

**M. Pearson
CLERK TO THE AUTHORITY**

**To: The Chair and Members of the
Community Safety and Corporate
Planning Committee
(see below)**

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COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE
(Devon and Somerset Fire and Rescue Authority)

Friday 29th January 2010

A meeting of the Community Safety and Corporate Planning Committee will be held on the above date, **commencing at 10.00 hours in Conference Room B in Somerset House, Service Headquarters** to consider the following matters.

M. Pearson
Clerk to the Authority

AGENDA

1. **Apologies**
2. **Minutes** of the meeting held on 19 October 2009 attached (Page 1).
3. **Items Requiring Urgent Attention**

Items which, in the opinion of the Chair, should be considered at the meeting as matters of urgency.

4. **Declarations of Interest**

Members are asked to consider whether they have any **personal/personal and prejudicial interests** in items as set out on the agenda for this meeting and declare any such interests at this time. *Please refer to the Note 2 at the end of this agenda for guidance on interests.*

PART 1 – OPEN COMMITTEE

5. **Technical Fire Safety Checks by Community Safety Response Staff**

Report of the ACFO (Service Support) (CSCP/10/1) attached (page 2)

6. **Update on the Implementation of the Partnership Framework**

Report of the ACFO (Service Support) (CSCP/10/2) attached (page 7)

7. **Target Setting for the Devon and Somerset Fire and Rescue Authority Corporate Plan 2010/11 to 2012/13**

Report of the ACFO (Service Support) And ACFO (Service Delivery) (CSCPC/10/3) attached (page 9)

PART 2 – ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF THE PRESS AND PUBLIC

Nil

MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER

Membership:-

Councillors Leaves, (Chair), Eastman, Fry, Foggin, Healey, Manning and Woodman

Substitute Members

Members are reminded that, in accordance with Standing Order 36, the Clerk (or his representative) MUST be advised of any substitution prior to the start of the meeting.

NOTES

1. ACCESS TO INFORMATION

Any person wishing to inspect any minutes, reports or lists of background papers relating to any item on this agenda should contact Sam Sharman on the telephone number shown at the top of this agenda.

2. DECLARATIONS OF INTERESTS BY MEMBERS

What Interests do I need to declare in a meeting?

As a first step you need to declare any personal interests you have in a matter. You will then need to decide if you have a prejudicial interest in a matter.

What is a personal interest?

You have a personal interest in a matter if it relates to any interests which you must register, as defined in Paragraph 8(1) of the Code.

You also have a personal interest in any matter likely to affect the well-being or financial position of:-

- (a) you, members of your family, or people with whom you have a close association;
- (b) any person/body who employs/has employed the persons referred to in (a) above, or any firm in which they are a partner or company of which they are a director;
- (c) any person/body in whom the persons referred to in (a) above have a beneficial interest in a class of securities exceeding the nominal value of £25,000; or
- (d) any body of which you are a Member or in a position of general control or management and which:-
 - you have been appointed or nominated to by the Authority; or
 - exercises functions of a public nature (e.g. a constituent authority; a Police Authority); or
 - is directed to charitable purposes; or
 - one of the principal purposes includes the influence of public opinion or policy (including any political party or trade union)

more than it would affect **the majority** of other people in the Authority's area.

Anything that could affect the quality of your life (or that of those persons/bodies listed in (b) to (d) above) either positively or negatively, is likely to affect your/their "well being". If you (or any of those persons/bodies listed in (b) to (d) above) have the potential to gain or lose from a matter under consideration – to a **greater extent** than **the majority** of other people in the Authority's area - you should declare a personal interest.

What do I need to do if I have a personal interest in a matter?

Where you are aware of, **or ought reasonably to be aware of**, a personal interest in a matter you must declare it when you get to the item headed "Declarations of Interest" on the agenda, or otherwise as soon as the personal interest becomes apparent to you, **UNLESS** the matter relates to or is likely to affect:-

- (a) any other body to which you were appointed or nominated by the Authority; or
- (b) any other body exercising functions of a public nature (e.g. membership of a constituent authority; other Authority such as a Police Authority);

of which you are a Member or in a position of general control or management. In such cases, provided you do not have a prejudicial interest, you need only declare your personal interest if and when you speak on the matter.

Can I stay in a meeting if I have a personal interest?

You can still take part in the meeting and vote on the matter unless your personal interest is also a prejudicial interest.

What is a prejudicial interest?

Your personal interest will also be a **prejudicial** interest if **all** of the following conditions are met:-

- (a) the matter is not covered by one of the following exemptions to prejudicial interests in relation to the following functions of the Authority:-
 - statutory sick pay (if you are receiving or entitled to this);
 - an allowance, payment or indemnity for members;
 - any ceremonial honour given to members;

- setting council tax or a precept; **AND**
- (b) the matter affects your financial position (or that of any of the persons/bodies as described in Paragraph 8 of the Code) or concerns a regulatory/licensing matter relating to you or any of the persons/bodies as described in Paragraph 8 of the Code); **AND**
- (c) a member of the public who knows the relevant facts would reasonably think your personal interest is so significant that it is likely to prejudice your judgement of the public interest.

