



# Tayside Fire Board

Towards A Safer Tayside

September 2004

Consultation Document



## Index

1. **Consultation**
  - Have your say
  - What happens next?
2. **Our Mission And Organisational Aims**
3. **Foreword – Firemaster And Fire Board Convener**
4. **Introduction**
  - What is Integrated Risk Management?
  - What Do We Want To Do?
  - Why Change?
  - Creating Tayside’s IRMP – The Process
  - Changing The Focus
5. **The Risks to Our Communities**
  - Measuring The Risks
6. **Prevention**
  - Strategic Objectives
  - Achieving These Objectives
  - Improving Community Safety
  - Building Safer Communities
  - The Social Dimension of Fire
  - Home Risk Assessments
  - Installation of Domestic Smoke Alarms
7. **Intervention**
  - Strategic Objectives
  - Achieving These Objectives
  - Road Traffic Accidents
  - Special Services
  - New Dimensions
  - Emergency Call Management
  - Responding to Automatic Fire Alarms
  - Responding to Secondary Fires
  - High-Reach Appliances
  - Review of Crewing Arrangements
  - Mixed Crewing of Fire Engines
  - Enhanced First Aid Capability
  - Standards of Fire Cover
  - Fatal Fires
8. **People**
  - Strategic Objectives
  - Achieving our Objectives
  - Developing Our People
  - Integrated Personal Development System (IPDS)
  - Health & Safety
  - Equality & Diversity

**9. Performance**

- Strategic Objectives
- Achieving our Objectives
- Measuring and Reporting our Performance

**10. Glossary of Terms and Abbreviations**

**11. How To Contact Us**

## **Consultation**

### **Have your say**

This consultation document is our vision for the future and how we want to improve the services we provide. We are keen to hear your views before finalising our strategies and action plans.

There are a number of ways in which you can comment on the proposals contained within this document:

- Via the enclosed questionnaire and Freepost envelope
- Via our on-line questionnaire which can be found on our website at [www.taysidefire.gov.uk](http://www.taysidefire.gov.uk) and follow the IRMP links.
- By e-mail to [consult@taysidefire.gov.uk](mailto:consult@taysidefire.gov.uk)
- By telephoning the IRMP team on 01382 322222 during office hours.
- Out with office hours, you can leave a message on 01382 817669.

The Brigade will manage the consultation process on behalf of the Board and everyone who responds will receive a letter of acknowledgement stating that their comments have been received and are being considered.

The consultation period will close on 11th February 2005. After this date, we will evaluate and formally consider all responses prior to finalising our plans.

### **What happens next?**

Having considered your comments, we will publish a revised version of this document in March 2005. This will be our blueprint for the future and will be ready for implementation on 1<sup>st</sup> April 2005. This will be the first of our annual action plans which will set out how we intend to work towards achieving our strategic objectives.

This does not mean that we will implement all of our proposed changes on that day. As stated in the document, any changes must be based on sound evidence. Providing robust evidence will be relatively easy in some cases, however, it may take considerably longer in others. We will continue to collate information and statistics, which will help us to ascertain the viability of pursuing our proposed initiatives.

Formal progress reports will be considered by the Brigade's Management Team, who will in turn, update the Fire Board on a regular basis.

We intend to progress these initiatives in an open and transparent manner, therefore, we propose to carry out further consultation exercises. This will help us to provide services that meet our stakeholders' expectations.

## Our Mission & Organisational Aims



## **Foreword – Firemaster and Fire Board Convener**

**Although the fire and rescue service is generally regarded as a high-performing service, Scotland currently has one of the highest death rates from fire in Western Europe.**

**Many lives are lost in fires before the first 999 call is even made to the Fire Brigade. Fire engines getting to these fires quicker will not save all of the lives which have been lost.**

**More emphasis has to be placed on working closely with all the communities of Tayside to prevent fires and other emergencies from happening in the first place.**

**More of the work of the Brigade will be directed towards prevention activities. However, the emergency response role of the service also continuing to be developed to ensure the Brigade is able to deal with a wider range of emergency situations.**

**The initiatives contained within the Consultation Document will contribute Towards a Safety Tayside by providing more effective fire safety and emergency response services to all of the communities served by the Brigade.**

Firemaster S. Hunter QFSM, BSc, MBA,  
MCGI, FIFireE

Fire Board Convener  
Deputy Lord Provost  
Bailie C. Farquhar OBE, JP, DL

## **Introduction**

In October 2003, the Scottish Executive published a consultation document entitled “The Scottish Fire and Rescue Service of The Future: Proposals for Legislation”. It set out the national vision of the future of the fire service in Scotland and proposed wide-ranging changes to the organisational structure, management and current working practices in Scottish brigades. The Executive envisages the fire service responding to a wider range of emergencies, developing new skills and redirecting resources from emergency response to prevention.

An important new development is the requirement for Tayside Fire Board to publish an Integrated Risk Management Plan (IRMP), showing its assessment of risks to the community from fires and other emergencies and how it intends to use its resources to deal with them.

The main aim of this consultation document is to set out the options for change, which are being considered in order to improve the service delivered by the Brigade and to seek your views on these proposals. These will be important to us in deciding what changes we will make locally.

### **What is Integrated Risk Management (IRM)?**

Integrated Risk Management is concerned with managing the risk to the community from fires and other emergencies in an effective and efficient way. Integrated Risk Management is about:

- Reducing the number of fires and other emergencies.
- Reducing the loss of life.
- Reducing the number and severity of injuries.
- Reducing the commercial, economic and social impact of fires and other emergencies.
- Safeguarding the natural and built environment and national and local heritage.
- Providing value for money.

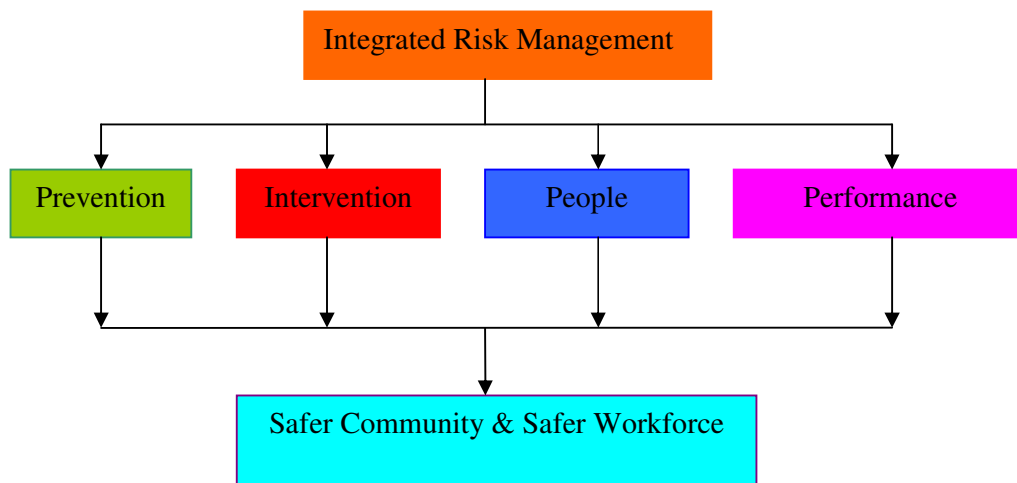
The primary objective of Integrated Risk Management is to make the service more responsive to locally identified needs and contribute Towards a Safer Tayside.

## What Do We Want To Do?

It is our intention to develop a more balanced approach towards significantly reducing the risks from fire and other emergencies within the community. This will be achieved by combining prevention, protection and emergency response arrangements on a risk-assessed basis, in order to improve the safety of the community whilst creating a safer working environment for firefighters. Additionally, the Brigade will consider how it can assist the community to recover quickly in the aftermath of an emergency and minimise the impact to people, the environment and the local economy.

We know that some changes could take several years to implement fully, however, changes will only be made if there is sufficient evidence to support their contribution towards our aim of protecting the community.

The views of the community we serve are very important to us. We are interested to hear your views and any proposals you may have with regard to improving the service we provide.



## Why Change?

The Fire Service is generally regarded to be one of the highest performing public services and is held in high regard by the public. Indeed, in his report, Sir George Bain stated that, “The Fire Service is a professional body deserving much credit for its performance. It has a well-deserved place in the nation’s esteem”. However, he also suggested that a radically different approach was required in order to provide a modern and flexible fire service, which places greater emphasis on the prevention of fires and is grounded in Community Safety.

Some people may view the prospect of changing the way we provide our service negatively and with a degree of concern. The community, quite rightly, expects the fire brigade to respond quickly and effectively to emergencies. It is of paramount importance that we retain your faith in our ability to meet your expectations. However, there are areas of our service provision which can and should be changed in order to ensure that we provide the highest standard of fire safety and emergency response services to all the communities served by the Brigade.

Our aim is to ensure that we have:

- The right resources
  - In the right place
  - At the right time
- to meet the expectations of the communities we serve.

