



Fire Safety in Prison Establishments		
This instruction applies to:-		Reference:-
HMPPS HQ Prisons		PSI 11/2015 AI 08/2015
Issue Date	Effective Date	Expiry Date
Revised 31 March 2022	31 March 2015	n/a
Issued on the authority of	HMPPS Executive Board	
For action by	All staff responsible for the development and publication of policy and instructions <input checked="" type="checkbox"/> HMPPS HQ <input checked="" type="checkbox"/> Public Sector Prisons <input checked="" type="checkbox"/> Contracted Prisons and Secure Training Centres* <input checked="" type="checkbox"/> HMPPS Immigration Removal Centres (IRC's) <input type="checkbox"/> National Probation Service (NPS) <input checked="" type="checkbox"/> Governors <input checked="" type="checkbox"/> Heads of Groups <input type="checkbox"/> HMPPS Rehabilitation Contract Services Team <input type="checkbox"/> <input type="checkbox"/> Other Providers of Probation and Community Services <i>* If this box is marked, then in this document the term Governor also applies to Directors of Contracted Prisons or Secure Training Centres</i>	
Instruction type	Service improvement and Legal compliance	
For information	All prison staff	
Provide a summary of the policy aim and the reason for its development / revision	A revision of PSI 11/2015 (incorporating PSI 22/2011 Fire retardancy standards for furnishings/ upholstery) to ensure Prisons are compliant with the legal requirements of the Regulatory Reform (Fire Safety) Order 2005 in terms of fire safety provisions	
Contact	Mark Simpson – nationalfiresafetyteam@justice.gov.uk National Lead- Fire Safety HM Prison and Probation Service Prison Directorate 102 Petty France, London SW1H 9AJ	
Associated documents	PSI 05/2018 - Prisoner Discipline Procedures (Adjudications) PSI 09/2014 - Incident Management HMPPS/NPCC/CPS Protocol - Crime in Prison Referral Agreement	
Replaces the following documents which are hereby cancelled: PSI 22/2011 - Prisoner Bedding - Fire Retardancy 'crib' ratings for furniture/upholstery etc. in Prisons. (Annex C to PSO 3803)		
Audit/monitoring: Prison Group Directors and Controllers (or Monitors) will monitor compliance with the mandatory actions set out in this Instruction.		
Introduces amendments to the following documents: None		
Notes: <i>All Mandatory Actions throughout this instruction are in italics and must be strictly adhered to.</i>		

CONTENTS

Section	Subject	For reference by:
1	Executive Summary	All Staff
	Background	
	Purpose	
	Evidence	
	Desired Outcomes	
	Application	
	Mandatory Actions	
	Resource Impact	
2	Fire Safety Policy	
	Legislation	
	Responsibilities	
	Fire Safety Policy	
	Co-operation and Co-ordination	
3	Organisation	
	Fire	
	Access to Competent Advice	
	Time for Competent Persons to Carry out the Role	
	Consultation with Employees	
4	Planning and Implementing	
	Introduction	
	Fire Risk Assessment	
	Review of Fire Risk Assessments	
	Contingency Planning	
	Cell Fires	
	Fire Spread	
	Fire Fighting Equipment	
	Fire Detection, Warning and Smoke Control Systems	
	Maintenance	
	Emergency Routes and Exits	
	Fire Signs and Notices	
	Fire Investigation and Reporting	
	Provision of Information to Staff	
	Provision of Information to Prisoners	
	Training	
	Monitoring Performance	
	Audits	
	Dangerous Substances	
	Guidance	

5	Respiratory Protective Equipment (RPE) and Safe Systems of Work for Cell Fires	
	Purpose	
	Purpose of the Equipment	
	Use of the Equipment	
	Restriction on Users	
	Roles and Duties of Orderly Officer (or equivalent)	
	Training	
	Facilities for RPE End User Training	
	RPE Issue, Maintenance, Servicing and Replacement	
	Return of RPE Sets to the Manufacturer for Refurbishment	
	Return of Training Sets to the Manufacturer for Refurbishment/ Repair	
	Retention of Used RPE Sets for Training Purposes	
Annex A	Safe System of Work for Cell Fires	
Annex B	Fire Retardancy standards for furniture/upholstery etc. in Prisons	
Annex C	Fire Safety Standards in Prisons	

1. **Executive Summary**

Background

1.1 This instruction replaces and consolidates PSI 11/2015 and PSI 22/2011 into one document.

Purpose

1.2 This document outlines what is required of the Responsible Person under the Regulatory Reform (Fire Safety) Order 2005 (RRO) with regards to providing a fire safety compliant environment in Prisons. In a workplace environment that is under the control of the employer, the "Responsible Person" is the employer (RRO, Article 3). Across the Public Sector Prison Estate, the Responsible Person is therefore HMPPS.

1.3 HMPPS discharges its responsibilities as the Responsible Person through the Governor (references to the Responsible Person in this document shall accordingly be read as references to the Governor acting in that capacity). The Governor is supported in the execution of those duties by the Prison Group Directors, Heads of Group/ Units and Executive Directors. They each have responsibility for ensuring the requirements of the RRO are met in areas of their control by way of a system for effectively managing the risks from fire to which staff and others who may be affected by their undertakings are exposed. This will include a comprehensive Fire Safety Policy which complies with the requirements of the RRO and any subsequent legislation or guidance. At the same time, responsibility for the management of fire safety extends throughout all managerial levels of the organisation.

Evidence

1.4 HM Prisons experience a number of fires per year across all prisoner groups, with the vast majority of fires the result of deliberate fire setting by prisoners/ young people.

1.5 A fire occurring anywhere within custodial premises could have serious consequences in terms of life safety, business continuity and security. Preventative measures, if successful, reduce the risk of fire occurring and therefore have equivalence to protective control measures.