What do I need to do if I have a prejudicial interest?

If you have a prejudicial interest in a matter being discussed at a meeting, you must declare that you have a prejudicial interest (and the nature of that interest) as soon as it becomes apparent to you. You should then leave the room unless members of the public are allowed to make representations, give evidence or answer questions about the matter by statutory right or otherwise. If that is the case, you can also attend the meeting for that purpose.

You must, however, leave the room **immediately after you have finished speaking (or sooner if the meeting so decides)** and you cannot remain in the public gallery to observe the vote on the matter. Additionally, you must not seek to **improperly influence** a decision in which you have a prejudicial interest.

What do I do if I require further guidance or clarification on declarations of interest?

If you feel you may have an interest in a matter that will need to be declared but require further guidance on this, please contact the Clerk to the Authority – preferably before the date of the meeting at which you may need to declare the interest. Similarly, please contact the Clerk if you require guidance/advice on any other aspect of the Code of Conduct.

COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE
(Devon and Somerset Fire and Rescue Authority)

19 October 2009

Present:-

Councillors Eastman, Foggin, Fry, Healey, Leaves (Chair) and Manning.

Apologies:-

Councillor Woodman.

***CSCPC/1. Election of Chair**

RESOLVED that Councillor Leaves be appointed Chair of the Committee until the first meeting after the Annual Meeting of the Authority in 2010.

NB. Councillors Foggin and Fry abstained from the vote in respect of the above resolution.

***CSCPC/2. Minutes**

RESOLVED that the Minutes of the meeting held on 19 January 2009 be signed as a correct record.

***CSCPC/3. Declarations of Interest**

Members of the Committee were asked to consider whether they had any personal/personal and prejudicial interests in items to be considered at this meeting in accordance with the Authority's approved Code of Conduct.

No interests were declared.

***CSCPC/4. Election of Vice Chair**

RESOLVED that Councillor Manning be appointed Vice Chair of the Committee until the first meeting after the Annual Meeting of the Authority in 2010.

*** DENOTES DELEGATED MATTER WITH POWER TO ACT**

The meeting started at 14.15hours and finished at 14.19hours.



DEVON & SOMERSET FIRE & RESCUE AUTHORITY

REPORT REFERENCE NO.	CSCP/10/1
MEETING	COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE
DATE OF MEETING	29 JANUARY 2010
SUBJECT OF REPORT	TECHNICAL FIRE SAFETY CHECKS BY COMMUNITY SAFETY RESPONSE STAFF
LEAD OFFICER	ACFO (SERVICE SUPPORT)
RECOMMENDATIONS	That the Service wide implementation of the current pilot scheme of requiring operational crews across the Service to undertake Fire Safety Checks as part of their daily work routines be endorsed.
EXECUTIVE SUMMARY	Post the introduction of the Regulatory Reform (Fire Safety) Order 2005, operational crews ceased the practice of fire safety re-inspections of commercial premises. This paper recommends that fire safety checks are reintroduced for Community Safety (CS) Response crews using a simplified version of the current fire safety audit process. There are clear benefits for the community, the organisation and our staff. There are, however, re-training and up-skilling considerations to be taken into account. The activities proposed are fully compatible units FF1 and FF8 of the Firefighter and Crew Manager role maps. The process has been trialled previously in Western Command (Plymouth and Torbay) and the FBU has been consulted. A detailed policy/process document (based on the pilot process) is currently being prepared to facilitate Service wide implementation.
RESOURCE IMPLICATIONS	None, this will result in more effective use of the core working hours as described in the Work Routine Service Policy Document issued in October 2008 for CS Response staff.
EQUALITY IMPACT ASSESSMENT	This proposal will facilitate local delivery of actions contained within the Making the Connections Action Plan.
APPENDICES	None
LIST OF BACKGROUND PAPERS	None

1. **BACKGROUND**

- 1.1 Prior to the Introduction of the Regulatory Reform (Fire Safety) Order 2005 (FSO) which came into force in October 2006, whole time response crews traditionally completed routine re-inspections of premises that had a fire certificate issued under the Fire Precautions Act 1971. This involved checking that the premises were maintaining the fire precautions stipulated within the Certificate and on a plan drawing.
- 1.2 The FSO revolves around risk assessment principles and goal based outcomes, this and the Chief Fire Officers' Association (CFOA) standard audit process, which has been adopted by DSFRS, was at the time of the FSO implementation considered to be too onerous when combined with the growing CS Prevention agenda.

2 **CURRENT ISSUES**

- 2.1 It has been recognised by many across the Service, and indeed nationally, that over the past few years, the balance between CS Protection and Prevention has been heavily biased towards prevention. This is as a result of the number of fire deaths in dwellings and the numerous reports that have been published advocating this strategy for fire and rescue services. Within Devon and Somerset Fire and Rescue Service (DSFRS) prevention activities are now being delivered increasingly by means other than CS response crews such as Community Safety Action Teams (CSAT) thereby releasing the required capacity to support the wider scale implementation of this initiative.