### **Creating Tayside Fire Board's Integrated Risk Management Plan – The Process**

The process which requires to be undertaken to produce a robust Integrated Risk Management Plan for Tayside, involves the following stages: -

- Create a complete risk profile for the Tayside area highlighting existing and potential risks to the community.
- Evaluate the effectiveness of the existing protection, prevention and intervention arrangements.
- Identify opportunities for improvement and determine new policies and standards that will lead to an improved balance between intervention and prevention resources.
- Determine how these new policies and standards, designed to reduce the level of incidents, deaths and injuries, will be resourced.
- Outline the consultation process to be followed before implementation of the plan.
- Develop procedures to ensure the successful implementation, monitoring, audit and review of the finalised Integrated Risk Management Plan.

We are under no illusion about the size of the task that lies ahead of us. We are also under no illusion about the potential benefits to the community. Saving lives and preventing injuries are our main priorities, however, we recognise that it is better to prevent fires than have to extinguish them and our proposals reflect this belief.

Fire engines attending fires quicker will not save all of the lives lost in fires. More lives can be saved through education about the causes and dangers of fire and the actions people can take when faced with fire.

It is our intention to work progressively towards achieving a more appropriate distribution of our prevention and intervention resources by moving more resources into prevention. This will not be done at the expense of public or firefighter safety. Any changes will be evidence based, designed to reduce the risks to the community and only implemented after extensive consultation has taken place.

We fully appreciate that completion of the initial IRMP process will take a considerable amount of time to achieve. However, we believe that the sizeable investment being made will provide significant benefits which the whole community will share.

### **Changing the Focus**

It is now widely recognised that, in order to significantly reduce the risk of fire and its potentially tragic consequences within our community, Brigades must change the main focus of their activities, away from the traditional firefighting role to one which places a greater emphasis on the value of education and community safety initiatives.

The majority of fire-related deaths and injuries now occur as a result of incidents occurring in people's homes. Legislation has been particularly successful in reducing fire deaths in industrial and commercial premises. However, we recognise that not only would it be impractical to apply similar legislation to housing, but that it would neither be socially acceptable nor politically desirable. Therefore, in order to appreciably reduce the risks within the community, Tayside Fire Brigade, like many others throughout Britain, will commit more resources towards improving community safety through prevention rather than intervention.

Another of the most significant changes we are considering is the way the Brigade responds to fire calls. Currently, the Brigade has little flexibility in the way we commit our resources to protecting the community. Traditionally, all Fire Brigades in the UK have followed guidance called The Standards of Fire Cover.

Although reviewed in 1985, these standards actually have their roots in the work carried out by the Riverdale Committee in 1936 and were designed to combat large fires in large cities as a result of enemy bombing. These outdated standards determine the number of fire engines a brigade must initially send to a fire and also how quickly they must arrive at the incident.

Unfortunately, the Standards of Fire Cover do not take account of advances in building standards, fire protection measures such as sprinklers or indeed the life risk in the building.

They operate by grouping buildings into risk areas, which are categorised from A to D with an A Risk attracting the highest number of fire engines in the quickest time. Additionally, there is another category for remote rural risks.

## Standards of Fire Cover Risk Groups

<b>A risk</b>	Found in the largest cities and towns, including main shopping, business, entertainment and industrial centres.
<b>B risk</b>	The larger cities and towns.
<b>C risk</b>	The suburbs of the larger towns and the built-up areas of smaller towns.
<b>D risk</b>	All risks other than remote rural.
<b>Remote Rural</b>	Any area not defined as A, B, C or D risk.

Risk Category	Time for Attendance of Appliances (Minutes)		
	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>
<b>A</b>	5	5	8
<b>B</b>	5	8	-
<b>C</b>	8 – 10	-	-
<b>D</b>	20	-	-

Continued reliance upon these simplistic standards to target our resources will not allow the Brigade to deliver an effective and efficient service which is committed to reducing deaths and injuries whilst also providing value for money.

The Brigade's workload has changed significantly since the Second World War with a great deal of our training and resources committed to areas such as road traffic accidents, terrorist threats and community fire safety. However, there are currently no recognised standards for measuring our performance in these areas.

Whilst maintaining our ability to respond swiftly, effectively and efficiently when required to do so, we intend to change our focus from one designed to meet outdated Standards of Fire Cover to one which places a greater emphasis on protecting the community through preventative measures.

This change in focus will be an evolutionary process, linked to continual assessment of risk. We recognise that, in spite of our best efforts, fires and other emergencies will still occur. The Brigade therefore will maintain its ability to deliver the highest level of emergency response service to the local community.

Within this document a number of proposals are outlined. They are designed to facilitate low-risk incremental changes to the way we provide our services. The changes will only be made if there is robust and sufficient evidence to support their implementation. We will not compromise the safety of the community or our firefighters.

## **The Risks to Our Communities**

### **Measuring the Risks:**

In support of the IRMP development process nationally, the Scottish Executive has supplied equipment and training for a computer based analytical toolkit. The software is called “Fire Service Emergency Cover” (FSEC) and will assist Brigades in identifying and evidencing optimum levels of prevention and intervention resources.

FSEC is a spatial information system, which incorporates data sets, geographic mapping and computer generated algorithms. This will enable the Brigade to input a base case scenario – i.e. the current standards for preventing incidents occurring and responding to them when they do. It will then be possible to manipulate a number of factors, such as the location of fire stations or engines and the crewing pattern of the firefighters. The programme can then be used to establish the predicted effect in cost-benefit terms of making changes, either permanently or for set periods of the day or night when the risk of an incident occurring changes.

For the first time, there is also methodology to input preventative initiatives, so that their effectiveness can be assessed. This will allow for development, over time, to fine tune content, or to widen or narrow the areas of focus.

The toolkit was only delivered to Brigades in April 2004, and there is still much to do in verifying the source data such as road networks and historical incident locations before we can ‘run’ our baseline. For the model to function effectively it is imperative that the data it is using is as accurate as is possible.

There are significant workload implications for our FSEC team, along with the Operations and Fire Safety departments in order to gather, process, input and most importantly validate the required information. We are engaged in a protracted process of identifying where the risks to our community currently are and also trying to identify things that may change those patterns in the future. These include building developments, flood risks and new road layouts. Much of the data we have is historical and we already use that in order to target our safety campaigns as well as our operational response. Nevertheless, we will need to continually update the information we hold. In particular, we are undertaking a comprehensive review of all risks in Tayside looking at life risk as well as property risk.

It is not sufficient to rely solely upon professional judgement when lives are at stake. It is imperative that any proposals to change the way we provide our services are based on sound evidence acquired through a wide range of properly validated data sources.

## **Prevention**

### **Strategic Objectives**

#### **What the Board aims to do: -**

- SO1** Develop effective partnerships with other agencies in order to reduce the number of deaths and injuries due to fires, road traffic accidents and other emergencies.
- SO2** Ensure that the community is protected from fires and other emergency incidents through the enforcement of fire safety legislation and by placing a greater emphasis on community safety education.
- SO3** Ensure that the Brigade's resources are directed to those most in need based on the continuous assessment of existing and potential risks to communities.
- SO4** Develop targeted initiatives in order to reduce the number and severity of fires, road traffic accidents and other emergency incidents in collaboration with other agencies.
- SO5** Work in partnership with other agencies to reduce the number of 'deliberate' fires and develop arson reduction initiatives.
- SO6** Strive to ensure that our activities contribute towards safeguarding our environment and heritage.
- SO7** In partnership with other agencies, continue to develop our fire investigation capabilities in accordance with new legislation and to assist in the formulation of risk reduction initiatives.

### **Achieving These Objectives**

#### **How the Brigade will do it:-**

- Target resources to ensure that persons most at risk are identified and engage them in targeted initiatives, which will reduce the risk of fire, especially within their homes.
- Consider the implementation of a home safety check programme. We will conduct a pilot study in selected areas of the Brigade identified by analysing current data and after evaluation may extend this across the Brigade area.
- Consider the implementation of a smoke alarm installation programme. We will conduct a pilot study in selected areas of the Brigade identified by analysing current data and after evaluation may extend this across the Brigade area.

- Continue to develop existing community education programmes and be innovative when working with young people in order to contribute towards creating a safer community.
- Develop data sharing arrangements with our Community Planning Partners in Dundee, Angus and Perth & Kinross in order to establish priorities and target our resources and safety initiatives more effectively.
- Embrace new and proposed fire safety legislation and all its implications in order to ensure improvement in service delivery and safety standards in the built environment.
- Continue to work in partnership with education authorities and the Chief Fire Officers' Association (Scotland) to introduce the Risk Watch Programme across all schools in Scotland. It is anticipated that an extended pilot will be introduced across all regional areas in Scotland.
- Continue to build on current activities with community wardens to address fire safety and anti-social behaviour issues in the local communities.
- Continue to develop existing partnership work with Youth Justice and Social Services to address issues such as fire setting behaviour and road traffic accident joy rider offences.
- Make greater use of data held electronically to determine the most appropriate use of our resources when tackling community safety issues.
- Develop evaluation and audit processes in relation to community safety initiatives to ensure that our resources are being used appropriately.
- Consult with people and organisations that have used our fire safety service to establish the level of satisfaction in the service we have provided.
- Improve our Information Communication Technology (ICT) infrastructure in order to enhance our ability to collect and analyse data. This information will be used to devise fire safety initiatives which will contribute towards reducing the risks to our community.