Desired Outcomes

1.6 Effective management of the fire risks in Prison Establishments

1.7 A reduction in the number of fire related incidents across the Prison Service

1.8 Improvements in the health, safety and welfare of staff and others due to the effective management of fire risks

1.9 A reduction in the number of deaths, injuries, associated costs and damage attributed to fire events in prisons

Application

1.10 This document should be read by all Executive Directors, Prison Group Directors, Heads of Groups/Units, Governors and their deputies, Heads of Function, Health Safety and Fire Advisors and any other person with fire safety management responsibilities

Mandatory Actions

1.11 *The Responsible Person must:*

PSI 11/2015 AI 08/2015

Fire Safety in Prison Establishments

Re-Issue Date 31 March 2022

4

- *Ensure the implementation of the requirements of this policy via the production of a local fire safety policy & strategy which shall set out the organisation and arrangements for dealing with fire events, and bring this to the attention of all staff*
- *Ensure that a suitable and sufficient Fire Risk Assessment is completed and regularly reviewed to assess the level of existing and required fire safety systems and provisions, and ensure that measures are implemented to eliminate or control all significant findings*
- *Appoint a member of the SMT as the health, safety and fire sponsor*
- *Ensure that access to competent fire safety advice is provided by the appointment of staff designated for specific fire safety duties, and ensure that the number of persons appointed have sufficient time available to allow them to fulfil their functions*
- *Ensure the implementation of such fire safety arrangements that will provide for the safety of all relevant persons in the event of a fire or other emergency. A relevant person is defined under the RRO as any person (including the responsible person) who is or may be lawfully on the premises and any person in the immediate vicinity of the premises who is at risk from a fire on the premises.*
- *Ensure that where Respiratory Protective Equipment (RPE) is provided, all operational uniform grade staff are trained in its use, able to wear the RPE and receive the required annual refresher training*
- *Ensure the provision of suitable and sufficient fire detection and warning systems, smoke control systems, fire fighting equipment, escape routes, emergency lighting and ensure that adequate fire safety signs are posted*
- *Provide sufficient systems for the inspection, maintenance and servicing of fire detection and warning systems, smoke control systems, fire fighting equipment, escape routes and emergency lighting*
- *Implement arrangements to ensure the safety of any relevant person with disabilities in the event of a fire*
- *Ensure that staff, and all other relevant persons are given fire safety information, instruction, induction and training (during the working day) on the identified fire risks, safe systems of work, control measures and evacuation procedures*
- *Ensure that arrangements are in place for consultation with staff on fire safety issues*
- *Implement a system for reporting and investigating all fires*
- *Ensure co-operation and co-ordination with the other employers that have relevant persons on site*
- *Ensure that, where substances that may cause a fire or explosion are stored or used, that sufficient precautions are in place to reduce any risks from such substances so far as is possible*
- *Ensure that regular and effective liaison takes place between the premises and the local authority Fire and Rescue Service and other emergency services*

- *Have in place arrangements to regularly audit, monitor and review fire safety performance, utilising the organisations national evaluation tool.*
- 1.12 *All establishments which have closed cellular or cubicle accommodation (for not more than four persons) fitted with inundation points, must have a sufficient number of RPE sets readily available for immediate use in the event of a cell fire occurring.*
- 1.13 *All establishments must be working towards achieving 100% of all operational uniform grade personnel (excluding those subject to user restrictions) being trained in the use of, and able to wear RPE, so as to enable any cell fire to be effectively dealt with by staff wearing RPE at any time, both day and night. The level of operational uniform grade staff trained in, and able to wear the RPE, should not fall below 80% for days and 100% for nights.*
- 1.14 *RPE must be issued and available at all establishments which meet the criteria shown in 5.2 and all wearers must receive both initial and refresher training at the frequencies described in this Instruction.*

Resource Impact

- 1.15 *Executive Directors, Prison Group Directors, Heads of Groups/Units and Governors should already have systems in place for effectively managing the fire safety risks in their areas of control.*
- 1.16 *It is recognised that, to ensure competence under the RRO, there is a need for staff that undertake the role of Health Safety and Fire Advisors to be trained to a competent standard.*
- 1.17 *Therefore within twelve months of appointment all establishment Health Safety and Fire Advisors must successfully complete the HMPPS Fire Risk Assessors Course*

(Approved for Publication)

Phil Copple
Director General, Public Sector Prisons

Operational Instructions

2. FIRE SAFETY POLICY

Legislation

- 2.1 In relation to prison establishments, the RRO places a legal duty on the 'Responsible Person' to implement general fire safety precautions that will ensure, so far as is possible, the safety of all relevant persons who may be affected by his/her undertakings and to take reasonable precautions to ensure that the premises are safe. The RRO also requires, in summary, the Responsible Person to:
- Carry out an assessment of the risks from fire.
 - Prepare a policy on fire safety which sets out the arrangements for the effective planning, organisation, control, monitoring and review of the preventative and protective measures that are implemented to manage the identified fire risks.
 - Appoint competent persons in relation to fire safety matters.
 - Provide fire safety information, induction, instruction and training for employees.
- 2.2 The RRO refers to the party with responsibility for ensuring that the requirements of the Regulations are met as the 'Responsible Person'. For the purpose of this PSI, HMPPS is the Responsible Person for individual prisons across the Public Sector Prison Estate. HMPPS discharges its responsibilities as the Responsible Person through the Governor (references to the Responsible Person in this document shall accordingly be read as references to the Governor acting in that capacity). The Governor is supported in the execution of those duties by the with Prison Group Directors, Executive Directors and Heads of Groups/Units. They each have responsibility for ensuring that the requirements of the RRO are met in their areas of control.
- 2.3 Any requirement under the RRO imposed by articles 8-22 or by regulations made under article 24 on the Responsible Person in respect of the premises, are also imposed on any other person who has, to any extent; control of premises so far as the requirements relate to matters within their control. Where a person has, by virtue of any contract or, tenancy, an obligation of any extent in relation to maintenance or repair or safety of any premises, that person is to be treated as being a person who has control of the premises to the extent that the person's obligation so extends.
- 2.4 This PSI sets out the core policy requirements to ensure compliance with the RRO.

Responsibilities

- 2.5 The Executive management of Her Majesty's Prison and Probation Service is responsible for:
- The health, safety and welfare of its staff.
 - Conducting the business of the Service so as not to endanger the health and safety of others who may be affected by its undertakings.
 - Ensuring that systems are in place to effectively manage fire safety.
 - Ensuring that the Service's Fire Safety performance is reviewed annually.

