

Fire and Rescue Framework for Scotland 2013

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MINISTERIAL FOREWORD



These are exciting times for public services in Scotland and I am delighted with the progress made so far on the fire reform journey. I commend the hard work and commitment demonstrated by those in fire and rescue services across Scotland, which has been instrumental in the successful launch of the Scottish Fire and Rescue Service (SFRS) on 1 April 2013. With much still to do in bringing the best from the eight previous services into a single, world class service, that hard work and commitment leaves me in no doubt that the challenges ahead can and will be tackled, as the SFRS works with others to improve outcomes for people and communities throughout Scotland.

This success is in no small part due to the excellent standards of open and collaborative working, which have been critical across the Fire Reform Programme. Embedding partnership working at all levels has provided support and robust challenge and enabled consensus building in key areas, such as the development this new Fire and Rescue Framework for Scotland, the first that will apply to the SFRS.

The guiding principle of the Framework is to build a new, high performing organisation without impacting on frontline outcomes, building on the four pillars of public service reform:

- ◆ the new purpose for the SFRS places **prevention** at its heart, building on the preventative focus of existing fire and rescue activities;
- ◆ the grounding of all SFRS activity in **partnership** working, a theme woven throughout the Framework, but particularly central to strengthening connections with communities;
- ◆ a clear focus on **people**, ensuring workforce development, health and wellbeing, and harmonious industrial relations remain priorities; and
- ◆ a strong emphasis on continuous improvement, with ambitious targets providing the foundations for a robust **performance** framework.

With this Framework setting the overarching strategic direction for fire and rescue in Scotland, it is now for the SFRS to set out in its first strategic plan how it proposes to deliver against these priorities in order to deliver the aims of reform, around which this Framework is structured. The strategic plan is the vehicle through which the SFRS explains how it will approach those challenges and deliver a world class service that realises the opportunities for ambition that reform

offers. It too should be developed in collaboration, through open and constructive dialogue, beginning with its preparation and continuing after publication through to delivery in all our communities.

Despite such a significant change to Scotland's fire and rescue provision, service delivery, as always, comes first, and I both thank and congratulate the brave men and women who we know work tirelessly to keep us safe.

A handwritten signature in black ink, appearing to read 'R. Cunningham', written in a cursive style.

Roseanna Cunningham MSP
Minister Community Safety & Legal Affairs

INTRODUCTION

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

Context

2. The Scottish Government's purpose focuses public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. The SFRS has a crucial role to play in helping to achieve that Purpose. The Purpose is underpinned by five strategic objectives: to make Scotland **wealthier & fairer, smarter, healthier, safer & stronger, and greener**. The SFRS makes a contribution across all five of these strategic objectives, although its core contribution is in making our communities **safer and stronger**.

3. Sixteen national outcomes¹ support these strategic objectives and the work of the SFRS contributes to many of these, although four in particular underpin our shared aspirations:

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

Legislative background

4. The **Police and Fire Reform (Scotland) Act 2012** ('the 2012 Act')² provides the statutory basis for fire reform, creating the SFRS to replace the existing fire and rescue authorities and joint fire and rescue boards. The 2012 Act establishes the SFRS to provide fire and rescue services across Scotland. This includes the Scottish Fire Services College, the Firelink communications system and specialist capacity to respond to chemical, biological, radiological or nuclear incidents. The

¹ <http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome>

² <http://www.legislation.gov.uk/asp/2012/8/contents/enacted>

2012 Act also amends some of the fire safety responsibilities to take account of fire reform.

5. The legislation governing the fire and rescue services was modernised in the **Fire (Scotland) Act 2005** ('the 2005 Act')³ and the 2012 Act therefore builds on the 2005 Act, amending it to establish a single service.

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

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

A Modern purpose for fire and rescue

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

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

8. The new purpose articulates the Scottish Government's vision for the SFRS focusing on the achievement of better outcomes for the people and communities throughout Scotland, leading to improved safety and wellbeing, but also reflecting

³ <http://www.legislation.gov.uk/asp/2005/5/contents>

ways of operating in the 21st century. It reflects the excellent work it carries out in supporting and promoting community safety and well-being, through, for example, community safety initiatives and partnership working with health, education, and local authorities focused on prevention and early intervention, in order to improve outcomes. The purpose places the new local scrutiny and engagement arrangements to the heart of SFRS core business.

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

10. There was broad support for the focus on partnership working amongst those who responded to the draft purpose proposed in the consultation on **Reforming Police and Fire and Rescue Services in Scotland** (September 2011)⁴, with some commenting that it would further enable SFRS to participate fully in the wider public protection and community safety agenda. The emphasis on better outcomes and the focus on prevention were also welcomed. Following specific suggestions from respondents, the wording of the purpose has been adapted to make the purpose: more inclusive of people throughout Scotland; to strengthen references to partnership working; and to include an explicit reference to community engagement. This purpose will be delivered through the aims for fire reform and the strategic priorities outlined in this document.