**The Benefits to the Community will be:**

- Safer communities through targeted safety initiatives.
- Increased Partnership working.
- A more effective and efficient use of resources.
- Improved value for money.

## **Improving Community Safety**

Tayside Fire Brigade has initiated and participated in community safety programmes for many years. Change is on the horizon, however, as our educational role will soon be enshrined within new legislation. We share the Scottish Executive's view that the best way to secure a reduction in the number of fire deaths and injuries is through enhanced community safety education and targeted initiatives.

We also have an existing role, which makes us the enforcing agency for legislative fire safety precautions in the workplace. This involves operational crews as well as dedicated statutory Fire Safety Officers making programmed visits to many hundreds of properties throughout the year to ensure the safety of those who work, shop, eat and sleep within these premises is maintained.

Tayside Fire Brigade is already well represented within many local and national forums. We wish to see these existing partnerships developed further, whilst at the same time pursuing new ones. We have a statutory obligation to contribute towards Community Planning and have legislative 'Powers to Advance Well-Being' from the Local Government (Scotland) Act. We are involved in national campaigns and strategies for topics such as the installation of sprinklers and arson prevention. We want to support national direction with local action.

Feedback from our current partnership activities has been very encouraging, especially with regard to initiatives involving young people and anti-social behaviour. Although we will continue to rely upon our operational firefighters to carry out the majority of our community safety work, we intend to enhance our Community Fire Safety department by dedicating more staff to this important work.

We also propose to change the type of work that our firefighting personnel do when they are not actually fighting fires. We want to involve them more in taking positive steps to reduce the risks to people within their fire station area. Through data analysis, they will identify sections of their local community who are perceived to be at greater risk. Then, with assistance from specialist members of our Community Fire Safety Department, they will devise initiatives to reduce the risk.

## **Building Safer Communities**

A key requirement of the Local Government (Scotland) Act is our participation in Community Planning. This recognises the key role we have to play in contributing towards 'building safer communities' in the wider context. It has the knock-on effect of enabling us to have an active role in how our current and future communities develop as well as directly and positively impacting on their safety and quality of life. This will further enable us to constantly re-assess how best to deploy our resources, ensuring that we are performing to our optimum and will also let us plan for the future.

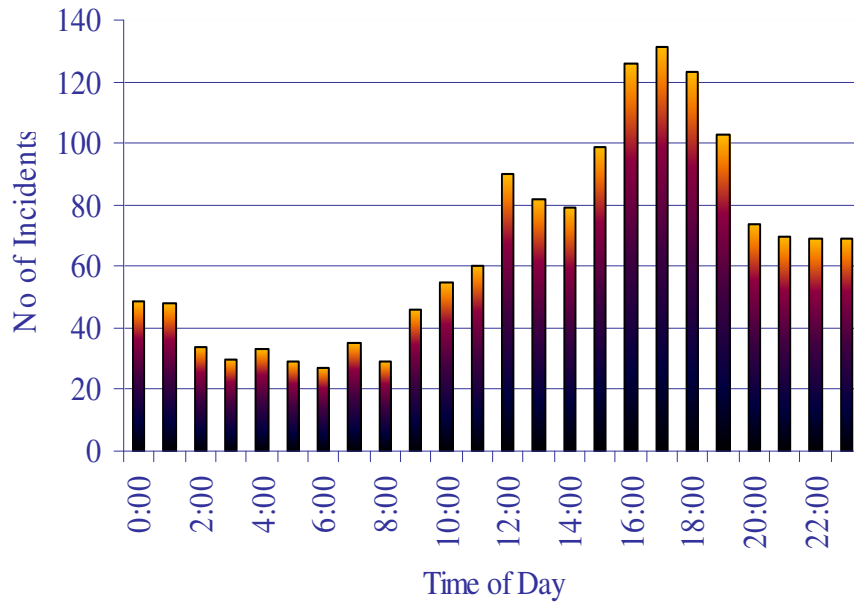
## **The Social Dimension of Fire**

Social demographics play a proven part in identifying the risk within the communities of Tayside. Experienced operational personnel have long known the areas within their station ground where they attend incidents most frequently. It is not coincidental that statistics confirm those most vulnerable to fire belong to distinct socio-economic groups. It therefore follows, that if we can geographically plot where these groups exist, it would be reasonable to predict a higher degree of risk from fire. With data from a wide variety of agencies, we can create geographical risk maps of the Brigade area. This is fundamental to Integrated Risk Management Planning, as it will enable us to identify these areas, devise relevant preventative initiatives and then monitor their effectiveness.

## **Home Risk Assessments**

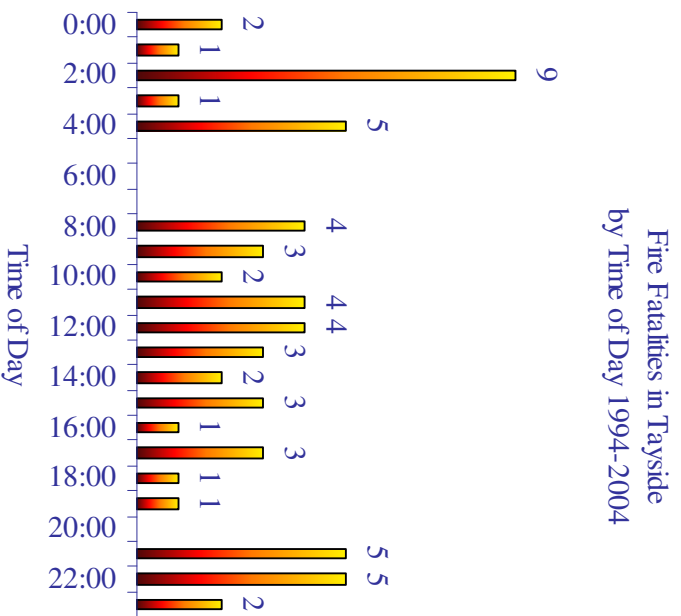
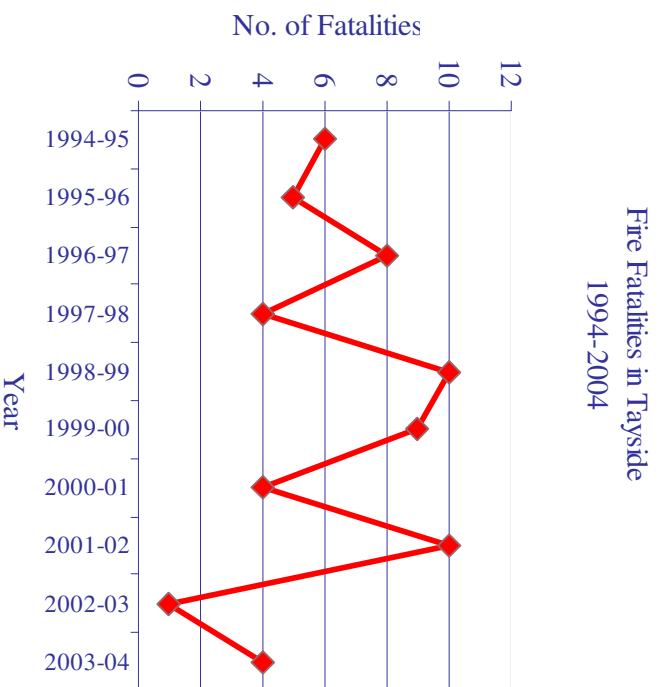
Through the improved use of their skills and time within the proposed new working routines, we propose to involve operational firefighters in an initiative which involves making home visits to identified 'at risk' groups and carrying out an assessment of risks within their home. Advice would then be offered as to how to reduce or eliminate these risks. This will contribute towards achieving our strategic aim of reducing the risk to the community from fires and other emergencies.