- 2.6 At a strategic level the Chief Executive Officer (CEO) is responsible for ensuring *so far as is possible* the safety in relation to fire, of all relevant persons who may be affected by the Service's undertakings. This responsibility is delegated through the management line to Director Generals, Executive Directors, Heads of Groups/Units, Prison Group Directors and Governors.
- 2.7 This PSI sets out the actions that Responsible Persons must take to ensure that systems are in place to effectively manage the risk from fire to which relevant persons are exposed and to ensure compliance with current legislation.
- 2.8 At establishment level, responsibility for fire safety extends down through every level of management and as such:
- *Line managers must ensure that all staff in their charge remain in compliance with policies and annual training requirements, with all operational uniform grade staff being trained in the Safe Systems of Work for dealing with cell fires.*
 - *Individual members of staff have a duty to know and understand the fire routine laid down for the particular department in which they are at work and must ensure that they remain in compliance with policies and annual training requirements relevant to their position held.*

Fire Safety Policy

- 2.9 The RRO requires the Responsible Person to effectively plan, organise, control, monitor and review the preventative and protective measures that are implemented to manage the identified risks from fire.
- 2.10 The CEO and the Executive management are committed to ensuring so far as is possible, the safety from fire of all relevant persons who may be affected by their undertakings
- 2.11 The CEO is responsible for developing the Fire Safety Policy and this is done through the issue of this PSI and related fire safety guidance documents for all establishments to adhere to.
- 2.12 *In addition to the guidelines in [PSI 9/2014 - Incident Management](#), the Responsible Person must have in place a Fire Safety Policy for the establishment, and this policy must:*
- *Include a general fire safety policy statement, which sets out the ownership and clear commitment of all managers to the policy.*
 - *Demonstrate, for their establishment, how fire safety is to be planned, implemented, measured and audited, including the allocation of individual responsibilities.*
 - *State the arrangements for monitoring performance.*
 - *State the arrangements for carrying out the policy i.e. the systems and procedures.*
- 2.13 *The Responsible Person must ensure that the Fire Safety Policy is brought to the attention of all staff. All policy arrangements must be reviewed when any significant changes take place, but at least annually. Any changes must be brought to the attention of all staff.*

Line managers at all levels are responsible for ensuring that fire safety prevention and protection measures particular to their area of control are implemented.

Co-operation and Co-ordination

- 2.14 *Where other relevant persons are on site, for example, healthcare or education providers, the Responsible Person must co-operate and co-ordinate with each employer to ensure that the fire precautions and protective measures are effective throughout the establishment. Co-operation and co-ordination will include:*
- Identifying the nature of any risks from fire and how they might affect others in or around the premises.
 - Taking all reasonable steps to inform each other of the risks to other employees' health, safety and welfare arising out of their own employees work.
 - Co-operating with each other so as to comply with relevant legislation and policies.
 - Co-ordinating the various measures that have been taken to reduce the risks from fire including contingency planning.
- 2.15 *Where other relevant persons, for example, third party contractors work on site, such as; maintenance, healthcare or education providers, the Responsible Person must co-operate and co-ordinate with each employer to ensure that staff receive the relevant site specific fire safety induction when they are first employed at the prison.*
- 2.16 *The Responsible Person must also co-operate and co-ordinate with each employer to ensure that staff receive any appropriate additional fire safety training that is relevant to their work, for example Safe Systems of Work for dealing with cell fires*

3. ORGANISATION

Fire

- 3.1 *The Responsible Person must appoint a member of the Senior Management Team as the Health, Safety and Fire Sponsor, to assist the Responsible Person in the co-ordination of all fire safety activities within the establishment and to ensure effective implementation of the local fire policies.*
- 3.2 All Health, Safety and Fire Sponsors are to complete the organisations SMT Health Safety and Fire Sponsor Training Course within three months of appointment.

Access to Competent Advice

- 3.3 *The Responsible Person must ensure they have access to competent advice on fire safety matters through the appointment of a suitably qualified Health Safety & Fire Advisor.*
- 3.4 *Health Safety and Fire Advisors must successfully complete the HMPPS Fire Risk Assessor Course within twelve months of their appointment.*

Time for Competent Persons to carry out the Role

- 3.5 *The Responsible Person, via the appointed establishment Health Safety & Fire Advisor, must ensure that an assessment of the needs of their particular establishment takes place, so as to determine the time required by the competent persons to carry out their Health, Safety & Fire roles and ensure that sufficient time is made available.*

Consultation with Employees

- 3.6 *The Responsible Person must have arrangements in place for consultation on fire safety issues with staff through their appointed safety representatives and non-trade union members of staff. Health, Safety and Fire Committees and Whitley councils provide formal forums for such discussions.*

4. **PLANNING AND IMPLEMENTING**

Introduction

4.1 Planning is essential for the effective implementation of fire safety policies. It is concerned with the prevention of all fires and associated losses, through the identification, elimination and control of hazards and risks. Planning and implementing will include the following:

- Assessment of all the significant fire risks to which relevant persons are exposed whilst in the particular establishment.
- Operational plans to implement measures to eliminate or control the identified risks.

Fire Risk Assessment

4.2 *The Responsible Person must ensure that a suitable and sufficient assessment of the risks from fire to which relevant persons may be exposed is carried out.*

4.3 *Fire risk assessments must be carried out by a competent person.*

4.4 *The fire risk assessment must identify persons who are especially at risk from fire such as; young people, parents with babies, the elderly or infirm, prisoners and people with disabilities.*

4.5 *The fire risk assessment must include risks from any dangerous substances which could cause a fire or explosion.*

4.6 *The fire risk assessment must include the risks presented from those with a relevant history of arson or fire setting, including the setting of cell fires*

4.7 *The fire risk assessment must identify the general fire precautions that need to be implemented to comply with the requirements of the legislation.*

4.8 The fire risk assessment may sometimes indicate that the elimination or control of the risk requires a built or engineered solution that will be delivered via the MOJ Fire Safety Improvement Programme. *Where this is the case, the Responsible Person must ensure that, until the required work is completed, suitable and sufficient interim measures are put in place to reduce the risk to life.*

4.9 *The significant findings of the fire risk assessment must be recorded. This must include any persons who have been identified as being especially at risk of fire.*

4.10 *The significant findings are to be incorporated into an action plan which must be regularly reviewed by the Responsible Person and with actions seen through to conclusion.*

4.11 HMPPS Fire Risk Assessments are to be completed using the most recent PAS 79 – Fire Risk Assessment methodology. Guidance on carrying out a fire risk assessment is provided by the HMPPS National Fire Safety Advisers, who are part of the HMPPS National Fire Safety Team based out of Headquarters, London.