SFRS functions

11. The statutory functions of the fire and rescue service are unchanged (although the SFRS is now the fire safety enforcing authority for civil Crown premises). Under the new purpose, this Framework places those existing statutory functions within a context of improving outcomes, promoting community engagement, prevention and partnership working and public service reform.

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

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

⁴ <http://www.scotland.gov.uk/Resource/Doc/357525/0120778.pdf>

13. The fire and rescue functions in the **Fire (Additional Function) Scotland Order 2005**⁵, made under section 11 of the 2005 Act also transfer to the SFRS:

- ✦ responding to chemical, biological, radiological or nuclear incidents;
- ✦ providing urban search and rescue capability;
- ✦ responding to serious flooding; and
- ✦ responding to serious transport incidents.

SFRS values

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

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

Partnership working

15. The new SFRS must not work alone. It should build on the existing partnership work with the other emergency services and category one responders⁶ to enhance Scotland's resilience. It should build on existing partnerships with a range of local organisations to drive down risks in the community, and continue to build on its partnerships with a range of other justice sector bodies in its focus on the vulnerable and most at risk. That 'whole system' approach across the justice sector has recently been formalised in the **Strategy for Justice in Scotland**⁷, which sets out our approach to making the justice system in Scotland fit for the 21st century and the role each of the key services can play in delivering a safer and stronger Scotland. The justice system is broadly defined to include the many people and organisations who work to keep our communities safe and to administer justice in its various forms; the SFRS is a vital part of this system. **Priority 6** of the Strategy focuses on **reducing the harm from fires and other**

⁵ <http://www.legislation.gov.uk/ssi/2005/342/contents/made>

⁶ As defined in the Civil Contingencies Act 2004:

<http://www.legislation.gov.uk/ukpga/2004/36/contents>

⁷ www.scotland.gov.uk/Publications/2012/09/5924

emergencies, and **priority 8 on strengthening community engagement and resilience**. The new SFRS shall have regard to the strategy in drawing up its strategic plan.

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

17. The recent context of public service reform is founded on the benefits of working collaboratively towards shared outcomes that are focused on prevention. This is complemented by the formal duties the SFRS has under section 16 of the **Local Government in Scotland Act 2003** (as amended by the 2012 Act) (“the 2003 Act”)⁸ to participate in the community planning process and to work with partners to prepare for, respond to, and recover from, emergencies effectively under the **Civil Contingencies Act 2004**⁹ (“the 2004 Act”) and associated regulations.

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

Strategic priorities

- The SFRS should embed partnership working throughout its business, building on the existing partnerships with other emergency responders and local service providers, as well as forging a partnership approach to working with the Scottish Government, across the public sector, and with workforce representative bodies.
- Building on its statutory responsibilities to participate in community planning, the SFRS should work in partnership with a diverse range of communities and stakeholders at all levels (including individual households, businesses, the third sector and other public authorities) in order to plan preventative activity and effectively respond to foreseeable risks in the community and achieve better outcomes.
- The SFRS should build community resilience and cohesion by:
 - empowering communities – making them aware of the risks they face;
 - supporting communities – to take simple steps to improve their own safety (from fires and other risks that can lead to the need for rescue); and

⁸ <http://www.legislation.gov.uk/asp/2003/1/contents>

⁹ <http://www.legislation.gov.uk/ukpga/2004/36/contents>

- harnessing community resources and expertise – so that preparation for, response to, and recovery from, emergencies is a partnership between the SFRS and the communities themselves.

Equality and diversity

19. As an essential public service right at the heart of our communities, the SFRS must strive to meet its equalities duties in respect of corporate decision making and accountability, employment practice, workplace culture and service delivery. The mainstreaming of equality across policy and practice is key to the delivery of services relevant to the needs of communities, and the fostering of a healthy and prosperous workplace. Improving performance across all equality groups and in all that it does as an employer and service provider must remain at the core of the SFRS business objectives.

20. Leadership on mainstreaming equality should be provided from within the SFRS and the corporate decision making, planning, approval, scrutiny and accountability mechanisms should support this ambition.

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

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

23. The general public sector equality duty was introduced in the **Equality Act 2010**¹⁰ and came into force on 5 April 2011. Under this general duty, the SFRS must have due regard to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations. The SFRS is on the list of public authorities under the **Equality Act 2010 (Specific Duties) (Scotland)**

¹⁰ <http://www.legislation.gov.uk/ukpga/2010/15/contents>

Regulations 2012¹¹ and has to fulfil all the duties therein, demonstrating consideration of equality issues in all corporate decision making. The SFRS is also required to report performance against a set of equality outcomes, and also against the mainstreaming of equality across all functions and all levels of the organisation.

