinghamshire – Recognising Diversity

Nottinghamshire FRS has adopted a range of initiatives that enable access to a diverse community. One example of this commitment to integration is the provision for trainee fire-fighters (and others on request) of cultural awareness sessions, which include 'faith visits' to mosques, Hindu and Sikh temples and other places of worship. These enable operational fire crews to make contact with religious and community leaders as well as local people who use the various religious institutions. This helps staff performing home safety checks by giving them an insight into the traditions and beliefs of all major faiths.

Nottinghamshire – Risks from Empty and Derelict Properties

Information is transferred between fire safety staff and operational crews regarding empty properties and a tactical plan has been developed for larger premises where appropriate. This recognises the risk from derelict or partially derelict premises and seeks to address that risk by ensuring that crews have a good awareness of particular hazards at specific premises.

South Yorkshire – Data Sharing on Road Traffic Collisions (RTCs) and Crime and Disorder

Close working partnerships with both the ambulance and police services have resulted in the sharing of RTC data including casualty information. This sharing of data has the potential to complete the picture of an incident: how the collision occurred; FRS actions; evaluation and classification of injuries; treatment at hospital. South Yorkshire FRS is also consulting about establishing a joint intelligence group with the police for sharing data relating to crime and disorder. The Joint Strategic Intelligence Assessment unites information from a wide range of partners – council, police, probation, health, drug action teams, FRS and others – to form the framework for partnership working on crime and disorder.

Staffordshire – Elected Member Involvement

Elected Members work closely with operational staff engaging with local communities to ensure appropriate resource allocation and alignment of strategy for the achievement of risk reduction targets. Members take ownership of strategies and develop opportunities to champion them in local fora. In 2001, Staffordshire FRS (SFRS) changed its organisational delivery structure and Area Commands were formed which were co-terminus with local authority boundaries. This re-structure enabled the newly appointed Area Commanders to plan and deliver services in the same geographical area as a number of other partner agencies, removing the necessity to consult and deliver across agency boundaries. Area Commanders are empowered to deploy their resources to achieve maximum benefit in local risk reduction and community safety. In 2004, Elected Members were assigned to their local Area Command Team in order to plan and deliver services in a more effective and targeted way. Elected Members and Officers are represented on Responsible Authority Groups, Crime and Disorder Reduction Partnerships, Community Safety Partnerships, Local Strategic Partnerships and Joint Operations Groups. Elected Members are encouraged to play an active part in local service delivery activity by recognising their wealth of local knowledge, and community intelligence.

West Midlands – ‘Keep Your Business in Business’

‘Keep Your Business in Business’ is a comprehensive guide produced by West Midlands Arson Task Force and assists businesses to undertake fire risk assessment and combat the risk of arson. The average cost to society of an arson attack on a business in the UK is estimated at £48,330 (Arson Control Forum) and approximately two thirds of businesses affected do not recover from a serious fire. The West Midlands Arson Task Force is a

partnership between the West Midlands Fire Service and West Midlands Police. The Keep Your Business in Business initiative takes the form of a comprehensive information pack aimed at providing businesses with all the information they require to combat the threat of arson and crime. It provides users with clear advice on Fire Safety legislation and is compliant with the Regulatory Reform (Fire Safety) Order 2005, detailing how to carry out risk assessments. It also provides advice on arson attacks (the largest single cause of major fires in England and Wales), disaster recovery and contingency planning, and best practice.

West Sussex – Variable Crewing System

A stand alone variation of the Day Crewing duty system, which provides whole time personnel cover during the *core hours*. This system provides the flexibility to vary the *core hours* as required to ensure that adequate intervention cover and protection services are available to meet the needs and demands of the local community. The system employs whole time crews working a four-day week Monday to Friday covering a two- week pattern. The first week consists of two days intervention from 0800 -1800 hours and two days protection of 11 hours each. The following week consists of three days intervention from 0800 -1800 hours and one day of protection consisting of 12 hours, thus totalling 42 hours per week. Start and finish times are flexible in order to meet the needs of the organisation. Community protection activities undertaken outside of the normal working parameters are compensated, normally, by time off in lieu. Retained personnel are used to cover operational requirements outside of the whole time core hours and to provide the necessary resources when additional appliances are required during the working week. An extra 15 per cent is awarded for whole time personnel being available to work an additional three hours per week when required. This allows staff to cover intervention duties during periods of low retained availability and makes the system attractive to personnel.

Annex G

Beacon status for early intervention (Children at Risk)

Merseyside Fire & Rescue Authority

Beacon Status for Early Intervention (Children at Risk)

Beacon Inspection feedback: “The exciting aspect of all the programmes is the way they engage and motivate young people. The Fire and Rescue Service is action-led and has developed a unique combination of resource, action, commitment and real understanding of young people which makes it very effective in delivering early intervention”

In an effort to reduce deliberate fires, anti social behaviour generally and attacks on fire crews, Merseyside Fire & Rescue Authority developed and piloted an approach to help increase youth engagement in the area. The pilot won an award for early intervention, and now the Fire Authority is implementing a permanent youth engagement Scheme.