Review of Fire Risk Assessments

4.12 *Fire Risk Assessments must be reviewed regularly and in particular when there is reason to believe that they are no longer valid, for example:*

- *Following an outbreak of fire.*

- *Following the failure of existing fire precautions e.g. fire detection and alarm systems.*
- *Following substantial changes to furniture or fittings.*
- *Following alterations to the building, including internal layout.*
- *If the prison is re-rolled.*
- *Following a change of use of to the building.*
- *At least annually.*

Contingency Planning

- 4.13 *In addition to the guidelines in [PSI 09/2014 - Incident Management](#) it is a requirement of the RRO that the Responsible Person must establish and, where necessary, give effect to appropriate procedures including safety drills, to be followed in the event of serious and imminent danger to relevant persons. The Responsible Person must develop record and implement the procedures to be followed in the event of fire or other emergency, including the nomination of a sufficient number of competent persons to implement and regularly test the arrangements.*
- 4.14 *All such procedures must take account of periods when staffing levels are reduced such as at night or at weekends.*
- 4.15 *The Responsible Person must ensure that contingency plans are fit for purpose. To ensure that staff are fully aware of the procedures they must follow in the case of a fire or other emergency, annual fire evacuation drills must be carried out for all occupied buildings. The effectiveness of the procedures for evacuation should be evaluated and significant issues addressed.*
- 4.16 *The Responsible Person must ensure that a sufficient number of staff are appointed, suitably trained and available at all times to implement the contingency plans.*

Cell Fires

- 4.17 *The Responsible Person must ensure that all operational uniform grade staff are trained in the use of and able to wear the RPE, and are trained in the national Safe Systems of Work to be followed in the event of a cell fire. (Annex A)*
- 4.18 *The Responsible Person must ensure that all relevant persons with any form of mobility impairment, or other disability which may affect their ability to respond to a fire, have in place procedures for their safe evacuation. In these cases the use of Personal Emergency Evacuation Plans (PEEP's) must be developed and implemented.*

Fire Spread

- 4.19 *The Responsible Person must ensure that ignition sources and fire loading is suitably controlled. Refrigeration and cooking equipment must not be located in sleeping rooms or escape routes (See Annex C - Fire Safety Standards in Prisons).*

Fire Fighting Equipment

- 4.20 *The Responsible Person must ensure that suitable and sufficient fire fighting equipment is provided for the risks in their area of control.*

4.21 *All staff that may be required to use fire fighting equipment must be trained in its safe use.*

Fire Detection, Warning and Smoke Control Systems

4.22 *The Responsible Person must ensure, to the extent that is under their control, that automatic fire detection, warning and smoke control systems are installed.*

4.23 *To the extent that is under their control, the Responsible Person must ensure that all fire safety systems are adequately inspected, serviced and maintained in accordance with the relevant British Standards, manufacturer's instructions, associated HMPPS policies, MOJ contracts and MOJ Technical Standards.*

Maintenance

4.24 *To the extent that is under their control, the Responsible Person must ensure that any facilities, fire safety systems, equipment and devices provided in respect of the premises for fire safety purposes, must be subject to a suitable system of maintenance and repair; maintained in an efficient state and working order at all times, and be in good repair in accordance with British Standards, manufacturer's instructions, HMPPS policies, MOJ contracts and MOJ Technical Standards*

4.25 *The Responsible Person must ensure that any remedial action identified is completed within an agreed timescale with suitable and appropriate mitigation measures being implemented in the interim period.*

Emergency Routes and Exits

4.26 *The Responsible Person must ensure that the routes to emergency exits and the exits themselves are at all times kept clear of obstructions, ignition sources and combustible materials, and available for immediate use.*

4.27 *The Responsible Person must ensure that suitable and sufficient emergency lighting is provided and there should be regular visual checks, at a frequency determined by the FRA and the appropriate British Standard, for the area concerned.*

Fire Signs and Notices

4.28 *The Responsible Person must ensure that an appropriate number of adequate fire safety signs are posted throughout their areas of control.*

4.29 *Fire signs and notices, as required by Health and Safety (Safety Signs and Notices) Regulations 1996, and also in accordance with BS 5499, and BS EN ISO 7010, must be posted to ensure that staff and other relevant persons can identify escape routes, emergency procedures and locate first aid fire fighting equipment.*

Fire Investigation and Reporting

4.30 *All confirmed fires must be reported immediately to the local authority fire and rescue service using the 999 system. Consideration should also be given to the summoning of the ambulance service.*

4.31 *All serious fires must be reported at the earliest opportunity to the HMPPS National Fire Lead, and the National Incident Management Unit.*

4.32 *All fires, regardless of size, must be investigated and recorded using the organisations national fire reporting tool and the Incident Recording System. Any corrective action required*

as a result of an investigation must be implemented, for example the removal of and/or controlled access to ignition sources. A record of all fires must be maintained by each establishment.

- 4.33 *After any fire event the building fire risk assessment must be reviewed.*
- 4.34 For all suspected cases of arson, an adjudication should be opened within the normal time-limits in order to consider the evidence. If it is considered necessary the adjudication can then be adjourned for the case to be fully considered by the police. If the police or CPS decline to pursue a prosecution the adjudication may be re-opened and dealt with under PSI 05/2018 Prisoner Discipline Procedures (Adjudications). Reference should be made to the Crime in Prison Referral Agreement.
<https://www.gov.uk/government/publications/handling-crimes-in-prison-protocol>
- 4.35 *Following any deliberately set fire, the Responsible Person must also take action in line with the requirements of PSI 05/2018 with a view to recovering the cost of damage to prison property. A written record of the outcomes/decisions of such procedures must be accurately recorded by the Responsible Person.*
- 4.36 *In all cases where arson is suspected, the correct procedures for the preservation of the crime scene must be adhered to.*
- 4.37 Any person suspected of arson is to be referred to the healthcare provider for mental health assessment. This is to ensure that any treatment programmes, support services or further referral process can take place to help prevent further harm or re-occurrences. *Where the prisoner/ young person has been identified as being at risk from harm to self, and is being supported under the ACCT process, and/or where they are already under the care of the prisons' mental health team, the Safer Custody/ Safeguarding Manager, ACCT Case Manager and Healthcare Provider must be notified*
- 4.38 *Fires giving rise to the following must be reported as a Dangerous Occurrence to the HSE's RIDDOR reporting centre:*
- *Any explosion or fire caused by an electrical short circuit or overload (including those resulting from accidental damage to the electrical plant) which either —*
 - I. *Results in the stoppage of the plant involved for more than 24 hours; or*
 - II. *Causes a significant risk of death.*
 - *Malfunction of smoke-hoods*
 - *Fire causing the closure of plant or premises for more than 24 hours*
- 4.39 *Fires giving rise to the following must be reported to the HSE's RIDDOR reporting centre as Fatalities or Injuries:*
- *Fires giving rise to an employee's death or incapacity for work for more than 7 days (including non-working days)*
 - *Fires giving rise to a prisoner's/ young person's death or attendance at hospital for treatment where the fire arises from the way in which work, plant or premises has been managed.*