Strategic priorities

- The SFRS should demonstrate a mainstreamed approach to equality and diversity across all levels of the organisation and all functional areas.
- The SFRS must continue to ensure that the decision making processes, services, policies and practices take account of people's different needs and experiences and meet the requirements of the Equality Act 2010 and the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012.
- The SFRS should take steps to develop the capacity of its workforce to meet its equality obligations at individual, team and corporate level.
- The SFRS must demonstrate that it considers equality issues through its decision making and internal scrutiny arrangements, including demonstrating compliance with the Equality Impact Assessment duty.

Environmental responsibility

24. The **Climate Change (Scotland) Act 2009** (the “2009 Act”)¹² sets out clear and ambitious targets for emissions reductions and other climate change provisions, including adaptation. The public sector has a crucial leadership role in the delivery of Scotland's climate change ambitions in respect of both mitigation and adaptation. In recognition of this, Part 4 of the 2009 Act places duties on public bodies¹³, including the SFRS.

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

26. Part 4 of the 2009 Act also requires the publication of guidance by Scottish Ministers to public bodies in relation to their climate change duties, and those bodies must have regard to the guidance. For the SFRS this must also include consideration of the impact of fires and other emergencies on the environment and should guide their focus on prevention and mitigation of such impacts.

¹¹ <http://www.legislation.gov.uk/ssi/2012/162/contents/made>

¹² <http://www.legislation.gov.uk/asp/2009/12/contents>

¹³ Those bodies defined as a Scottish public authority within the meaning of section 3(1)(a) of the **Freedom of Information (Scotland) Act 2002**
<http://www.legislation.gov.uk/asp/2002/13/contents>

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

- ◆ compliance with environmental legislation;
- ◆ compliance with Carbon Reduction Commitments (CRCs);
- ◆ production of a Carbon Management Plan;
- ◆ setting targets and achieving reductions in CO² emissions;
- ◆ monitoring and reducing fuel and water consumption;
- ◆ reducing waste production and waste going to landfill;
- ◆ developing a sustainability strategy; and
- ◆ increased use of renewable energy.

Strategic priorities

- The SFRS should be an environmentally conscious and responsible organisation that complies with its statutory duties under the Climate Change (Scotland) Act 2009.
- The SFRS should develop ambitious waste management and carbon management strategies with sustainability embedded in its core policies and procedures.
- The SFRS must assess the environmental impact of its plans, programmes and policies, to minimise impacts where possible and to mitigate the impact where not.

The aims of fire reform

28. The aims of reform are to:

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

29. The Scottish Government and representatives of fire and rescue services developed a high level 'blueprint' for the SFRS. The blueprint forms a crucial element in the three pronged programme approach to reform: blueprint; benefits

map and profiles; and the suite of SFRS and Scottish Government projects. There remain a number of challenges for the SFRS to drive forward business changes in order to realise the benefits of reform whilst meeting the financial challenges. It is important that the SFRS builds on this programme structure to continue to manage and deliver the complex changes of the reform programme.