3 **PROPOSAL**

- 3.1 A system of simplified 'fire safety checks' has been developed that will enable personnel completing them to assess how compliant premises/responsible persons are with the FSO, offer advice, signpost to guidance and allow group support teams to target where/how often to send an experienced CS Protection officer. This process has been trialled in the Torbay and Plymouth Groups with success and this paper proposes an extension of the process to all areas of the Service for implementation in April 2010. The initiative has (through the Group Commanders (GCs) CS forum) the full support of the GCs and to that end, is being factored into plans for 2010/11.

4 **ADVANTAGES FOR THE ORGANISATION**

- 4.1 Withdrawal of fire safety activities from CS Response crews has been seen as a backward step, but by reintroducing in the format proposed within this paper, numerous benefits will be gained by the community, the organisation as a whole and our partners.
- 4.2 More Response Officers will be visible within the community assessing compliance with the legislation. As well as helping to reduce wider risk in the community this will be reputationally beneficial for DSFRS.
- 4.3 Skill levels of Response staff will be increased and enhanced giving a wider variety of work and greater job satisfaction- this supports issues identified within the staff survey.

- 4.4 Fire fighter safety will be improved as an increased knowledge of station grounds' inherent risks will become evident. This will also link to 7(2)(d) and operational risk inspections and an enhanced knowledge of building construction, fire spread and the value of fire protection systems in buildings will be developed and will support underpinning knowledge and skills.
- 4.5 The training and exposure to fire protection will assist with the recognition of dangerous conditions to occupants enabling earlier interventions by fire safety enforcement officers.
- 4.6 Group Support Teams will be able to target their fire protection activities to those premises that have been identified by the fire safety check as being non compliant, ensuring more efficient use of fully qualified fire safety officers.
- 4.7 Fire safety checks will give an insight into the work of fire protection within the Service and a deeper appreciation of what is expected should they wish to join a Group Support Team on development or promotion.

5 **SUMMARY OF PROCESS**

- 5.1 The fire safety check process consists of a pro forma for the inspector to work through as they are assessing the building. There are 18 questions and a judgement is made as to whether the area being checked is broadly compliant, partially compliant or non compliant. A score is assigned that is weighted dependant on the risk importance, for example, a non compliant fire warning system carries more points than if the fire fighting equipment is not being maintained. The points are then added up and the resultant action determined.
- 5.2 Possible actions arising out of the fire safety checks are:
- Broadly compliant letter;
 - Non compliant letter with an appendix setting out the areas that need attention;
 - Non compliant letter with an appendix setting out the areas that need attention and an indication that the premises are being referred to the Group Support team - should the higher levels of expertise/experience be needed.
- 5.3 Warrants – The FSO requires that, on request, an inspector must produce a warrant stating that they have the authority to visit the premises under this legislation. The Services' Legal Advisor, Mr David Stotesbury, has been consulted and has provided a model warrant for the type of work that is being undertaken.
- 5.4 All of the above is detailed in a guidance document that has been produced for the trials and is currently being converted to a policy document.

6 **CONSIDERATIONS FOR IMPLEMENTATION**

6.1 Training/development

There will be a training need (that is already being addressed in some Areas) due to the fact that minimal fire protection work has been carried out by response crews for a considerable period of time. A training package has been produced and options for delivery are available to Groups.

6.2 Quality Assurance

To ensure quality assurance and consistency of delivery, it is proposed within the process that the first few fire safety checks completed by watches should be accompanied by an experienced fire protection officer. This officer would then be in a position to provide feedback to inexperienced inspectors and give coaching, mentoring and confidence for them in the initial stages. Experience has shown that, in the initial stages of these checks, group support teams were being requested to provide guidance and clarification frequently. This is inevitable and the amount of disturbance to fully qualified fire protection officer's reduces as crews become more confident.

6.3 Capacity Planning

Due to the number of premises being visited, it is inevitable (based on pilot outcomes) that group support teams will receive a number of referrals from the checks being carried out (due to poor standards) and will have to visit and conduct a full audit. This will then require a full fire safety audit and more than likely an enforcement notice or possibly a prohibition notice will have to be issued which takes resources away from pre planned work. Although this is unpredictable work, it is targeted at the correct premises, reduces the risk in the area and contributes to the organisational goals and IRMP. As time progresses, it will be easier to predict the referral rate from data and this will assist capacity planning at local level.

6.4 Making the Connections

This proposal will facilitate local delivery of actions contained within the Making the Connections Action Plan.

6.5 Review

The initiative will be reviewed after 12 months via the GC CS forum.

7 **THE FUTURE**

7.1 Although this paper focuses on the use of wholetime response crews for these fire safety checks, there is no reason why it could not be extended to the Community Safety Action Teams (CSATs) or Retained Duty System (RDS) personnel where the wholetime resource is not available.

8 **CONCLUSIONS**

8.1 This proposal meets/supports the expectations of several key Service documents most notably:

- The Chief Fire Officers' organisational improvement 100 day report;
- "Rising to the Challenge" (improving fire service efficiency) report produced by the Audit Commission;
- Fire and Rescue Service National Framework Document 2008-11;
- DSFRS Corporate Plan.