Provision of Information to Staff

4.40 *Staff must be provided with comprehensive and relevant information on:*

- *The significant findings from the fire risk assessment*
- *The preventative and protective measures in place to reduce the risk of fire*
- *Procedures to be followed in the case of fire*
- *The identity of persons nominated with responsibility for fire safety*
- *Where the workplace is shared, the risks from fire from the other employer's or occupier's undertakings.*

4.41 *Where children under the age of 18 are employed (e.g. on work placements) the parent or guardian of the child must be provided with information on the fire risks to which the child will be exposed and the control measures in place to reduce the risk.*

4.42 *Where a dangerous substance which may cause fire or explosion is used, the relevant persons, who may be affected by the risk, must be provided with comprehensive information on the substance, the nature of the risk and the measures taken to reduce the risk.*

4.43 *The Responsible Person must ensure that all staff are provided with comprehensive and relevant information on the fire risks to which they are exposed and the preventative and protective measures which are in place.*

4.44 *The Responsible Person must ensure that, where employees from an outside organisation are working in an establishment or area of their control, the employer of those employees is also provided with comprehensive and relevant information on the fire risks to which their employees may be exposed and the preventative and protective measures which are in place to ensure their safety from the effects of fire.*

Provision of Information to Prisoners

4.45 *The Responsible Person must ensure that prisoners/ young people are provided with information on the local arrangements for dealing with fire. This will normally be done during the prisoner/ young people induction process. Where prisoners/ young people are employed to work, they must be provided with comprehensible fire safety instruction relevant to the work environment. All information, instruction and training provided must be recorded.*

Training

4.46 *All staff, whether directly or indirectly employed, must be provided with adequate fire safety induction, information, instruction and training;*

- *At the time when they are first employed i.e. induction training within the first week of employment*
- *On being transferred to an unfamiliar area or workplace*
- *On the introduction of new work equipment, technology or a change to existing equipment*
- *The introduction of new systems of work or a change to the systems of work already in use*

4.47 *Training must:*

- *Include adequate information on the risks, control measures and evacuation procedures*
- *Be repeated annually*
- *Be adapted to take account of any new or changed risk*
- *Be appropriate to the risk identified by the risk assessment*
- *Take place during working hours.*

4.48 *All newly employed operational uniform grade staff must receive fire safety induction, information, instruction and training during their initial training. This will include training in the wearing and use of the Respiratory Protective Equipment (RPE) and the SSOW to be followed in the event of a cell fire.*

4.49 *Fire Safety Awareness training for all directly employed staff has also been developed through My Learning, and all staff must be trained to this standard. This training must be completed on an annual basis.*

4.50 *The Responsible Person must ensure that all staff, either directly or indirectly employed, receives fire safety induction, training and instruction as required by their role within the establishment.*

4.51 *The Responsible Person must ensure that an accurate and up to date fire safety training record is kept for all staff and all other relevant persons operating in their establishment.*

Monitoring Performance

4.52 *The Responsible Person must have procedures in place to monitor the fire safety performance of employees in their areas of control.*

4.53 *The Health Safety and Fire Advisor via the establishment Health and Safety Committee is responsible for ensuring the quality of fire safety inspections and for identifying any remedial actions which may need to be carried out following an inspection.*

4.54 *The Health Safety and Fire Advisor must be an ex-officio member of the Health and Safety Committee and fire safety should be a standing item on the agenda.*

4.55 *Establishments must complete at least quarterly performance evaluation to self-assess progress on plans and compliance. These evaluations are monitored and reported to the organisation and include indicators such as rates of cell fires and completion of RPE training.*

Audits

4.56 *A risk based fire safety audit programme is to be carried out of each establishment by the HMPPS National Fire Safety Team.*

4.57 *The Responsible Person must ensure that any deficiencies identified as a result of an audit by the HMPPS National Fire Safety Team or Crown Fire Safety Inspectorate are suitably addressed.*

Dangerous Substances

- 4.58 The Dangerous Substances and Explosive Atmosphere Regulations (DSEAR) 2002 set out the measures that the Responsible Person must implement to ensure the health and safety of employees and others where substances that may cause a fire or explosion are used or stored.
- 4.59 *The RRO requires the Responsible Person to carry out an assessment of the risks from dangerous substances as described by DSEAR and put measures in place to eliminate or control risks.*
- 4.60 *Where a dangerous substance which may cause a fire or explosion is present, the Responsible Person must ensure that the risks to all relevant persons who may be affected by those risks are eliminated, reduced and controlled as far as is possible.*
- 4.61 Where possible a dangerous substance or use of a dangerous substance must be replaced with a substance which either eliminates or reduces the risks.
- 4.62 *Where it is not possible to eliminate the risks, the Responsible Person must ensure that measures are implemented and maintained to:*
- *Control the risk*
 - *Mitigate the detrimental effects of a fire.*
 - *Ensure that arrangements are in place for the safe handling, storage and transport of dangerous substances and waste containing dangerous substances.*

Guidance

- 4.63 Fire Safety guidance documents may be issued to underpin this PSI.

5. Respiratory Protective Equipment (RPE) & Safe Systems of Work for Cell Fires

Purpose

- 5.1 The purpose of this chapter is to set out the arrangements for the use and maintenance of Respiratory Protective Equipment (RPE) across the Public Sector Prison Estate of England & Wales.