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

Framework structure

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

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

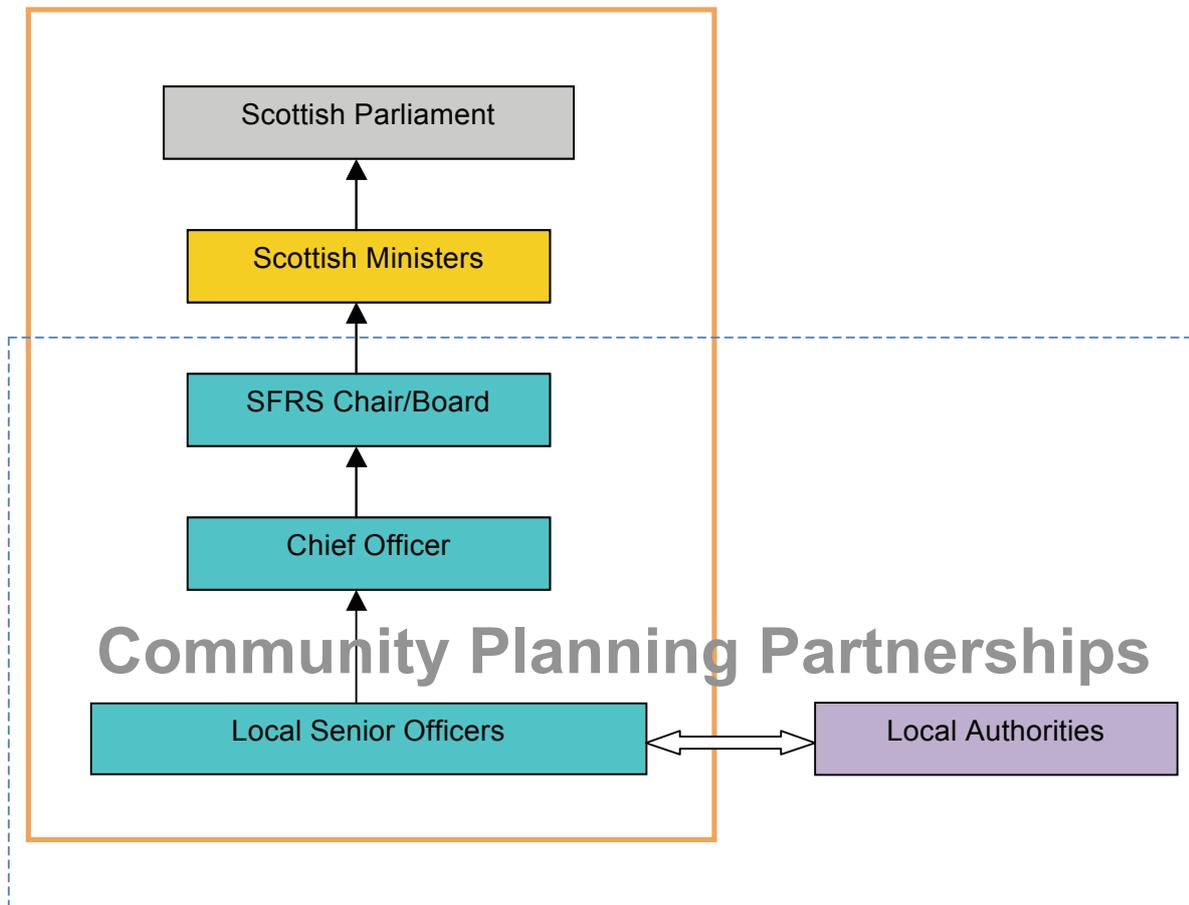
Timescales

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

CHAPTER 1: The New Landscape

Governance and accountability

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



34. The **Fire and Rescue Framework** (this document) sets out Ministers' expectations and strategic priorities for the SFRS. It is a statutory document, prepared under section 40 of the 2005 Act (as amended), to which the SFRS must have regard when carrying out its functions.

35. Once the Framework is in force, the SFRS develops its **strategic plan** to set out how it proposes to deliver against those Ministerial priorities and the outcomes against which this delivery can be measured. It is the vehicle through which the SFRS presents its response to the Fire and Rescue Framework, not only detailing how it will approach each priority, but more broadly, setting a vision for the strategic direction of the service, guided by the new purpose. But this vision should not be developed in isolation. Building on the legislative requirement that the strategic plan be prepared in consultation with representatives of local authorities, SFRS employees, and others, the SFRS should seek to embed

stakeholder engagement in its strategic planning process, developing proposals in collaboration and partnership.

36. The strategic plan covers a three year period, and can be reviewed at any time, but must be reviewed at least once within the three year period. The date by which the first strategic plan must be approved by Ministers is set by Order, and will be 1 October 2013. If the Fire & Rescue Framework is revised, an automatic review of the strategic plan is triggered. The SFRS also produces an **annual plan** (non-statutory), setting out its priorities for the coming year, in line with the direction set out in the strategic plan.

37. **Local fire and rescue plans** flow, in turn, from the SFRS strategic plan, and also cover a three year period. They can be reviewed at any time, but must be reviewed if there is a new Fire and Rescue Framework or strategic plan, or if they have not been revised within the three year period. Developed in alignment with Single Outcome Agreements (SOAs), local plans set out local solutions to local issues and detail local activity, linking to the performance management framework and demonstrating how they contribute to national priorities and key performance targets. Local plans are to be approved by the local authority.

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

39. On an annual basis, Scottish Ministers agree a funding settlement, which is paid directly to the SFRS following the Parliamentary budget process. SFRS is subject to a single system of financial control the same as that which applies to other public services established and funded by the Scottish Government. The SFRS board holds the Chief Officer, as Accountable Officer, to account through the internal delegation of responsibilities for expenditure on fire and rescue services, and is responsible for preparing annual accounts to be audited by the Auditor General. Scottish Ministers then arrange for a **statement of accounts** to be placed before the Scottish Parliament.

40. An **annual report** is produced by the SFRS each year and laid before Parliament with the annual accounts. The report details progress made towards the delivery of the three year strategic plan and assesses SFRS performance in acting in accordance with the Framework.

41. The Scottish Ministers are ultimately accountable to the Scottish Parliament for the activities of the SFRS and its use of resources, although Parliament may also question the SFRS (normally through the chair, and Chief Officer as Accountable Officer) over delivery of their objectives and propriety and stewardship of public

funds. In addition, section 124 of the 2012 Act requires the Scottish Parliament to make arrangements for keeping under review the operation of the Act.

42. Scottish Ministers hold the SFRS to account for performance against the Fire and Rescue Framework, Performance Management Framework and key performance targets, approving the SFRS strategic plan and the use of its allocated budget as set out in the SFRS annual plan, and described through the Governance and Accountability Framework.

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

44. The SFRS is subject to a statutory duty of Best Value and subject to examination and inspection by the Auditor General and the Inspectors of the SFRS.