Accidental Dwelling Fires  
in Tayside by Time of Day  
2001-2004

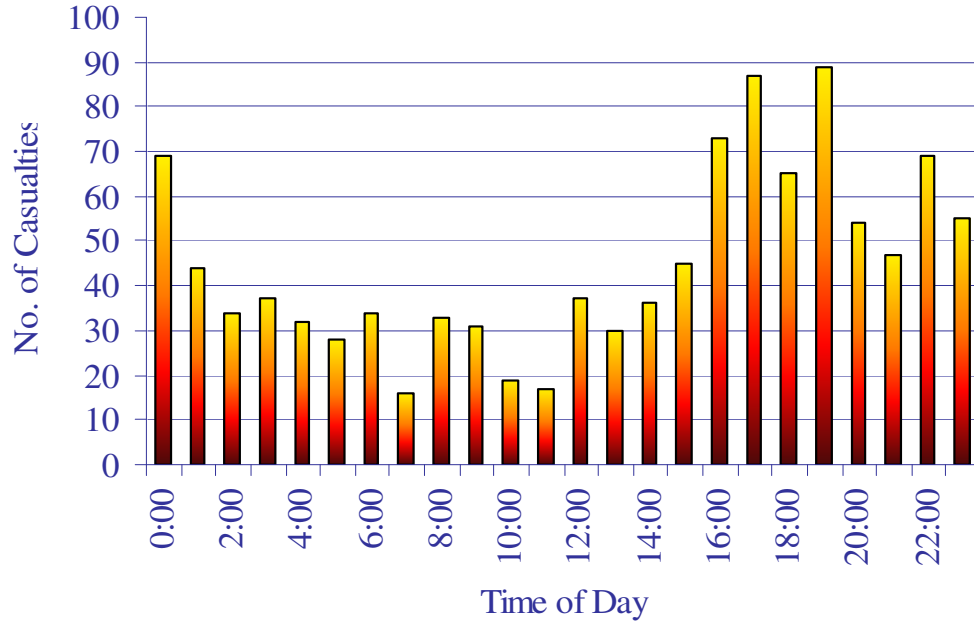


### Installation of Domestic Smoke Alarms

Targeting 'at risk' groups such as elderly members of the community and those who live alone, we will consider working in partnership with suppliers to install smoke alarms in domestic properties. It is statistically proven that these are one of the most cost-effective tools in the risk-reduction toolkit. We recognise that many people may be unable to fit these for themselves for a variety of reasons. Therefore, we will try to reduce their exposure to the risk and consequences of a fire in their home through the provision of this inexpensive life-saving device.



Fire Casualties in Tayside  
by Time of Day 1998-2004



## **Intervention**

### **Strategic Objectives**

#### **What the Board aims to do: -**

- SO8** Provide an effective and efficient response to fires, road traffic accidents and other emergencies.
- SO9** Ensure that the Brigade is sufficiently resilient to contribute towards the safe and effective resolution of major incidents, including those of a chemical, biological, radiological, nuclear or terrorist nature.
- SO10** Endeavour to minimise the impact of fires, flooding and other emergencies on the commercial, economic and social fabric of our community.
- SO11** Develop partnerships with the community in order to reduce the number of unwanted fire calls.
- SO12** Amend the way we currently assess the number and type of fire engines, which we initially send to incidents. We will change our policy from one, which is primarily based on the risk to property, to one which places a greater emphasis on saving lives and reducing injuries due to fires and other emergencies.
- SO13** Continue to identify other areas where the Brigade can contribute towards improving the well-being of the community, such as co-responder schemes.
- SO14** Review our procedures for sending fire engines to secondary fires in order to improve our ability to deliver effective fire safety education and advice to the community.
- SO15** Analyse data in order to ascertain whether there is a need for our demountable units to be continually crewed on a 24-hour basis.

### **Achieving These Objectives**

#### **How the Brigade will do it:-**

- Develop and introduce a Call Management policy designed to reduce the number of malicious and hoax calls to the Brigade.
- Develop and introduce a policy of mobilising to automatic fire alarm actuations on a risk-assessed basis.

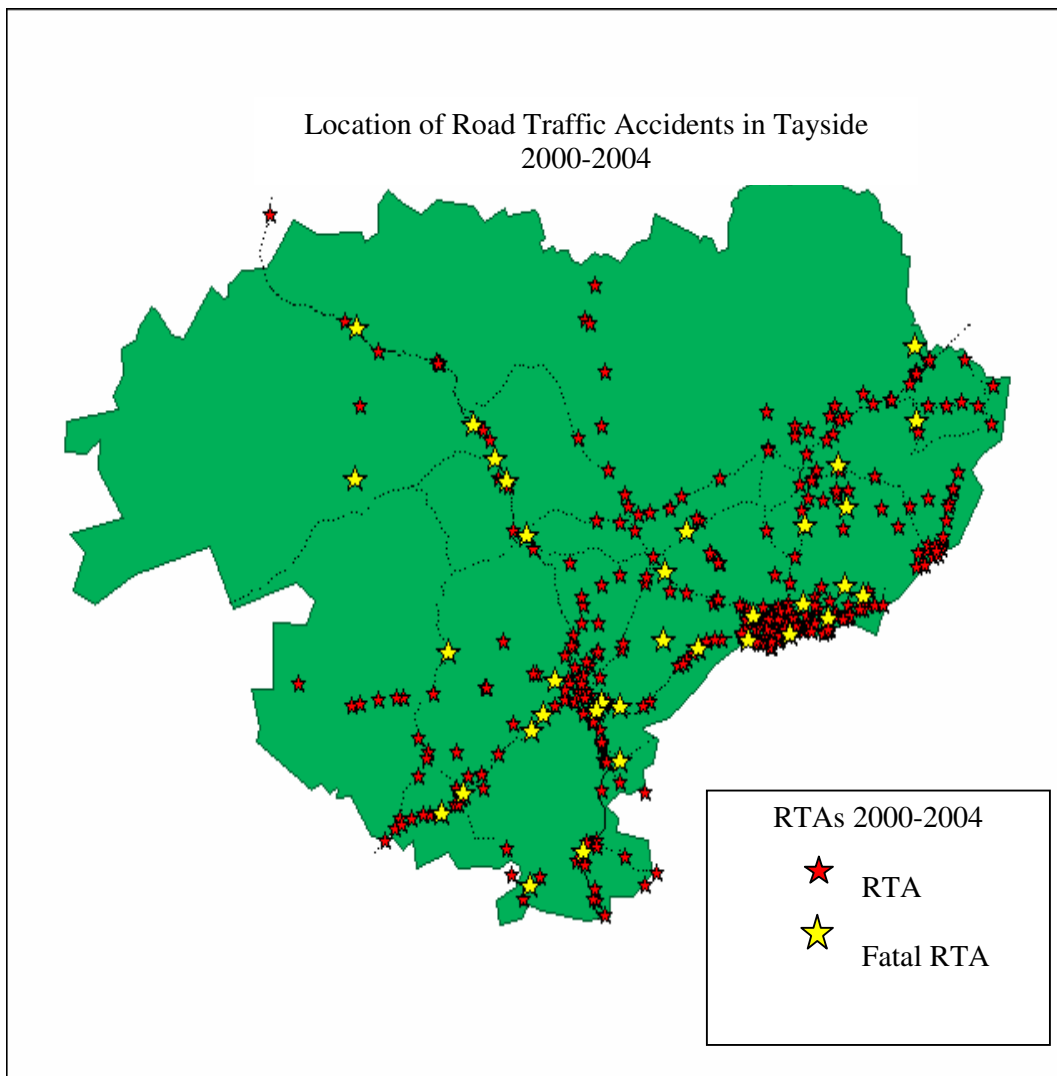
- Analyse historical data in order to predict periods of high risk and consider whether it would be appropriate to temporarily relocate our fire engines in order to provide improved response times at different times of the day.
- Investigate the number and types of incidents that require us to use high-reach appliances in the early stages of a fire.
- Investigate alternative methods of crewing our demountable units, such as the Breathing Apparatus Support Unit and Operational Support Unit.
- Consider opportunities to enter into a co-responder partnership with the Scottish Ambulance Service in order to provide defibrillators on fire engines, especially in rural areas.
- Amend our policies and procedures in order to allow personnel to crew a fire engine irrespective of the duty system upon which they are employed.
- Train and equip our personnel to deal with major incidents, including those of a chemical, biological, radiological, nuclear or terrorist nature.
- Identify ways of reducing the number of times a fire engine is unavailable due to insufficient personnel or skill levels, including the use of overtime working and mixed crewing of fire engines.
- Continually review the type of equipment carried on our fire engines in order to ensure that our firefighters are properly equipped to deal with incidents within their community.
- Analyse our historical incident database in order to identify the most effective times to change shifts for wholetime personnel.
- Develop new operational response standards, which will place greater emphasis on the protection of life, especially within the home.
- Analyse our ability to provide and move large quantities of water to and from incidents such as flooding and fires.