Purpose of the Equipment

- 5.2 RPE will be used by prison staff as part of the Cell Fire – Safe System of Work (See Flowchart at Annex A). RPE will provide staff with up to 15 minutes respiratory protection from smoke and toxic fumes (10 minutes working duration with 5 minute safety duration). *It is intended for this limited purpose only and must not be used for general fire fighting duties or for escorting fire service staff.*

Use of the Equipment

- 5.3 For safety reasons the use of RPE is limited to incidents involving cells or small cubicles designed for not more than 4 persons, which are fitted with inundation points. Use of RPE in larger areas would be dangerous in that staff might become disorientated and the equipment is only intended for Safe Cell Removal of Prisoner(s)/ Young People that would take less than 10 minutes.
- 5.4 Where establishments have closed corridor design access to cells, which are not fitted with mechanical smoke extraction systems, the corridors may become smoke-logged. Movement along such corridors wearing RPE may substantially reduce the effective working time for the equipment.
- 5.5 Inundation of a cell is only to be carried out by trained staff wearing RPE.
- 5.6 RPE should only be used to enter a cell by two trained staff when it is safe to do so following a dynamic risk assessment, only after inundation has taken place, and only when overseen by the Orderly Officer (or equivalent).
- 5.7 Where only one trained RPE wearer is available the wearer must proceed to inundate the cell. The Orderly Officer (or equivalent) may, **only if s/he is at the scene and following a dynamic risk assessment**, make a decision to permit the wearer to unlock and release the prisoner/ young person from the cell, but not to enter the cell alone.
- 5.8 **Single wearers must not enter a cell alone.**

Restrictions on Users

- 5.9 All prison officers, with the exception of those who are on restricted duties for reasons of health or disability, will be required to wear RPE.
- 5.10 RPE is not designed to accommodate the wearing of spectacles. Although RPE is designed to be used in a smoke filled environment in which visibility will be severely reduced anyway, *there are tasks which must be carried out while wearing the hood at the cell door – these include inundation and unlocking the cell door with the key.* While many staff who wear spectacles are able to carry out these tasks safely and efficiently without the use of spectacles, some will not. *Where a member of staff normally wears spectacles, a functional assessment must be carried out – this means that the member of staff must be able to demonstrate during training that they are able to carry out these tasks safely and efficiently*

without the use of spectacles. Where there is any doubt on either the part of the trainer or the staff member, they must not proceed with the training and they must not use RPE.

- 5.11 Staff with beards may not be able to use the RPE because the beard may interfere with the airtight seal inside the ori-nasal mask, and therefore compromising the safe functioning of the equipment.

Role and Duties of the Orderly Officer (or equivalent)

- 5.12 *The Orderly Officer (or equivalent) must have completed the RPE End User training to carry out the following duties on control and safety procedures:*

- *Communicate all information to a central point (Communications Control Room)*
- *Ensure that the RPE team normally consists of two trained wearers*

- 5.13 In an emergency, where the life of a prisoner/ young person is in imminent danger and only one trained wearer is available, ensure a dynamic risk assessment is undertaken before any attempt to unlock the cell and release the prisoner is attempted – **single wearers must not enter a cell alone**

- 5.14 Record the time that RPE is donned and the time that the wearers are subsequently safely clear of the risk area

- 5.15 Instigate an emergency team (whenever practicable) to enter the risk area should the first team get into difficulties or have been in the risk area for longer than 10 minutes

Training

- 5.16 *The Governor must ensure that a sufficient number of trained instructors are available at their establishment to deliver RPE training.*

- 5.17 *All operational uniform grade staff not falling under the Restrictions on Users (as outlined above), will be considered as able to wear RPE and undergo RPE initial and refresher training.*

- 5.18 *The Governor must ensure that staff are given sufficient time and resources to complete the annual refresher training.*

- 5.19 *The Governor must ensure they work towards 100% of all operational uniform grade staff (excluding those subject to user restrictions) being trained as a qualified RPE End User and have this training up to date at all times. The level of operational uniform grade staff trained in and able to wear RPE, should not fall below 80% during day state, and not below 100% during night state.*

- 5.20 *For safety reasons staff must not use the equipment unless their training has been kept up to date.*

- 5.21 Training of RPE Instructors will be conducted by National trainers at approved training venues. It will be for Governors to arrange the attendance of sufficient staff to meet the requirement for RPE to be immediately available for use by trained staff at all times.

Facilities for RPE End User Training

- 5.22 Governors are advised that RPE End User training consists of two assessed elements – theory and practical.

- 5.23 *This practical assessment requires the end user to complete simulated 'Safe Cell Removal of Prisoner(s)' exercises wearing RPE. This is a mandatory element of the training and for end users to successfully pass the course they must achieve a 100% score following assessment by the instructor.*
- 5.24 In order for the RPE training and assessment to be conducted successfully, it is necessary for it to be delivered in a realistic cellular environment. Access to either an actual cell or a training cell is essential to convey a realistic environment. The key components required are:
- A cell type door fitted with:
- i. Observation panel
 - ii. Lock
 - iii. Anti-barricade facility
 - iv. Inundation port
- Interior cell layout and furniture to be common to that found within the establishment.
 - Operation of equipment, such as the use of watermist.
- 5.25 On no account are staff to enter the risk area or commence inundation without first donning RPE. It is therefore necessary for all staff who may be required to carry out the procedures as laid down in the 'Cell Fires – Safe System of Work' to have completed the relevant initial and/or refresher training

RPE Issue, Maintenance, Servicing and Replacement

- 5.26 Secure storage cabinets are available to establishments from the Central Stores at Branston. It is the responsibility of establishments to fit the storage cabinets at appropriate locations using their own resources.
- 5.27 RPE does not require regular maintenance at establishment level; the only requirement will be a visual inspection once per month by the Health, Safety and Fire Team or any other member of staff delegated for the purpose.
- 5.28 The cost of recharging used sets will be borne by central funds. Individual establishments are not responsible for meeting replacement costs or for the cost of purchasing new sets.
- 5.29 Establishments wishing to purchase additional sets will be able to do so via Procurement following a detailed needs analysis carried out by the Health, Safety & Fire Lead.

Return of RPE Sets to the Manufacturer for Refurbishment

- 5.30 Establishments are reminded that the correct procedure for the return of used RPE Sets to the Manufacturer for refurbishment is set out below. *This procedure must be followed in order to avoid damage to sets which is both unnecessary and costly to the Service:*
- *Double bag each RPE set using strong bags (prisoner property bags will be adequate).*
 - *Seal the bags (e.g. seal used for prisoner property will be adequate).*
 - *Each RPE set must be stored in a durable transit box (Volumetric Control Box with a return label affixed to the exterior) along with its bandolier case. Both the*

RPE set and bandolier case will have a unique reference number and should be treated as a pair and must remain together.