8.2 It is also effective and efficient use of a large staff resource that is sometimes perceived as underutilised. It is recommended that fire safety checks are rolled out across the organisation starting in April 2010, this gives the necessary time for training of staff, although should Groups wish they could start as local training is completed.

9. **RECOMMENDATION**

9.1 That the Service wide implementation of the current pilot scheme of requiring operational crews across the Service to undertake Fire Safety Checks as part of their daily work routines be endorsed.

PETE SMITH
ACFO (SERVICE SUPPORT)



DEVON & SOMERSET FIRE & RESCUE AUTHORITY

REPORT REFERENCE NO.	CSCP/10/2
MEETING	COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE
DATE OF MEETING	29 JANUARY 2010
SUBJECT OF REPORT	UPDATE ON THE IMPLEMENTATION OF THE PARTNERSHIP FRAMEWORK
LEAD OFFICER	ACFO (SERVICE SUPPORT)
RECOMMENDATIONS	That the progress made on the review of the Partnership Framework be noted.
EXECUTIVE SUMMARY	The successful introduction of the Partnership Framework has been supplemented with the commissioning of a full review of the Framework and sampling of one existing partnership and one proposed partnership. I&DeA has been commissioned to carry out both the review and the sampling exercise. The review has now been completed and is being cross matched to the existing Framework. The partnerships for sampling have been identified and approval given by partners for their involvement. Work has commenced to ensure all relevant information is available for the sampling exercise to be meaningful.
RESOURCE IMPLICATIONS	The review requires the involvement of officer time, it is anticipated that this will be one day preparation, one day meeting with I&DeA £9,000 consultancy fee (I&DeA)
EQUALITY IMPACT ASSESSMENT	Not applicable The review and sampling will inform the partnership arrangements the Service undertakes with our communities and are intended to improve community engagement
APPENDICES	None
LIST OF BACKGROUND PAPERS	Partnership Framework

1. **BACKGROUND**

1.1 At the meeting of the Devon and Somerset Fire and Rescue Authority held on 27 May 2009 (Minute DSFRA/106 refers) the Partnership Framework was approved. The Framework was designed to secure sound governance arrangements for partnership working and to ensure that the Service engaged with strategic partnerships that are fit for purpose and able to meet the business objectives within the Corporate and Group Plans. To test the new arrangements, a comprehensive review of the Framework against a nationally recognised model was also approved.

1.2 Given the existing relationship between the Service and the I&DeA through the South West Regional Improvement and Excellence Programme, it was determined that their experience of partnerships and ability to commit to the review made them ideal to complete the review and accordingly, they were commissioned to complete a review of the existing partnership framework and to sample the arrangements.

1.3 Torbay Local Strategic Partnership was selected as an existing partnership where the Service have extensive relationships with a variety of other partners and would therefore provide a good test of the partnership arrangements. To complement this, a proposed partnership with Devon and Cornwall Probation Service in Exeter was identified as being suitable for testing the partnership start up arrangements.

2. **PROGRESS TO DATE**

2.1 The review has been received and evaluated the recommendations will be incorporated into an updated Partnership Framework. This will then be used to carry out the sampling of our partnerships, the results of which will be used to quality assure the framework document and form the basis of guidance for other partnerships that do not have strategic importance to the Service.

2.2 In addition to this work in reviewing our partnership arrangements, the framework is already providing guidance to officers involved in partnerships, allowing them to ensure that the partnership arrangements are in accordance with the Services core values and Corporate Plan.

2.3 Preparations are underway to provide I&DeA with the evidence of the partnership structure for Torbay LSP and our involvement with this partnership. The business case for the proposed partnership with the Probation Service has been prepared and will be submitted to I&DeA in the near future.

2.4 Progress reports will be submitted to the Committee in due course.

3. **RECOMMENDATION**

3.1 That the progress made on the review of the Partnership Framework be noted.

PETE SMITH
ACFO (Support Services)



DEVON & SOMERSET FIRE & RESCUE AUTHORITY

REPORT REFERENCE NO.	CSCPC/10/3
MEETING	COMMUNITY SAFETY AND CORPORATE PLANNING COMMITTEE
DATE OF MEETING	29 JANUARY 2009
SUBJECT OF REPORT	TARGET SETTING FOR DEVON AND SOMERSET FIRE AND RESCUE AUTHORITY CORPORATE PLAN 2010/11 TO 2012/13
LEAD OFFICER	ACFO (SERVICE SUPPORT) and ACFO (SERVICE DELIVERY)
RECOMMENDATIONS	<p>(a) <i>That the options and recommendations for targets contained within this report are considered and;</i></p> <p>(b) <i>That the targets are included in the Devon and Somerset Fire and Rescue Authority Corporate Plan 2010/11 to 2012/13. The Corporate Plan will then be submitted to the Devon and Somerset Fire and Rescue Authority in February 2010 for final approval.</i></p>
EXECUTIVE SUMMARY	<p>A key part of any business plan is the setting of targets to demonstrate the level of ambition the organisation wishes to achieve.</p> <p>As in previous years, it is proposed that this Committee discusses and recommends targets for relevant areas of the Corporate Plan before final endorsement by the full Authority in February. Therefore, this paper sets out recommendations for targets under Goal 1 'To proactively reduce risk, to save life, protect property and the environment from fire and other emergencies'.</p>
RESOURCE IMPLICATIONS	There are no specific financial implications contained within the report.
EQUALITY IMPACT ASSESSMENT	
APPENDICES	None
LIST OF BACKGROUND PAPERS	Devon and Somerset Fire and Rescue Authority Draft Corporate Plan 2010/11 to 2012/13