**The Benefits to the Community will be:**

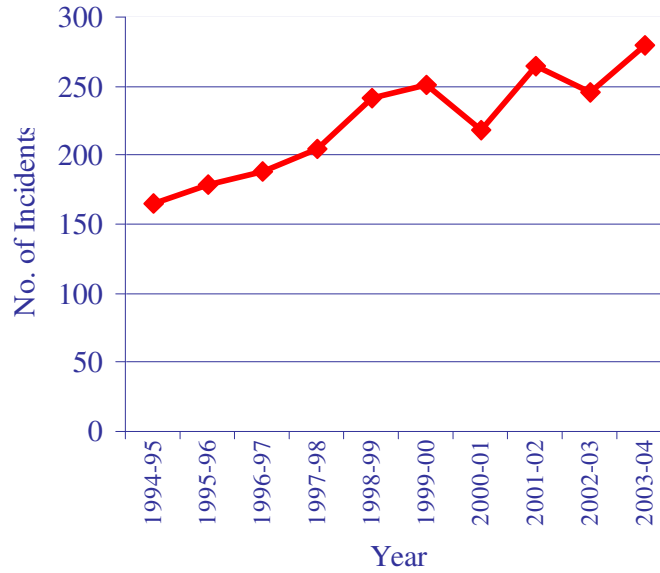
- Reduction in the number of deaths and injuries due to fires and other emergencies.
- Safer communities through a reduction in the number of unnecessary “blue light” journeys by fire engines.
- More of our fire engines will be available to protect and educate our community.
- Firefighters will be provided with enhanced training and improved equipment.
- A more effective and wider use of Brigade resources.

## Road Traffic Accidents

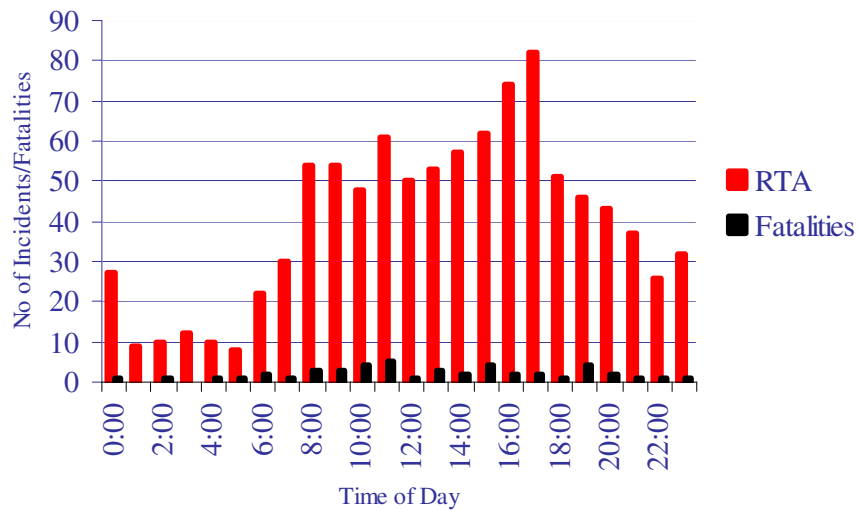
Road Traffic Accidents (RTA's) form an ever-increasing part of the Brigade's workload. Proposed changes to legislation will make it a statutory obligation for Fire and Rescue Services to attend RTA's. In accordance with the ethos of continuous improvement, we will undertake a review of the disposition, equipment and crewing of our Brigade-wide road traffic accident rescue capability, taking into account outputs from the FSEC toolkit. We will also investigate preventative strategy options, including partnerships, to see if we can reduce the number of RTA's we are called to attend.



Road Traffic Accidents attended by Tayside Fire Brigade 1994-2004



Road Traffic Accidents attended by Tayside Fire Brigade  
By Time of Day  
2000-2004



## **Special Services**

The Brigade intends to review its ability to deal with any type of incident it may reasonably be expected to attend. As part of this review, we may consider entering into an agreement with other organisations and service providers to undertake certain types of non-emergency work on our behalf. Where this is not possible, we will assess the potential for demand, then analyse our current level of provision. If the results of this analysis suggest we need to diversify our skills further, we will undertake a cost-benefit analysis to ensure optimum effectiveness and efficiency is achieved.

## **New Dimensions**

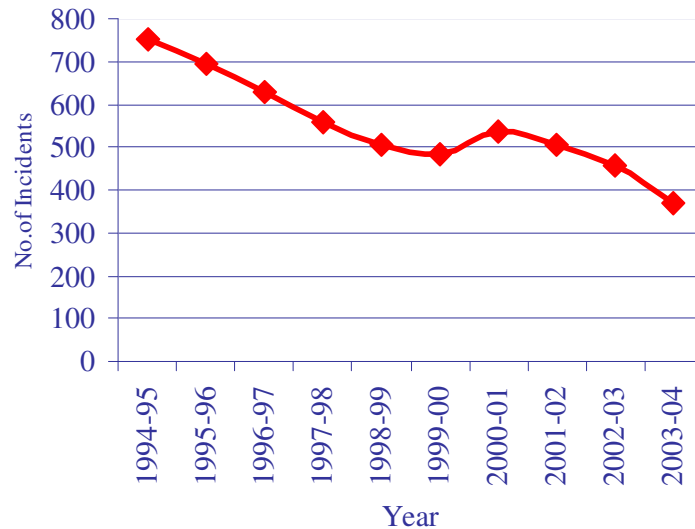
Through its 'New Dimension' project, the Scottish Executive has invested heavily in paving the way for Scottish emergency services to 'deal with disasters together'. This multi-agency approach is intended to integrate the Police, Fire, Ambulance and Military response in the event of a man-made or natural major incident occurring. Tayside Fire Brigade recognises the part it has to play in supporting National Resilience and will consider where, when and how best to deploy the significant resources sponsored by the Scottish Executive as part of its overall Integrated Risk Management Plan.

## **Emergency Call Management**

By introducing an effective emergency call management policy, we hope to reduce the number of hoax calls that the Brigade receives. These calls can seriously reduce our ability to respond quickly to genuine emergencies. We have already made significant in-roads in reducing these in recent years, but are keen to see these reduced further. Partnerships with external agencies, including utilising 'comic book characters' such as "Ivy The Terrible" have proved successful, with a 40% drop in the number of malicious calls received by the Brigade over the past 10 years.

Tayside Fire Brigade proposes to introduce new procedures, similar to those already in existence in other Brigades, to tackle this wasteful and dangerous problem. Where there is reasonable doubt, we will always err on the side of safety and mobilise fire engines to the reported incident.