- *Boxes should be secured with a seal/tag (seal used for prisoner property is adequate).*
- *Return all boxes to your regional depot who will replace used sets with new/refurbished ones.*

5.31 NDC Branston will issue returns boxes to each of the regional depots upon request. Regional depots will hold and supply to establishments as required. The catalogue number for these boxes is - **CS802BOX**

5.32 *It should be noted that the manufacturer will not accept used sets for refurbishment directly from establishments and that all returns must be made via Regional Hubs and NDC Branston using the process outlined above.*

5.33 All relevant parties should be aware that NDC Branston Drivers have been instructed not to accept RPE Sets from Regional Hubs which have not been packed correctly.

5.34 Establishments are asked to return the packaging boxes in which the 'live' sets were delivered via their Regional Hub to NDC Branston. They should be flattened, bundled and returned via the monthly NDC Branston badging run.

Return of Training Sets to the Manufacturer for Refurbishment/Repair

5.35 Arrangements for the return of training sets to the Manufacturer for repair/refurbishment are to be made by establishments directly with the company and on no account are they to be returned via NDC Branston.

5.36 The return of Training Sets to the Manufacturer should be made using the national courier contract.

5.37 Sets should be returned using plain packaging. Original boxes used as packaging for 'live' sets should not be used as these display Hazchem symbols and may be refused by the courier.

Retention of used RPE Sets for Training Purposes

5.38 *Used RPE must not be used for training purposes. This is an unsafe practice and must cease immediately with any such sets being returned to the Manufacturer in the manner outlined above for refurbishment/replacement.*

5.39 It should be noted that the chemical used – Potassium Superoxide (KO₂) does degrade over time and will leak from the Generator Packs on the set. The liquid chemical has a corrosive nature and will cause damage to organic and non- organic substances which it may come in contact with.

5.40 Detailed Guidance was issued by the Manufacturer in 2010

- COSHH Safety Data Sheets are supplied with each delivery of 'live' sets supplied by the manufacturer. These should always be retained for reference.

After use at an incident, RPE must be returned to the Manufacturer for recharging and re-sealing via Central Stores at Branston, who will provide replacement sets.

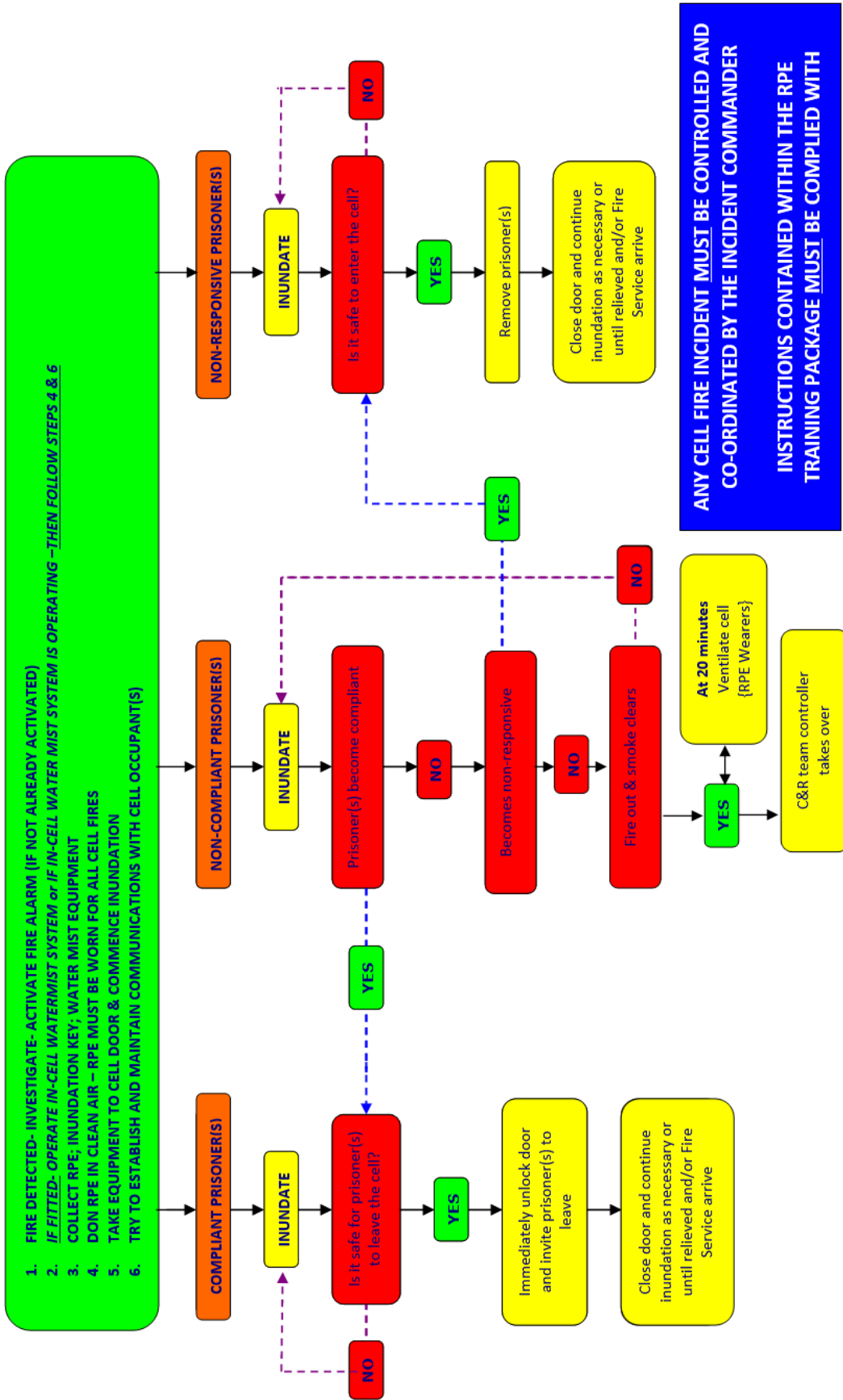
- RPE will undergo a periodic life validation inspection and test, undertaken by the manufacturer, in liaison with individual establishments. Sets which successfully pass this test will be re-validated for a further three years. Those which fail will require replacement or refurbishment.