1. INTRODUCTION

- 1.1 The draft Devon and Somerset Fire and Rescue Authority Corporate Plan 2010/11 to 2012/13 sets out the ambitions for the Authority for the next three years, as expressed through the following Mission and Goals:



- 1.2 A key part of any business plan is the setting of targets to demonstrate the level of ambition the organisation wishes to achieve.
- 1.3 Within the Fire and Rescue Service in previous years there has been the requirement to set targets for the next three years for each of the national Best Value Performance Indicators. However, this requirement no longer exists and therefore there is greater flexibility for the Authority in the setting of targets.
- 1.4 Nationally the former suite of Best Value Performance Indicators has been replaced with the National Indicator Set which consists of 198 performance indicators covering a wide range of areas in the public sector. The recently renewed Local Area Agreements were required to set targets against 35 of the performance indicators in the National Indicator Set. However, all of the 198 indicators will still need to be measured and monitored on a regular basis. Within the set there are 2 specific indicators where the fire and rescue service is the primary source of the data. They are:

NI 33: Arson Incidents. To be measured as

- a) Number of deliberate primary fires per 10,000 population;
- b) Number of deliberate secondary fires per 10,000 population

NI 49: Number of primary fires and related fatalities and non-fatal casualties (excluding precautionary checks). To be measured as

- 1) Total number of primary fires per 100,000 population;
- 2) Total number of fatalities due to primary fires per 100,000 population;
- 3) Total number of non-fatal casualties (excluding precautionary checks) per 100,000 population

- 1.5 The Service monitors many measures under each of its Goals that inform the day to day management of the organisation. These measures are regularly reviewed by the Service Management Board and Service Improvement Group. However, there are also measures that reflect the strategic management and progress of the Service. These measures should enable the Authority to focus on the key strategic issues in each of the Goals. Therefore it is the intention to establish a small but discrete set of corporate measures and targets to assist strategic management. The set of measures is not expected to be fixed indefinitely but may be adjusted over time to provide any necessary change in strategic focus

2. TARGET SETTING FOR GOAL 1

- 2.1 Within the Draft Corporate Plan there are five outcomes that the Service will be able to demonstrate as a high performing organisation. These outcomes are:

- A flexible prevention service is delivered that reduces local community risk
- A flexible protection service is delivered that reduces local community risk
- A response is provided to emergency incidents that meets local response standards and ensures firefighter and community safety
- Community risk is reduced through partnership working and opportunities are explored to deliver other services
- Resources are matched to risk to improve community safety and use of resources

- 2.2 To ensure that the focus is maintained on the most strategic issues it is not proposed to identify and set multiple corporate targets for each of the outcomes listed above. To provide the necessary strategic focus it is proposed to set targets against the following measures:

- Deaths in accidental dwelling fires per 100,000 population
- Casualties at accidental dwelling fires per 100,000 population
- Accidental dwelling fires per 10,000 dwellings
- Fires in non-domestic dwellings per 1,000 premises
- Deliberate primary fires (excluding vehicles) per 10,000 population
- Primary fires per 10,000 population
- % of occasions we meet house fire emergency response standards
- % of occasions we meet road traffic collision emergency response standards
- False alarms per 1,000 non domestic premises
- All malicious false alarms per 1,000 population

Whilst these corporate measures will be aligned with other operational measures to the 5 outcome statements listed above, they will be the key measurements for success towards achieving Goal 1. Each of the measures and associated targets are considered in detail within this report.

2.3 Last year we introduced our Ambition statement that directs our focus towards improving our Service to better protect the public of Devon and Somerset:

“By 2014 Devon and Somerset Fire and Rescue Service (DSFRS) will be established as a modern, flexible and responsive fire and rescue service meeting local, regional and national needs. Our Mission of ‘Acting to Protect and Save’ will be achieved through a service that is adaptable in managing its resources and committed to working in partnership. Local communities will be safer through the provision of prevention, protection and emergency response arrangements that reflect the local community risk. Communities will see this change through targeted prevention and protection activities and a change from traditional response arrangements. Our professional workforce, the backbone of the service, will be responding to the variations in community risk with an increased range of specialist skills and work with greater flexibility to increase support to local communities. By 2014 local communities will be safer and DSFRS will be amongst the highest performing fire and rescue services nationally.”

2.4 If Devon and Somerset Fire and Rescue Service is truly aiming for excellence by 2014, it is felt that where possible, the way most of the corporate targets are expressed should change to reflect DSFRS’s position against national performance.