### False Alarm Malicious Calls In Tayside 1994-2004

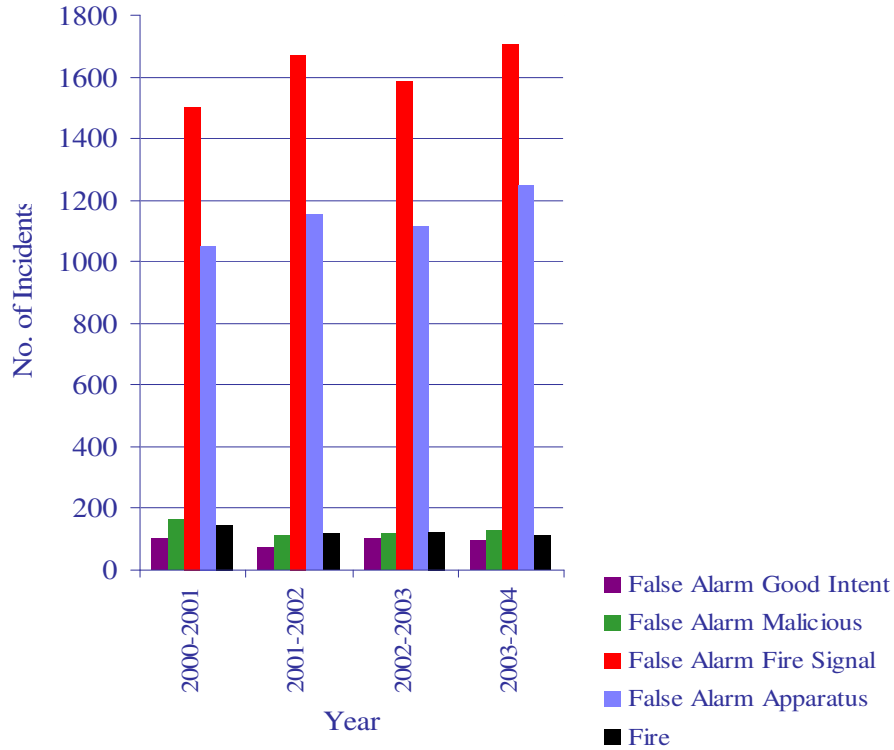


#### **Responding to Automatic Fire Alarms**

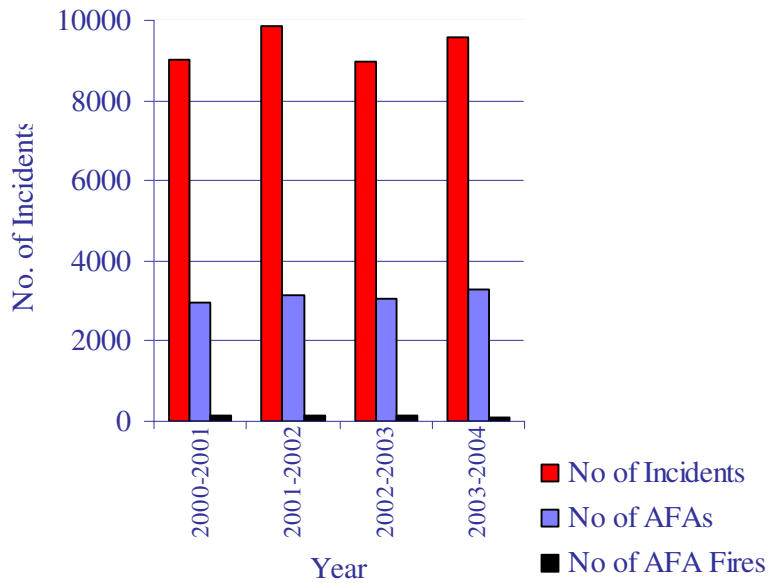
During the years 2000 - 2004, the Brigade attended a total of 12,425 calls generated by Automatic Fire Alarms (AFA's). Of these calls, only 499 (4%) were actually fires and on only 148 (1.2%) occasions were the Brigade required to take firefighting action. We are concerned that these unnecessary mobilisations of up to five appliances at one time expose many road users, pedestrians and Brigade personnel to an increased level of risk. Furthermore, these appliances and crews are then tied up, often for extended periods, rendering them unavailable for genuine incidents which may occur elsewhere. This type of call also disrupts community safety visits and valuable training periods.

Our aim is to work in partnership with premises owners, occupiers and fire alarm companies to encourage them to take more responsible ownership of their systems in order to reduce the number of unwanted actuations. By incorporating risk assessment methodology, we propose to amend our current policy of dispatching a full attendance to every AFA actuation to one which is more reflective of the actual risk.

Automatic Fire Alarm Actuations in Tayside  
2000 - 2004



Total Incidents in Tayside Compared to Number  
of Automatic Fire Alarm Actuations 2000-2004

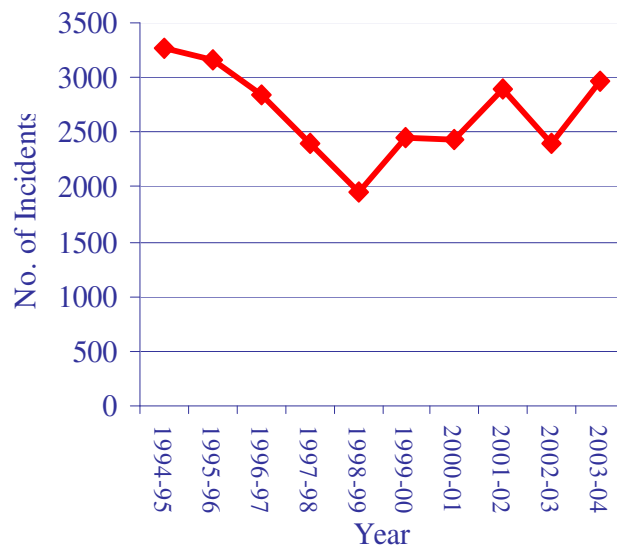


## Responding to Secondary Fires

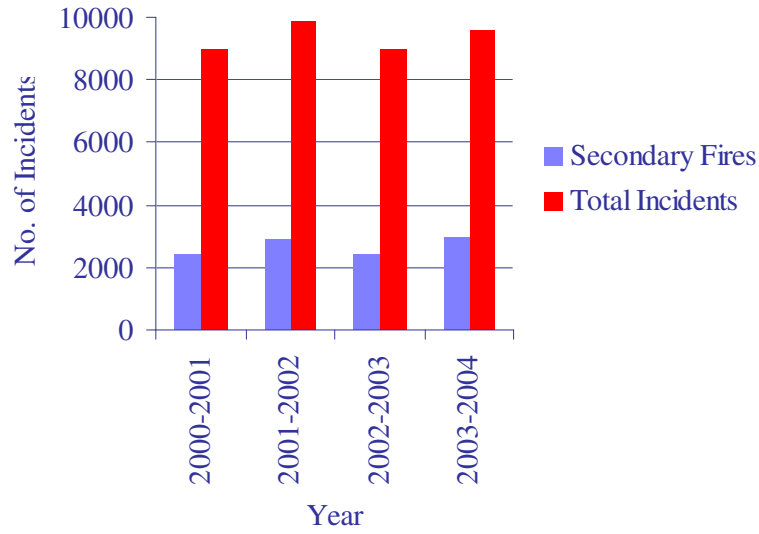
Incidents such as those involving rubbish in the open, bonfires and skip fires are known as secondary fires. They are a major drain on Brigade resources, with this type of fire representing 29% of our total incidents (over the last four years). The vast majority of these incidents are preventable and happen within specific areas at specific times of the day. The FSEC computer modelling tool will enable us to pinpoint these times and places and assist us in formulating and accurately targeting preventative initiatives to reduce the instance of this type of call.

Under our current mobilising procedures, we would provide an immediate response with the nearest appliance. Unless we receive information which suggests there is a threat to property or life, we propose to use a risk-assessment approach when determining the appliances which will respond. This will reduce the impact these calls have on our ability to deliver effective community fire safety education and keep suitable and sufficient resources in reserve for more serious incidents such as road traffic accidents and house fires.

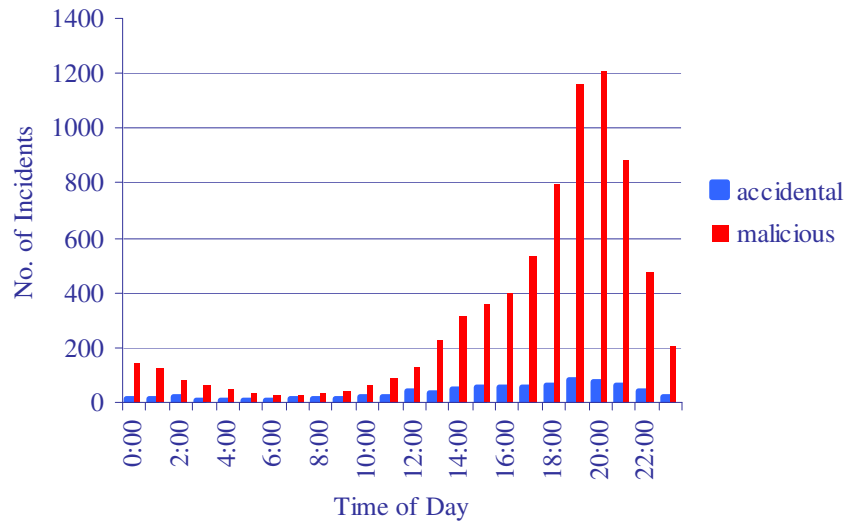
Number of Secondary Fires in Tayside  
1994 -2004



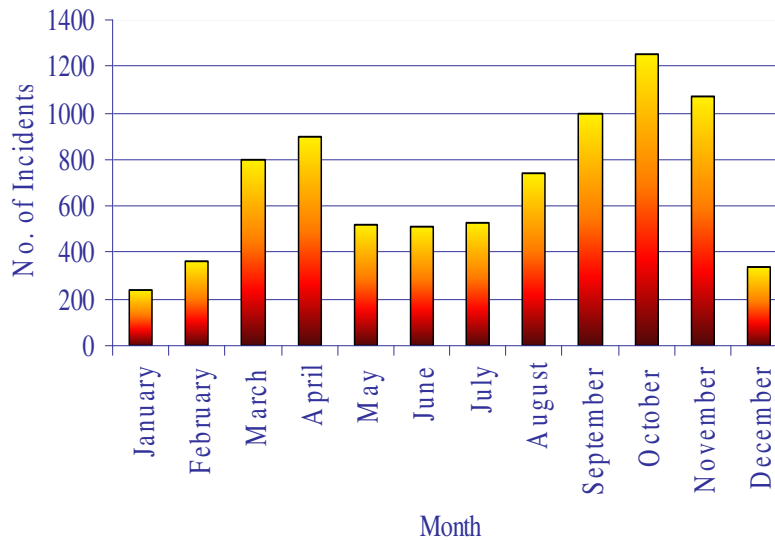
Total Incidents in Tayside  
Compared to Secondary Fires 2000-2004



Accidental and Malicious Secondary Fires  
in Tayside by Time of Day  
2001-2004



Secondary Fires in Tayside by Month  
2001-2004



### High Reach Appliances

Traditionally, our high reach appliances have formed part of the predetermined attendances at incidents in premises of more than three floors. Their main role is either for rescue purposes at tall buildings or delivering large volumes of water on to major fires.

It is our intention to analyse the local historical incident profile and use of high-reach appliances. We will scrutinise how these appliances are crewed, deployed and used to determine whether we can identify areas of potential improvement.