Annex A – Safe System of Work for Cell Fires



HM Prison & Probation Service

CELL FIRES – SAFE SYSTEM OF WORK



Annex B- Fire Retardancy standards for furniture/upholstery etc. in Prisons

Fire retardancy standards for furniture/upholstery etc. in Prisons.

1. Prisons in general and in particular sleeping accommodation' areas are vulnerable to the effects of fire due to the very nature of those committed to their care; with this in mind the type of bedding used has to be controlled. HMPPS only issue bedding, which conforms to laid down standards. All non-issue items must also conform to the same standard. Duvets for example, must be to a standard at least equal to that which is required in hospitals or similar institutions. The flammability standard necessary is Ignition Source 0 and 7 in accordance with British Standard 7175 1989 *Section 2.3.3. A Source 5 (a lower fire resistant standard) may be acceptable in certain lower non sleeping risk areas.* Contact the HMPPS National Fire Safety Team for advice.
2. The British Standards BS 7177:2008+A1: 2011 (mattress's) BS 7176:2007+A1: 2011 (upholstered furniture) however set out a basic guide for the selection of ignition sources relevant to site specific risks - hospitals are classed as Medium Hazard, Hotels & Old People's Homes as High Hazard, and prisons have been set as **Very High Hazard**. The advice given is that prisons should be taken as places of Very high hazard.
3. With this in mind, prisons should be seeking to supply mattress and furniture products for sleeping accommodation areas that conform to the ignition source ratings given below, as displayed on the labels etc. Further to this, advice from the HMPPS National Fire Safety Team sets the standard that they expect to see used in prisons and the table below gives the minimum ratings necessary for each article:

Upholstered furniture BS 7176: 2007 - ignition source 7

Mattress BS 7177: 2008 - ignition source 7+

Curtains BS 5867-2: 2008 - Type C performance

Textile floor coverings BS 5287:1988 (tested to BS 4790) - medium radius 35-75mm for areas where there is no expectation of prisoners and <35mm for areas where prisoners frequent.

Floor coverings (non-textile) in prisoner areas – BS 13501- 1 Bfl-S1

Pillow BS 7175 1989 - source 0 crib 7

Mattress Cover BS 7175 1989 - source 0 crib 7

Sheet BS 7175 1989 - source 0 crib 7

Duvet Cover BS 7175 1989 - source 0 crib 7

Pillow Cover BS 7175 1989 - source 0 crib 7

Blankets BS 7175 1989 - source 0 crib 7

Duvets – Dorms/ rooms BS 7175 1989 - source 0 crib 7

Cells BS 7175 1989 - source 0 crib 7

Plastic furniture in cells or bedrooms will *where possible* achieve a fire classification of UL 94 V-0 or 1 and HB (<40mm/ min burn rate)

4. The level of risk posed by bedding is determined by the fire risk assessment and subsequent advice given by HMPPS National Fire Safety Advisors.
5. **The law allows the HMPPS to maintain standards or improve upon them but not to lower them.** The lowering of such standards would place individual Governors at additional unnecessary risk. If Governors are provided with all the necessary facts they can make a properly informed decision. As the Responsible Person under the RRO, they have to decide to accept the risk or not.
6. Bedding or furnishings must meet the required standard. That which does not meet the required standard must be removed and replaced with HMPPS issue products.

Only products that meet the required fire retardancy standard should be allowed through reception.

7. Bedding that meets the required standard of fire retardancy can be obtained via the procurement contract.

Annex C- Fire Safety Standards in Prisons

HM Prisons experience a number of fires per year across all prisoner groups, with the vast majority of fires the result of deliberate fire setting by prisoners/ young people.

A fire occurring anywhere within a prison could have serious consequences in terms of life safety and/or security breaches. Preventive measures, if successful, reduce the risk of fire actually occurring in the first place and therefore have equivalence to effective protective control measures.

Preventive measures - are used for example to control the fire risks resulting from:

- Arson
- Cooking
- Electrical equipment
- Smoking/ setting light
- Fire loading
- Fire spread
- Housekeeping
- Flammable substances
- Maintenance

The risk to life increases exponentially when fire preventive measures are not suitably managed. Where effective fire safety management and protective measures are in place it is rare for a fire to spread beyond the cell or bedroom of origin. The immediate threat to occupants in or outside the cell/ bedroom is from the toxic smoke produced from the fire.

With this in mind, British Standards set out a basic guide for the selection of ignition sources relevant to site specific risks and the advice given is that prisons should be taken as places of **Very high hazard**.

Where products are introduced to prisoner accommodation which do not meet the minimum HMPPS fire standards there is an increased and unquantifiable risk to life in the event of fire for both the prisoner(s) involved and for those staff who respond to it. In particular, combustible products such as furniture and upholstery significantly increase the rate of heat release, speed of fire growth and toxicity levels, with hazardous conditions arising more quickly than a pre-determined design size fire.

The uncontrolled presence of combustible items raises the already significant hazard of a fire occurring in a cell to a level at which serious injury or fatality is more likely to occur.

Protective measures

Fire protection measures aim to limit the danger from fire once it has started, mitigate the effects of the fire and allow persons within the building to escape safely, whether by self-release or assisted by prison officers. There is no significant safety margin: - Fire protective measures include:

- Compartmentation
- Fire doors
- Fire detection and alarm systems
- Means of escape
- Fire safety signage
- Emergency lighting
- Fire-fighting equipment
- Smoke control
- FRS facilities

Where such systems are in some way deficient it is important that suitable risk control measures are put in place.

Due to the mixed age of the custodial environment and varying levels of fire protective measures, successful control of fire and smoke spread can prove complex. It is therefore important that fuel loading is controlled and protective measures are in place to prevent untenable conditions from occurring.

Fire safety management

The preventive and protective measures will not prove effective unless the management of such measures provides for the safety of all relevant persons.

The Regulatory Reform (Fire Safety) Order 2005

The law allows HM Prison and Probation Service to uphold fire safety standards or improve upon them but not to lower them. The lowering of such standards would place individual Governors and the organisation at unnecessary risk. It is important that Governors are informed of the risks to which they are exposed and supported by appointed persons in their decision making.

Whilst the fire risk assessment can assess a reasonable balance of hazards and control measures, it cannot be used to accept a scenario in which a fire – whether accidental or deliberate - is likely to cause serious injury or death.