Performance management and scrutiny

45. Fire and rescue services in Scotland had a proven track record in performance management. In recognition of the need for further cohesion of performance management arrangements, data recording and reporting requirements and practices were reviewed. High level outcome and input key performance indicators (KPIs) across a range of SFRS functions were developed in partnership between the Scottish Government and services. These were first published as a dataset in February 2012 and subsequently in March 2013. This provides a useful baseline against which to benchmark performance during and after the reform process, and as a basis for measuring benefits realisation. These KPIs are set out at Annex A of this Framework. The KPIs here are intended to provide an overview of performance. The SFRS should manage their own, more detailed, performance using measures consistent with the national indicators which will help to ensure overall coherence of the “chain” of targets from the national to local levels.

Continuous improvement in performance

46. The Scottish Government’s response to the Christie Commission, **Renewing Scotland’s Public Services**¹⁴, made clear that reform of public services needed to demonstrate a sharp focus on continuous improvement and the use of reliable improvement methods. The priorities set out in this Framework pave the way for a set of meaningful performance targets across the range of SFRS functions. The purpose of introducing targets is to support and encourage continuous improvement and realisation of the benefits of reform. They should be perceived

¹⁴ <http://www.scotland.gov.uk/Publications/2011/09/21104740/9>

as providing added value rather than as something which is punitive or an unnecessary burden.

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

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

- ◆ reducing fire casualties, by 5% each year;
- ◆ reducing special services casualties;
- ◆ reducing accidental dwelling fires, by 10% each year;
- ◆ reducing the number of non-domestic fires;
- ◆ reducing firefighter injuries; and
- ◆ improving attendance.

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

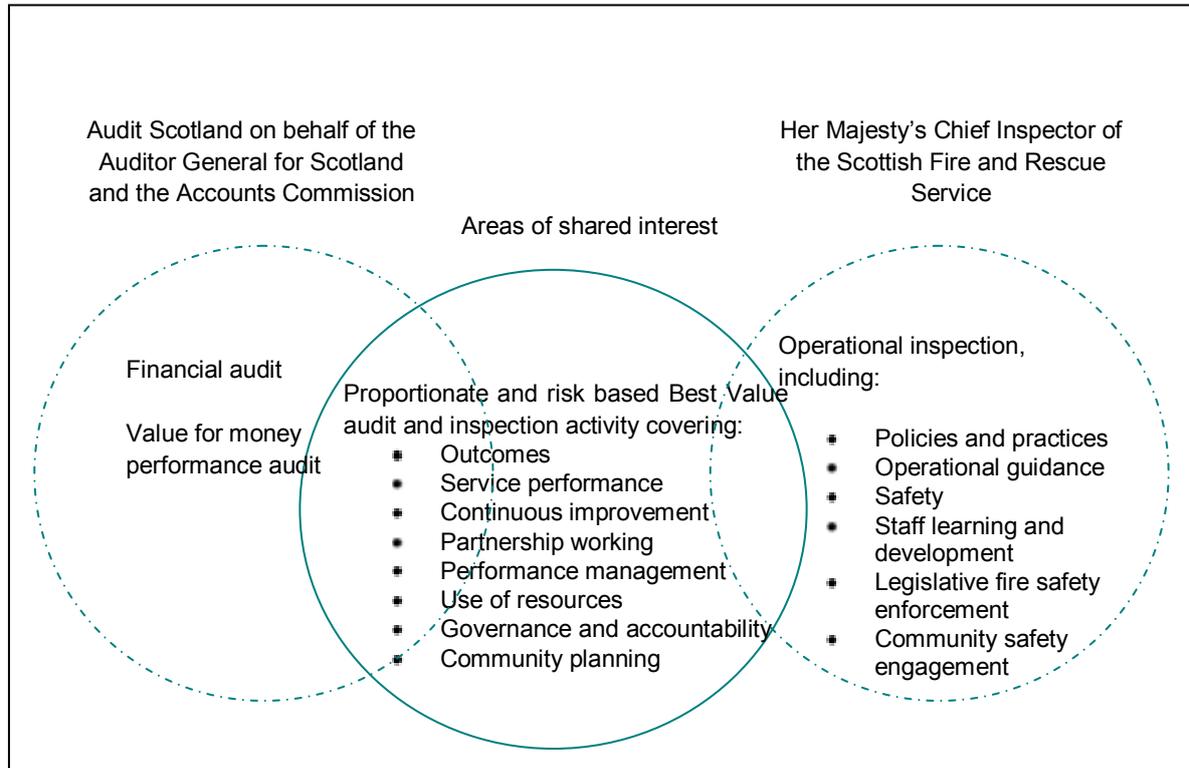
- ◆ equality and diversity;
- ◆ improving the availability of stations and appliances; and
- ◆ reducing unwanted fire alarm signals.

Audit and inspection

50. The 2012 Act replaces the posts of Chief Inspector, Inspectors and Assistant Inspectors of Fire and Rescue Authorities with those of Chief Inspector, Inspectors and Assistant Inspectors of the Fire and Rescue Service (Inspectors of the SFRS), respectively. The SFRS is inspected by these Inspectors of the SFRS, who may independently initiate inquiries, as well as inspecting on direction by the Scottish Ministers.