### Review of Crewing Arrangements on Fire Stations and Engines

There are specialist fire engines within the Brigade, which could be deemed to be non-attendance time critical, but still essential at certain types of incident. There are certain resources, which potentially, could be 'phased' in their attendance such as the Breathing Apparatus Support Unit and Operational Support Unit. These demountable units are permanently crewed resulting in considerable financial input for a relatively limited contribution during the early part of an incident.

By analysing the demand profiles of our fire engines, we believe we can maintain sufficient availability of resources in order to maintain adequate Fire and Rescue cover whilst freeing up resources to be more effectively engaged in other duties. A number of optional crewing arrangements will be considered such as 'alternate crewing' of appliances whereby on-duty personnel will crew whichever appliance on their station is requested first, with supplemental staff alerted to maintain availability

of the remaining vehicle. Additionally, there is the potential to convert these positions from wholetime coverage to retained. This would potentially release approximately 8 -12 personnel who could make a more effective contribution to reducing the risks to the community.

The formation of an operational reserve would assist the Brigade in meeting many of its strategic objectives. These personnel could form part of a flexible pool of operational firefighters. We will investigate the possibility of employing firefighters on different duty systems, such as annualised hours, school-term contracts, day or night only working, in order to create a more flexible work-force. This operational reserve would be peripatetic and able to work in different departments as required. The key to the success of this initiative is flexibility, by both the Brigade and our personnel. The potential benefits for the Brigade, our employees and the community are considerable.

This initiative will commit more firefighters to the fire engines which are called upon most often to assist the public. Developing an operational reserve will allow us to take firefighters out of their workplace for specialist training courses, such as those involving realistic fire behaviour, without it adversely affecting the number of fire engines available to respond to incidents or provide community fire safety training.

We are aware that some of our personnel would prefer to work alternative shift systems to the ones currently available to them. This proposal will allow significantly more options for our personnel as they try to balance their work and domestic commitments. Effective use of this operational reserve will significantly reduce the number of occasions when training courses are cancelled.

### **Mixed Crewing of Fire Engines**

By introducing 'mixed crewing' of fire engines - suitably trained and qualified personnel will be able to work together on the same fire engine regardless of whether they are a wholetime or retained firefighter. The introduction of a competence-based training and development programme should ensure skills and abilities are equal across all work patterns. This will enable more flexible staffing arrangements to be considered than is presently possible. This could include full-time personnel supporting retained areas where crewing problems occur at certain times of the day, or retained members being 'alerted' to attend a station where an 'alternately crewed' appliance has been turned out. The community will benefit greatly through this change in policy as there will be less occasions where a fire engine is not able to respond to incidents due to insufficient crew members.

## **Enhanced First Aid Capability**

The British Heart Foundation estimates that over 270,000 people suffer a heart attack every year and 46% of these are fatal. Indeed, 30% of those will die before even reaching hospital. A study into 'out of hospital' cardiac arrests in Scotland over seven years from 1991 revealed that 79% of cardiac arrests happened in locations where wide-spread public access to defibrillators would be 'unlikely' to impact on the chances of survival (including people's homes). Research carried out by the Department of Medical Cardiology at Glasgow University indicates that equipping first responders (such as police and fire service) with defibrillators, alongside training the public in emergency life support (ELS) skills such as "the kiss of life" is the most effective way to increase survival rates following cardiac arrest.

The Brigade is keen to investigate potential co-responder partnership arrangements, which would allow us to contribute to the national agenda of reducing deaths due to cardiac arrests by carrying automatic external defibrillators on all our fire engines. A defibrillator is a device, which delivers a controlled electric shock through the chest wall to the heart, in order to restore a normal heartbeat.

A large percentage of our personnel are already trained to national standards in first aid. Treating a cardiac arrest is a race against time; in order to restart the heart and avoid damage to the brain, a defibrillator must be used as soon as possible. Due to the location of our fire stations and the speed with which our firefighters can respond to emergencies in the community, we believe we may be able to provide a valuable service to the community.

Before we commit to this extension of our services, we will fully investigate the potential implications of this initiative and also ensure that our core activities do not suffer.

## **Standards of Fire Cover**

As previously explained within this consultation document, we believe that the current Standards Of Fire Cover are wasteful and fail to properly protect life risks in the community.

We propose to set new operational response standards to replace the out-dated Standards Of Fire Cover. In order to reduce the risk of death and injuries due to fire, these new standards will place a greater emphasis on the protection of life, especially within the home.

Protecting the commercial and industrial infrastructure of the area is vital to our economic prosperity and the Brigade will not disregard its obligations to protect property.

## **People**

### **Strategic Objectives**

#### **What the Board aims to do: -**

- SO16** Continue to work towards creating a culture, which is more inclusive and reflects all sections of the community we serve.
- SO17** Strive to ensure that we treat our personnel in a fair and equitable manner and develop recruitment, selection and promotion policies, which are fully compliant with current employment law and reflect best practice.
- SO18** Continue to progress equality and diversity issues and provide formal training for all our personnel.
- SO19** Integrate policies, practices and procedures emanating from the “Fire Service Pay And Conditions Agreement 2003” into the mainstream working of the Brigade.
- SO20** Ensure the health, safety and welfare of our personnel through an effective Occupational Health Scheme. We will also strive to reduce accidents in the workplace and put risk assessment at the heart of our activities.
- SO21** Improve our ability to meet our strategic objectives, through the consideration of alternative duty systems which will also provide our personnel with opportunities to achieve a better work-life balance.
- SO22** Improve our ability to respond to the ever-changing needs of the community, by creating working routines which are less prescriptive and more flexible.
- SO23** Promote a culture of life-long learning and encourage our personnel to develop to their full potential.

#### **Achieving These Objectives**

##### **How the Brigade will do it:-**

- Continue to work towards the full implementation of the Integrated Personal Development System (IPDS).
- Replace our rank-based management structure with one which is based on the roles performed by our personnel.
- Continue to revise our recruitment, selection and promotion policies in line with recognised best practice and the Integrated Personal Development System (IPDS).

- Consider applications to work alternative duty systems in order to accommodate the changing needs of our personnel.
- Analyse the demand for our non-emergency response services, such as Community Fire Safety, and investigate ways of providing these services over a broader timeframe.
- Devise and amend the working routines on our fire stations, so that they are less prescriptive and provide greater flexibility. This will improve our ability to respond to the needs of the community more effectively.
- Develop action plans, designed to ensure that we meet the requirements of new legislation, such as the Disability Discrimination Act.
- Risk Assessment will be at the centre of the Brigade's activities.
- Continue to promote equality and diversity issues within the Brigade and devise a training programme to enhance our personnel's understanding of these issues.
- Provide opportunities for our personnel to develop to their full potential by developing partnerships which assist in creating a culture of life-long learning.

#### **The Benefits to the Community will be:**

- A more inclusive workforce which provides equal opportunities for all.
- Healthier, safer and more highly-skilled personnel, trained to provide a wider range of services to the community.
- Improved use of existing resources.

#### **Developing our People**

Our people are our most valuable asset. In order for our service to improve we realise we must invest in developing our workforce.

As part of the wider modernisation agenda, introduction of the Integrated Personal Development System (IPDS) provides us with the opportunity to facilitate this. The system confers ownership and responsibility for learning and development with the individual themselves. This is a marked move away from the previous "one size fits all" training that has traditionally been used in the fire service.

We recognise that we too have our part to play in providing development opportunities and facilities. These will be greatly enhanced with the commissioning of our new Training and Development Centre on the site of Perth Fire Station. Realistic fire training will be able to be undertaken, along with working at heights and in confined spaces such as silos. The facility will also feature dual carriageway roads to enable realistic road traffic accident training scenarios to be created. All of this will be carried out in a risk assessed, controlled learning environment. The Centre and the work it will carry out will also contribute substantially towards the strategic objective of monitoring and improving performance.

Within this development system, there will be the opportunity to measure performance against nationally recognised occupational standards. This will not only be relevant to operational crews, but will enable electronic simulation of larger scale incidents through use of the 'Vector Command' computer system. This will enable supervisory officers to maintain and develop their 'command competence' to ensure the health and safety of all who come into contact with our systems of work.

### **Integrated Personal Development System (IPDS)**

As mentioned above, IPDS will be the foundation stone for quality assurance within the organisation. A natural hierarchy of assessors and verifiers will ensure national standards are reached and maintained. They will also ensure that assessment is carried out in an open and transparent way. The full implementation of IPDS will take several years to complete. However, the rewards of a safe, highly trained and qualified workforce, attuned to the needs of the community, justify the significant investment proposed. The modernisation of our training and development system will involve progressing a number of interlinked projects comprising the following areas:-

- National Occupational Standards
- Scottish Vocational Qualifications
- Workplace Assessment
- Personal Development Programmes
- Personal Development Records
- Continuous Personal Development
- Quality Assurance
- Assessment and Development Centres

## **Health and Safety**

The Health and Safety of every member of our staff is an absolute priority for Tayside Fire Brigade. We are committed to ensuring our crews are able to carry out their work safely.