In general terms it is suggested that, where appropriate, a stepped target should exist that raises our performance to the top 10% of all fire services nationally by the end of March 2014, e.g.:

- 2010/11 = top 25%
- 2011/12 = top 25%
- 2012/13 = top 15%
- 2013/14 = top 10%

2.5 Our performance will also be measured through our contributions to the Local Area Agreement targets, namely:

- In Devon – LAA31 Reduction in human costs, lost output and costs to services resulting from road collisions.
- In Somerset – LAA27 Improving safety on Somerset’s roads (People killed or seriously injured in road traffic accidents)

2.6 When setting targets it is important to consider:

- The priority and importance of delivering a specific issue
- Current performance and success of existing strategies to deliver the outcomes
- Resources available to undertake the activity required to achieve the target
- Benchmarking of current performance against other Fire and Rescue Services
- The possible impact of the current economic situation on performance. No-one can reliably predict what this impact might be and therefore setting targets in this climate provides a significant challenge in itself.

3. CORPORATE TARGETS - FIRES

3.1 Fires can be categorised in several different ways in order to help understand where they are occurring and what action the Service needs to take to prevent and respond to the fire. For the purpose of this report, fires have been broken down into four areas:

- Accidental dwelling fires
- Fires in non domestic premises e.g. shops, hotels, offices etc
- Deliberate fires – some of these will occur in non-domestic premises and homes as well as outdoors, rubbish bins, vehicles etc. This relates to national indicator 33 (see paragraph 1.4 above)
- Primary fires – these are all fires that involve property and include house fires and non-domestic fires as well as vehicle fires. This relates to national indicator 49 (see paragraph 1.4 above).

4. ACCIDENTAL DWELLING FIRES

4.1 There are three key, long standing measures and targets that relate to accidental dwelling fires that represent the real outcomes of performance in delivering this area. They are:

- Deaths in accidental dwelling fires
- Casualties in accidental dwelling fires
- Number of accidental dwelling fires

4.2 The activities to be undertaken to achieve these targets will primarily focus on carrying out Home Fire Safety Visits. In addition to these, we will continue our schools education programme, organise and participate in community action events and undertake seasonal targeted campaigns e.g. the safe use of lights and candles in the Christmas period. To undertake this work we will work with partners and use existing staff.

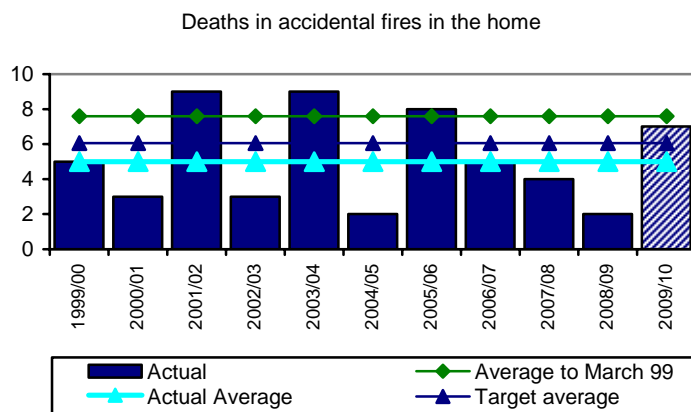
4.3 In 2008/09 the Service introduced new emergency response standards for house fires. These standards were developed through extensive research to ensure that the community is provided with response services based on local community risk. As a result the public will benefit from improved community safety and an increase in effectiveness. Detailed information on the emergency response standards for house fire can be found in section 8 of this report.

The three boxes below suggest targets for each of these three measures.

Deaths in accidental dwelling fires

The current target set is to reduce deaths in accidental dwelling fires by 20% averaged over the eleven years to 31 March 2010 compared to the 5 years to March 1999. This target supports the National target.

Current performance is shown below and demonstrates that the Service is on course to achieve the target. So far in 2009/10 there have been seven fatalities at these types of fires.



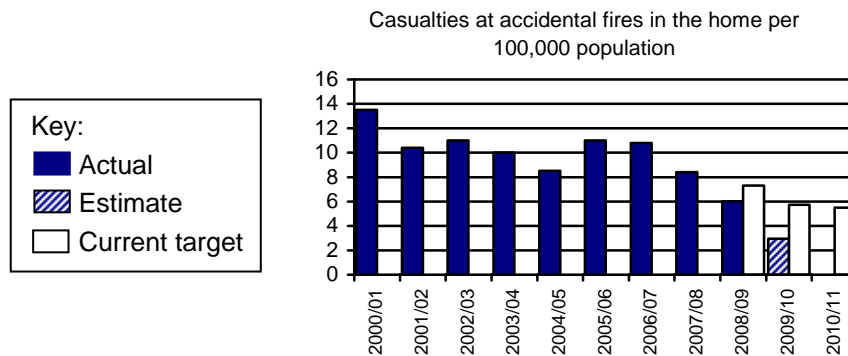
The Service has very sadly experienced a marked rise in the number of fatalities in recent months. Within the region several services within the last couple of years have shown an increase in deaths at accidental dwelling fires.

Numbers of fatalities at accidental dwelling fires are still very low, and when dealing with such small numbers - and also given the fluctuations from year to year - it is recommended to set a target averaged over several years, to give the most accurate picture of performance against this measure.