51. The 2012 Act puts the relationship between the Inspectors of the SFRS and the Scottish Parliament on a clear footing by requiring the Inspectors of the SFRS to provide their reports to the Scottish Ministers, and, depending on the circumstances, make reports relating to the state and efficiency of the SFRS available to the Scottish Parliament either directly or through Scottish Ministers. The Inspectors of the SFRS are also required to present their reports to the SFRS.

52. SFRS is required to send statements of accounts to the Auditor General for audit. The Auditor General also has powers to examine the delivery of Best Value in addition to his powers to examine the economy, efficiency and effectiveness of the service under Section 23 of the **Public Finance and Accountability (Scotland) Act 2000**¹⁵. The Chief Inspector and the Auditor General have a duty to cooperate and undertake complementary and proportionate scrutiny activity based on the principles outlined in the diagram below:



Complaints

53. The SFRS is a 'listed authority' for the purposes of the **Scottish Public Services Ombudsman Act 2002**¹⁶. Hearing and investigating relevant complaints against the SFRS where a person alleges maladministration or service failure is a matter for the Scottish Public Services Ombudsman (SPSO). Where the Chief Inspector is made aware of a complaint - the nature of which might suggest a general inquiry into the 'state and efficiency' of the SFRS or the way in which it is carrying out its functions, may be appropriate - the Chief Inspector may decide to carry out such an inquiry.

¹⁵ <http://www.legislation.gov.uk/asp/2000/1/contents>
¹⁶ <http://www.legislation.gov.uk/asp/2002/11/contents>

Strategic priorities

Continuous improvement

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

Scrutiny

- Scrutiny arrangements must include effective assessment of the benefits realisation required against the aims of reform.
- The SFRS must detail and ensure efficient and effective systems are in place for the Chief Inspector of the SFRS and the Auditor General for Scotland to scrutinise and report on the SFRS.
- A memorandum of understanding should be developed between the SFRS and the SPSO, which includes a description of how the SFRS provides information to the public on how to complain about services provided.

CHAPTER 2: Improved Service Outcomes and Protecting Frontline Services

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

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

Risk management

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

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

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

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

Strategic priorities

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

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

Prevention and protection

Community safety

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

60. For the first time, the SFRS brings together responsibility for both national campaigns previously run by the Scottish Government and local campaigns run by the previous eight services. The SFRS should ensure an appropriate and evidence-based balance between the level of resources committed to providing publicity (to allow people to reduce their own risk) with more direct intervention such as home fire safety visits (HFSVs).

Fire safety in non-domestic buildings

61. The SFRS is responsible for enforcing the Chapter 1, Part 3 of the 2005 Act (as amended) and the **Fire Safety (Scotland) Regulations 2006**¹⁷, for the majority of relevant premises (as defined in section 78). The Service also enforces some other pieces of fire safety legislation. When carrying out enforcement, the SFRS should have regard to separate guidance issued by Scottish Ministers.

¹⁷ <http://www.legislation.gov.uk/ssi/2006/456/contents/made>

62. Enforcement activity includes carrying out fire safety audits of premises and providing advice and, when necessary, carrying out enforcement action. Fire safety enforcement activities should be informed by risk and thus targeted at those premises where the risk is greatest. The aim of enforcement is to offer support and check that employers and other duty holders are ensuring the safety of persons in the event of fire. Whilst the main focus of fire safety promotion has up till now tended to be on activity to prevent dwelling fires and related casualties, a greater focus on *enabling* duty holders to comply with fire safety legislation along with enforcement lends itself to promotion and education activities being targeted also at the non-domestic sector.

Strategic priorities

Prevention

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

Protection

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

Evaluation

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

Response and resilience

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

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

Strategic priorities

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

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

The workforce

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

66. The SFRS also has a responsibility to its employees to comply fully with the requirements of employment legislation and build a brand which is widely regarded as an employer of choice.

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

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

Strategic priorities

Workforce

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

Learning and development (L&D)

- The SFRS shall behave as a learning organisation. It will ensure:
 - effective knowledge management arrangements are in place to learn from opportunities, enabling all employees to contribute, with the aim of improving standards of service delivery and across other areas of the SFRS (including learning points and innovation from operational incidents); and
 - that these arrangements are sufficiently robust to ensure that, where appropriate, they challenge or affect existing policies or procedures, as well as feeding future policy development, thus ensuring an organisation that is fit-for-purpose and continuously improving.

- The SFRS should develop a comprehensive L&D Strategy, with appropriate supporting strategies and implementation plans, which:
 - demonstrates ongoing commitment to strategically driven, high quality L&D, designed to integrate seamlessly with other workforce management strategies;
 - supports transition to the SFRS, the effective management of change and reform, and the delivery of public value, through prevention, partnership working and integration;
 - balances operational, emergency response and resilience requirements with the prevention and community protection agenda, and the development of leadership, management and corporate skills capabilities;
 - supports interoperability between the SFRS and partner organisations through the collaborative development and alignment of learning frameworks; and
 - supports the creation of opportunities for joint learning and development of partnership working skills, particularly with community planning and voluntary sector partners.