To do this we must ensure that we:-

- Recruit the right people for the job
- Ensure that tactical information is up to date and available
- Devise safe systems of working
- Provide equipment fit for its purpose
- Support the development of our personnel
- Ensure management systems are in place to monitor and evaluate performance both on station and at incidents

## **Equality and Diversity**

Tayside Fire Brigade is committed to equal opportunities for all. We actively seek to recruit people who reflect the diverse communities we serve. At present, the Brigade is under-represented in both female and ethnic-minority members. This is something we seek to resolve. Our Personnel Department is in the process of developing strategies to encourage more applications from these groups. Changes are also occurring at a national level regarding selection tests and Tayside Fire Brigade will seek to comply with any new guidance as and when it becomes available.

## **Performance**

### **Strategic Objectives**

#### **What the Board aims to do: -**

- SO24** Identify opportunities to modernise and amend outdated practices in order to provide a more efficient service, which accords with the principles of Best Value.
- SO25** Consult with our stakeholders in order to improve our ability to deliver services, which meet the needs and expectations of the community.
- SO26** Encourage internal communication in order to improve the safety, knowledge, understanding and morale of our personnel.
- SO27** Increase the provision and use of Information Communication Technology (ICT) to improve our ability to analyse our performance in order to devise eCommerce initiatives, which will increase our effectiveness and efficiency in line with Government expectations.
- SO28** Continue to develop collaborative arrangements in order to ensure that services procured represent value for money, are fit for purpose and comply with all current legislation.
- SO29** Monitor our performance and the achievement of our strategic objectives through the use of meaningful performance indicators and regular reviews of our key processes.
- SO30** Ensure that we comply with legislative requirements and internally agreed policies and strategies.

### **Achieving These Objectives**

#### **How the Brigade will do it:-**

- Invest in the provision of computer-based data analysis equipment and associated training to assist in the identification of risk reduction initiatives.
- Develop new performance indicators which enable us to measure our performance against our strategic objectives.
- Maintain effective links, foster good relationships and develop effective partnerships with our stakeholders and community organisations.
- Identify and incorporate accepted “best practice” within our policies and procedures.

- Consult extensively with our personnel and our stakeholders. We will compile a stakeholder database and be open, transparent and inclusive when developing new initiatives.

#### **The Benefits to the Community will be:-**

- Reduced risk to the community from fires and other emergencies.
- Improved Partnership arrangements
- The community can have a greater say in the way services are provided by the Brigade.
- A more effective and efficient use of resources.
- Improved value for money.

#### **Measuring and Reporting Our Performance**

Meaningful performance indicators and achievable targets are important parts of the Brigade's performance management system. It is important that we measure our performance against its strategic objectives rather than anachronistic standards, which do not reflect the full range of our activities. For example, at present we are not required to provide any information regarding our performance at road traffic accidents.

Equally important is the need for the Brigade to evaluate whether our community safety initiatives are actually reaching their intended audience and are being successful in improving community safety. For these reasons, we propose to develop a new suite of performance indicators that properly reflect our activities and provide us with useful information for the development of future strategies.

The Brigade currently measures its performance mainly through a comprehensive set of Performance Indicators. These indicators cover areas as diverse as:

- Emergency Call Handling Times
- Fire Engine Response Times
- Sickness Absence Rates
- Fire Casualty Rates
- Number of Accidental House Fires
- Number of Fire Safety Inspections Carried Out
- Budgetary Performance
- Vehicle Accidents and Injuries to our Personnel

In line with the Local Government (Scotland) Act, which introduced new duties of Best Value, the Accounts Commission is currently in the process of reviewing the performance indicators in use by the Fire Service. The above indicators will change as a result of the national IRMP process. Brigades will therefore be working with the Commission to develop new indicators for future years.

Performance against the Brigade's indicators is monitored via the Brigade's Best Value Group and this is also reported on an annual basis. Targets for these indicators are reviewed each year with the future year's target being arrived at through examining what can be classed as a realistic target whilst still striving to improve year-on-year. The statutory performance indicators of all Scottish Brigades are also reported annually via the Accounts Commission.

The Brigade is subject to regular audit inspections by Her Majesty's Fire Service Inspectorate for Scotland, external auditors appointed by the Accounts Commission, and internal audit supplied under a service level agreement with Perth & Kinross Council. The Brigade has also created a new unit within the Performance & Finance Department which will, as part of its duties, monitor the activities of the Brigade from both an operational and non-operational perspective to ensure that we are complying with both legislation and internally agreed policies and strategies. This will encompass the areas of Best Value, Service Planning, Corporate Governance and the development of performance indicators.

## Glossary of Terms and Abbreviations

<b>Attendance Time</b>	The time taken from the receipt of a call to the arrival at an incident.
<b>Automatic Fire Alarm</b>	Apparatus which detects fire in a building and automatically notifies the Fire Service of a potential problem, often via a call centre.
<b>Command and Control Centre</b>	The centre responsible for the receipt of all incident related calls “999” and the mobilising of fire engines.
<b>Duty Systems</b>	The various types of shifts worked by uniformed staff. These include day work, a flexible officer’s rota and station-based shifts all enabling twenty four hour cover across the region. Retained firefighters live and work in the community and are alerted to attend the fire station in the event of an emergency.
<b>Emergency Cover</b>	Emergency cover is the resource provided continuously by the service to respond to any incident which is reasonably likely to occur.
<b>False Alarm Fire Signal</b>	A false alarm caused by smoke from sources such as exhaust fumes, tobacco smoke, testing of apparatus, cooking etc.
<b>False Alarm Apparatus</b>	A false alarm caused by faulty, poorly positioned or unsuitable equipment. It may also be due to dust or insects such as thrips.
<b>Fire Authority</b>	Elected Members from the Local Council who, in law, are responsible for providing and maintaining a Fire Service.
<b>First/Co- Responder</b>	First/Co-Responders provide life saving treatment to those people within the community who are critically injured or ill, prior to the arrival of an ambulance.
<b>Hazard</b>	A hazard is a source of danger with the potential to cause death or injury to people and damage or loss to property or equipment.
<b>Incident Command System</b>	A nationally adopted framework used when dealing with emergency incidents. The emphasis is based on adequate spans of control for those in charge and safe systems of work for all.
<b>Incident Response</b>	The way we react to a call for help, from our call management to the number of appliances or other resources mobilised to an incident. This is often pre-determined but is also dependent on information received which allows a dynamic response.
<b>Integrated Risk Management Planning</b>	The management and planning of a risk assessment process ensuring the correct balance between prevention, protection and intervention. It tries to ensure that the right resources are in the right place at the right time.
<b>Integrated Personal Development System</b>	A national system based on role rather than ranks. It provides individuals with a structured training path enabling them to maintain skills at their current level or work towards developing their career.

<b>Local Strategic Partnerships</b>	Tayside Fire Brigade is committed to making Tayside safer and has forged partnerships with other external agencies at both strategic and practitioner level to try to make this happen.
<b>Modernisation Agenda</b>	The Government's expectations of the way the Fire Service should provide service to the public.
<b>New Dimensions</b>	This is the term used to describe the perceived threat of a terrorist incident involving the possible use of chemical, biological, radiological or nuclear (CBRN) devices or a combination of them.
<b>Personal Protective Equipment</b>	All equipment which is intended to be worn or held by a person at work and which protects him or her against one or more risks to his or her health or safety.
<b>Pre-Determined Attendance</b>	The number of resources deemed to be the appropriate level that may be mobilised to an incident or risk.
<b>Representative Bodies</b>	Unions who represent their members, such as Unison and the Fire Brigades Union.
<b>Response</b>	Our reaction to a request for our services. This could be an emergency, a complaint or advice on a safety matter.
<b>Risk</b>	This is considered to be the likelihood of exposure to a hazard. It reflects the probability that harm will occur and the consequences or severity if it does.
<b>Secondary Fire</b>	An incident such as a small fire in the open, grass on fire, abandoned cars, skips and bonfires.
<b>Service Delivery</b>	The carrying out of frontline activities such as incident prevention and protection or in fire and rescue situations.
<b>Service Support</b>	The concept that certain functions, units or departments carry out support activities such as training or purchasing of equipment to ensure we can deliver on the frontline.
<b>Special Services</b>	Incidents the Brigade attends which are not related to fire, such as road traffic accidents, flooding, people locked out and lift rescues.
<b>Stakeholder Consultation</b>	The term used for how we will inform people who may be affected by any changes or alterations to the services we provide. We may do this through a number of different methods such as mail drops, focus groups, e-mail, staff seminars and use of the local media.

## **How To Contact Us**

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