70 people (mainly active fire-fighters) volunteer on the scheme and carry out a variety of projects in the local area. The scheme is targeted at young people. Each firefighter works with a particular school or group of young people and aims to provide a good role model, mentoring and if needed, a source of advice on a range of things from health to education and the importance of being safe.

Projects carried out include:

- Drive to arrive – targeted at highest risk young male drivers
- Reducing school absenteeism
- Embedded fire fighter – this is their current beacon project. The scheme involves fire-fighters working one day a week in a school in an ‘anti social area’ as a mentor and advisor to the children. An officer is allocated a particular school and stays there indefinitely.

The youth engagement scheme also carefully reflects national agendas. For instance, the scheme initiatives have a positive impact on the five outcomes outlined in Every Child Matters.

Evaluation by a local university has shown a reduction in deliberative fires of 39 per cent over the last three years. Year on year, Merseyside Fire and Rescue Service has reduced the number of accidental fires in the home, culminating in a 22 per cent reduction in the number of Accidental Dwelling Fires since 2003/04. In CPA assessment Merseyside Fire & Rescue was the highest rated fire service in the country.

Annex H

Good practice highlighted to the Business and Community Safety Forum November 2007

Effective Youth Engagement – London

The London Fire and Emergency Planning Authority has placed youth engagement at the core of its community fire safety activities, recognising the importance of tackling fire related anti social behaviour by young people and understanding that through youth work the service can contribute to generating inclusive and sustainable communities. Our aim is to have schemes to meet identified needs, locally managed in partnership with interested parties.

Protecting the Elderly – Merseyside

Merseyside FRS has been the recipient of a Beacon Award for their inspirational work to support and protect the elderly members of its community.

Working together to reduce fire death and injury – Hampshire

Hampshire FRS has formed a partnership with the County's Primary Care Trust with a shared goal of reducing accidental injury and death caused by fire within the local community.

Working with Diverse Community Groups – West Yorkshire

Community Fire Safety Officer Shabana Kosa has been selected by the Equal Opportunities Commission as a positive role model for Asian women in her work with the regeneration project in Bradford where the majority of families are Asian.

The 'Whatever it Takes' Project – Cleveland

Cleveland Fire Brigade participates in a multi-agency initiative involving Police, NHS, Local Authorities and Private Sector partners which seeks to reduce fires, crime, anti-social behaviour and deprivation by tackling the root causes and doing, "Whatever it Takes".

Effective Community work in Cheshire

Home Fire Safety Checks, Partnerships and local area agreements reflect Cheshire's role in joined up Community Safety.

Annex I

Calculating cost to avert a death

In the cost benefit spreadsheet within FSEC the cost per life saved can be used to help understand your dataset results. Communities and Local Government does not determine the correct value to be used for cost of life saved but a default value of £1,000,000 is used in the cost benefit spreadsheet at the moment. FRSs should update this to be appropriate for their local situation.

The current cost per life can be around £1.4 million – that is £1,336,800 for 2003 rising 2 per cent GDP per capita growth per year.

There are references that can be used to help FRSs determine that value:

The Treasury Green Book covers value of life, see the link
<http://greenbook.treasury.gov.uk/annex02.htm>

“In the UK, the Department for Transport (DfT) values the reduction of the risk of death in the context of road transport at about £1.145m per fatal casualty prevented (in 2000 prices).”

“DfT also attributes monetary values to the prevention of non-fatal casualties, based on a Willingness To Pay approach. Serious and slight casualties are valued separately and the values are uprated in line with changes in GDP per head. Values currently in use for preventing a serious and slight road injury are £128,650 and £9,920 respectively (at 2000 prices). Costs of police, insurance and property damage are added to these casualty values to obtain values for the prevention of road accidents. The HSE tariff of monetary values for pain, grief and suffering begins at £150 for the most minor non-reportable injury.”

The HSE also provide a summary with current day values at:
www.hse.gov.uk/risk/theory/alarpcba.htm
www.hse.gov.uk/risk/theory/alarpcba.htm

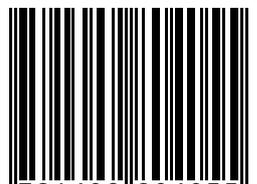
Fatalities are valued at £1,336,800 for 2003. HSE recommend that you inflate value of life in line with standard of living not inflation.

The HSE state: “It is considered that the value of preventing a fatality has a constant utility value over time and it is therefore uprated in real terms each year by real GDP per capita growth (ie, currently, by about 2% per year, since at the moment the real per capita GDP growth is forecast at around 2% per annum). This uprating, coupled with a 3.5 per cent discount rate, gives an ‘effective’ discount rate for health and safety benefits of 1.5 per cent (lower effective discount rates apply to health and safety benefits accruing more than 30 years into the future). It needs to be noted that the real per capita GDP growth forecast could change over time. For further details see [The Greenbook](#). ”

So, the current cost per life could be around £1,418,623, that is £1,336,800 for 2003 rising 2 per cent GDP per capita growth per year. It is recommended that the figures are rounded to give a reasonable and contemporary figure.

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