- The Scottish Fire Services College of the future should be a centre for excellence in L&D strategic development and implementation; knowledge management; L&D development and delivery; assessment of competency and standard setting; and quality assurance and e-systems.

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

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

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

71. The SFRS has a highly-trained workforce with specialist skills and equipment, which might be reasonably adapted to deal with unusual and hard to define situations. Nothing in this Framework should be read as seeking to limit the SFRS's contribution to the communities it serves. Under the 2005 Act, the SFRS has the discretion to act, beyond its core functions, to respond to those events it considers appropriate because of a risk of harm to individuals or the environment. It is therefore vital that the SFRS's partners both locally and nationally, and those in our communities, know when and how the SFRS can be called on to assist in tasks of this nature.

Strategic priorities

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

rescue capability, whether provided either directly by SFRS or utilising other existing specialist support based on community risk.

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

Fire investigation

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

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

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

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

Strategic priorities

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

CHAPTER 4: Strengthened Connection between the SFRS and Communities

76. The connection between the SFRS and communities should be strengthened by the new formal relationship with all 32 local authorities, providing opportunities for many more locally elected members to become involved and offering better integration with community planning partnerships. This serves to support the design and delivery of excellent services which meet, and are more responsive to, the needs of local people and underpin more meaningful engagement with community issues.

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

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

Role for local government at national and local level

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

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

should set out its corporate expectations and clear guidelines for Local Senior Officers to support them in working with their respective local authorities.

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

82. The Scottish Government, COSLA and the Improvement Service published national guidance¹⁸ on good local scrutiny and engagement practice in January 2013. This sets out the principles and characteristics of good practice in this area and was developed collaboratively with a range of partners involved in the Local Scrutiny and Engagement (Pathfinder) Project. A two-page Summary Version¹⁹ is also available. Whilst primarily intended to support local authorities in their new scrutiny role, the SFRS should ensure that its policies, procedures and guidance in relation to local planning and engagement take full account of this joint national guidance.

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

Integration with community planning partnerships (CPPs)

84. Successful delivery of better outcomes will require greater integration and collaboration between public services. All community planning partners are expected to contribute effectively to, and take shared responsibility for, the effectiveness of their CPPs, including the delivery of Single Outcome Agreements (SOAs). There should thus be appropriate alignment between the plans of individual partners, including SFRS local fire and rescue plans, and SOAs, so that the outcomes to be delivered by individual partners suitably reflect and contribute to the outcomes set out in SOAs and wider community planning.

85. The 2012 Act also ensures that the structures for local delivery of fire and rescue functions are better integrated with community planning. The SFRS has statutory duties in relation to community planning, which must be **delegated** to Local Senior Officers, who are the key partners in community planning at local authority level; but,

¹⁸ <http://www.scotland.gov.uk/Resource/0041/00412605.pdf>

¹⁹ <http://www.scotland.gov.uk/Resource/0041/00414440.pdf>

as with all functions, these duties are placed on the SFRS corporately. The SFRS board and the Chief Officer should provide national leadership and oversight of SFRS participation in community planning across Scotland, as reform of community planning is taken forward in line with the Scottish Government and COSLA's [Statement of Ambition](#)²⁰, arising from their joint review of community planning in early 2012.

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

Local fire and rescue plans

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

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

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

²⁰ <http://www.scotland.gov.uk/Topics/Government/local-government/CP/soa>

Strategic priorities

- The SFRS strategic plan should set out how its operational arrangements for each area will be adequate and proportionate to the local risk profile, to ensure the appropriate targeting of resources to deliver strategic outcomes for the SFRS and key partners.
- The SFRS board and Chief Officer should provide national leadership and oversight of SFRS participation in community planning across Scotland, as it is taken forward in line with the Scottish Government and COSLA's [Statement of Ambition](#), arising from the review of community planning.
- Building on legislative requirements for local scrutiny and community planning, the SFRS should develop an Engagement Strategy which:
 - sets out a clear vision for partnership working with local authorities, community planning partners, voluntary organisations, local businesses and others, to identify and improve shared outcomes for communities across Scotland;
 - demonstrates how it will embed local service planning and delivery into community planning arrangements, ensuring that local fire and rescue plans tie in to SOAs and ensuring that it makes an appropriate and substantive contribution to the development of SOAs, built around a clear understanding of "place";
 - sets out its corporate expectations and clear guidelines for Local Senior Officers, detailing policies and arrangements for responding to local authority requests for reports and information;
 - provides a clear route of access and procedures for local authorities to engage with the SFRS at a national level; and
 - clarifies the interaction between national and local priority setting and establishes corporate policies for dealing with issues arising from the development of local fire and rescue plans.
- The SFRS and, specifically, its Chief Officer should ensure that Local Senior Officers are adequately equipped, supported and empowered to fulfil their statutory duties and build productive relationships with local authorities and others, describing how they will work with partners using the lessons from the Pathfinder Projects to prepare their local plans, based on the SFRS strategic plan.