Recommendation: That the current target is extended to cover the period to March 2014, and would therefore now be “to reduce deaths in accidental dwelling fires by 20% averaged over the eleven years to 31 March 2014 compared to the 5 years to March 2003”.

Casualties in accidental dwelling fires per 100,000 population

The current target set is to reduce casualties at accidental dwelling fires to meet the regional average of 5.5 casualties by 2010/11. Current performance is shown below and demonstrates the Service is well on course to exceed this target with an estimated reduction of 48% by the end of the year if current levels of performance continue. This would mean the target for 2010/11 would be met – and well exceeded – a year early.



When compared to other services in the region and nationally in previous years, Devon & Somerset have had a very high rate of casualties at accidental dwelling fires. The current reduction in numbers of casualties is mirrored both in the region and nationally, and appears to be partly due to the introduction of the new Incident Recording System (IRS) in April 2009. This national system for recording information relating to all incidents attended has slightly different methods of reporting than systems used previously, and also has brought much higher accuracy levels to information recorded within fire services. Such changes mean there is a reduced ability to compare against previous years, which will impact on aiming for a target based on national performance from before IRS was introduced. Working closely with other FRSs in the region, we are still gathering information to ensure consistency of information recorded, and to enable us to continue to compare performance with our peers.

Options:

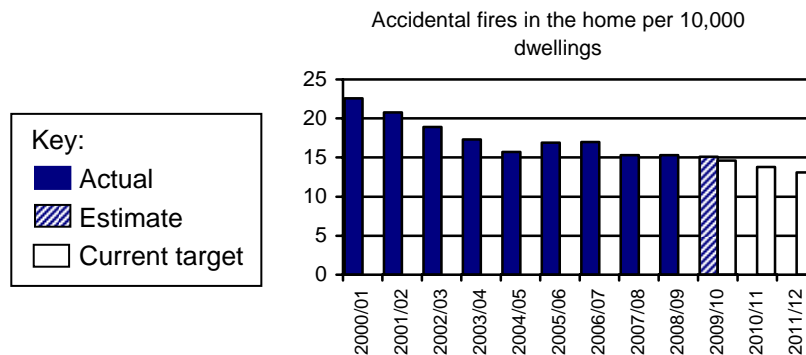
1. To continue with the existing target of reducing casualties at accidental dwelling fires to meet the regional average of 5.5 casualties by 2010/11 now seems meaningless as we have already reduced levels much lower than this rate. However, after the initial settling down period for the new IRS system, and with the current economic downturn, next year's figures may show an increase and therefore to still achieve a rate of 5.5 by 2010/11 could still be a challenge.
2. Re-set the target to raise our performance to:
 - top 25% of FRSs nationally by 2010/11
 - top 25% of FRSs nationally by 2011/12
 - top 15% of FRSs nationally by 2012/13
 - top 10% of FRSs nationally by 2013/14.

Latest available figures (2007/08) show that our performance against this measure puts us in the bottom half of all fire services nationally. In order to reach the top 25% of FRSs nationally by 2010/11 we would need to improve significantly – in fact by approximately 50%. Current performance demonstrates the Service is on course to achieve the necessary reduction by the end of the year. However, if all other FRSs also reduce casualty rates by similar levels, we will not manage to change our national ranking substantially.

It may be more suitable, therefore to aim for the top 50% of FRSs nationally by 2010/11.

Accidental dwelling fires per 10,000 dwellings

The current target set is to reduce accidental dwelling fires by 5% each year up to 2011/12. The Service is currently recording a slight increase for this measure – up by 1% - so we are therefore not well placed to achieve the existing target.



Latest available figures (2008/09) show that our performance against this measure puts us in the bottom half of all fire services nationally. Within the region, we are recording just above the regional average figure. Although we have had a small increase, a couple of services in the region are currently recording decreases in the number of accidental dwelling fires.

Options:

1. The Service could still achieve the current target by the end of the year and therefore the existing target could continue and be extended i.e. reduce by 5% based on the 2009/10 levels each year for the next 3 years. A 5% reduction equates to approximately 55 fires.
2. Re-set the target to raise our performance to:
 - top 25% of FRSs nationally by 2010/11
 - top 25% of FRSs nationally by 2011/12
 - top 15% of FRSs nationally by 2012/13
 - top 10% of FRSs nationally by 2013/14.