Table of Performance Indicators

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

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

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

5. Special services	This shows the size and type of special service risk and activity.
All special service incidents attended (per 10,000 population)	
a. Road traffic collisions (RTCs) ²¹	
b. Flooding	
c. Extrication	
d. All others	
6. All RTCs attended by the SFRS per 100 km	This shows the size of RTC risk, plus RTC incident outcomes, which provide an indication of the success of response activities. While much of the RTC risk is outwith SFRS control, the response to RTCs is an important part of SFRS activity, representing a large proportion of life risk incidents attended by services. The rate of casualties per incident provides an indication of the success of response activities at rescuing people from RTCs. Although RTC fatalities per incident are shown in the suite of indicators, there are thankfully relatively few of these and so they are too volatile to be a reliable measure on their own.
a. Casualties per incident	
b. Fatalities per incident	

²¹ Road traffic collision (RTC) is the term used for GB comparison statistics, hence its usage here, but the comparable term used in the Fire (Scotland) Act 2005 is road traffic accident (RTA).

SECONDARY INDICATORS	
Indicator	Purpose
<p>7. Health and safety –</p> <p>a. Incidents where there was an attack on a firefighter(s) i.e. number of reported incidents where there was an attack (verbal or physical) reported in the Incident Recording System (IRS) as a percentage of the number of incidents.</p> <p>b. Injury rate. Number of RIDDOR reportable injuries reported by the same categories as the workforce records, divided by SFRS workforce in each category.</p>	<p>Provides an element of corporate management monitoring. As with other data, an existing definition has been used, in this case injuries are RIDDOR (Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995) reportable injuries as defined by the Health and Safety Executive (HSE). Violence to staff is taken from IRS reports, although IRS only includes attacks on operational crews at an incident and the number of incidents is reported not the number of staff attacked.</p>
<p>8. Fire safety audits</p> <p>a. Rate of audits per 1,000 other buildings</p> <p>b. Proportion of audits conducted in FSEC (Fire Service Emergency Cover) high or very high risk premises</p> <p>c. Hours per audit</p>	
<p>9. Community fire safety activity (CFS) Activity– rate per 1,000 households</p> <p>a. Home fire safety visits (HFSVs)</p> <p>i. Full visit including advice and smoke alarm installation</p> <p>ii. HFSV – advice only</p> <p>iii. Leaflet drop</p> <p>b. Rate of HFSVs conducted per 1,000 households in FSEC high or very high risk dwelling fire risk areas</p> <p>c. Percentage where the referral came from another agency</p>	<p>Shows the SFRS input into prevention activities. The targeting of CFS towards higher risk households is also monitored. FSEC risk levels are used for this purpose as a consistent and accepted risk measure.</p>
<p>10. False alarms – as a percentage of all incidents attended</p> <p>a. All false alarms</p> <p>b. False alarm – good intent</p> <p>c. False alarms - malicious</p> <p>d. False alarm – equipment failure</p>	

SECONDARY INDICATORS	
Indicator	Purpose
11. Work force monitoring	Provides an element of corporate management monitoring. This produces the workforce profile consistent with public sector equality duty requirements.
a. Percentage of gender within each type of staffing	
b. Percentage of ethnic minority staff within each type of staffing	
c. Percentage of staff recorded as disabled within each type of staffing	
12. SFRS costs	Provides an element of financial management monitoring.
a. Cost per head of population	
b. Cost per hectare	

TARGETS
Fire casualties
Reduce the rate of fire fatalities and casualties (excluding precautionary checks) per million population by 5% a year based on the previous 3 year rolling average.
Special services
Based on a 3 year rolling average, reduce the rate of casualties and fatalities per million population, each year. Special services to be included: <ul style="list-style-type: none"> ◆ RTC; ◆ other transport incident; ◆ flooding; ◆ rescue or evacuation from water; and ◆ other rescue/release of persons
Accidental dwelling fires
Comparing a three year rolling average against the previous 3 year average, reduce the rate of accidental dwelling fires per 1,000 households by 10% each year. Support the target with a measure of 'life risk accidental dwelling fires' – i.e. accidental dwelling fires where there was a casualty or fatality to show how the SFRS impacts the fires that matter.
Non-domestic fires
Reduce the rate of non-domestic fires per 1,000 in other buildings from the previous year.
Firefighter safety and attendance management
Reduce the rate of injuries per staff member (headcount, including volunteers) each year. Increase attendance – reduce the days lost to sickness so that the SFRS at least matches the average of the best four pre-2013 fire and rescue services.



**The Scottish
Government**
Riaghaltas na h-Alba

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