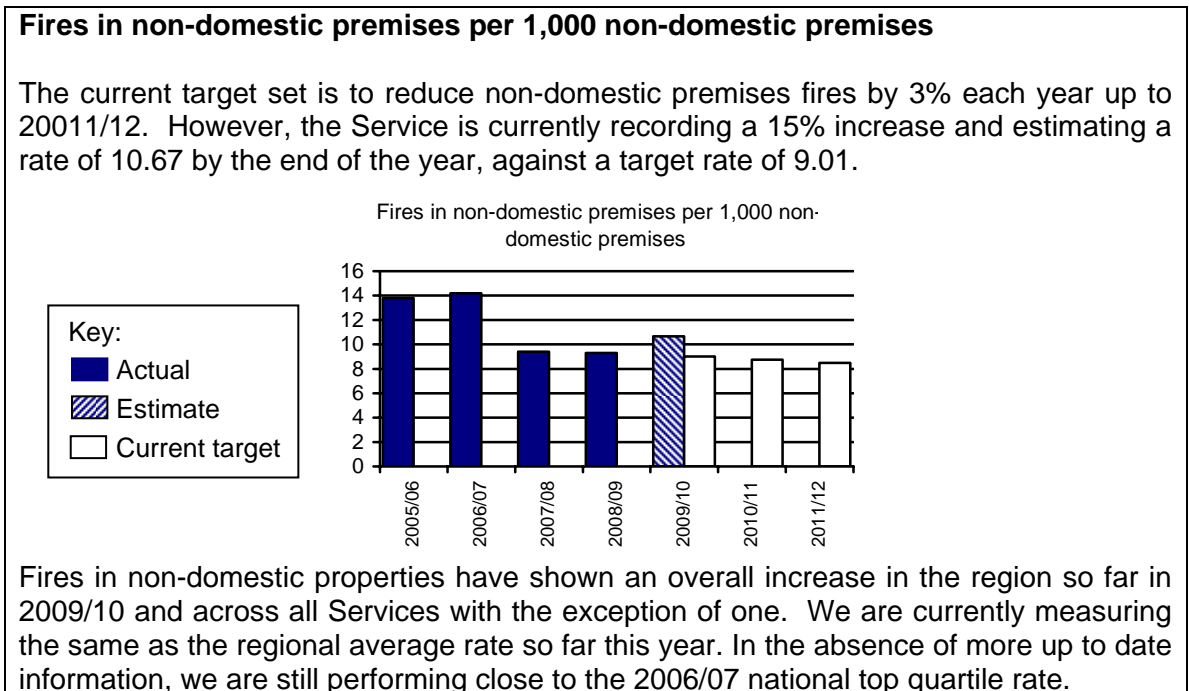
In order to reach the top 25% of FRSs nationally by 2010/11 we would need to improve significantly – in fact by almost 25%, which equates to approximately 240 fires. As we are currently recording a small increase, such an improvement seems very unlikely.

It may be more suitable, therefore to aim for the top 50% of FRSs nationally by 2010/11. This would still be a challenging target, as it would equate to a reduction of approximately 100 fires.

5. FIRES IN NON-DOMESTIC PREMISES

5.1 There is only one key outcome measure for this area which is the number of non-domestic premises fires. In order to reduce these types of fire, the Service is undertaking the following activity:

- Undertake building regulations consultations. The Service is required to comment on and consider planning proposals, for both new builds and changes to existing buildings. This therefore gives the Service the opportunity to influence the provision and implementation of fire safety at the earliest opportunity. Standards have been set internally to deal promptly with this type of work. So far this year approximately 1300 building regulation consultations have been completed.
- Undertake a risk based and targeted fire safety enforcement programme. In general businesses are required to comply with fire safety legislation and therefore the service visits premises to ensure this has taken place. With over 60,000 non-domestic premises within the service area, a risk based targeted approach is taken. So far this year nearly 900 audits have taken place with many resulting in improvement actions required by the business.
- Fire investigation will also be undertaken after fires to identify the causes of fire which in turn can feed back into prevention and protection work.
- Follow up visits to premises with false alarm activations are also undertaken to primarily reduce the re-occurrence of false alarms but also have the benefit of reminding owners of their responsibilities and safe systems of work and therefore reduce the likelihood of a fire.
- Finally, new emergency response standards for other buildings have been developed, and it is proposed that they are subject to the results of a six month trial. Pending the successful evaluation of the pilot and the outcome of this consultation the Authority will be invited to consider formal adoption of the standards.



Options:

1. The existing target could continue, but be reset to reduce non-domestic premises fires by 3% each year for the next 3 years, based on the 2009/10 levels. A 3% reduction equates to approximately 20 fires.
2. Re-set the target to raise our performance to:
 - top 25% of FRSs nationally by 2010/11
 - top 25% of FRSs nationally by 2011/12
 - top 15% of FRSs nationally by 2012/13
 - top 10% of FRSs nationally by 2013/14.

Once more up-to-date national figures are available, it will be possible to see if we are still performing at or near the national top quartile rate for non-domestic premises fires. If it is reasonable to do so, we should aim to be within the top 25% of FRSs nationally by 2010/11.

6. DELIBERATE FIRES

6.1 Targeting the reduction of deliberate fires has been a long standing issue nationally for the Fire and Rescue Service. Over the years it has been measured and monitored in a number of ways and is split by whether it is a primary or secondary fire and whether it involves a vehicle or not. Primary fires are those that involve property or anything of value e.g. building, car or a very large fire e.g. big moorland fire. Secondary fires are much smaller outdoor fires e.g. refuse fires and those involving derelict buildings and vehicles. Therefore, deliberate fires can be measured in the following four categories:

- Deliberate primary fires (excluding vehicles)
- Deliberate primary fires in vehicles
- Deliberate secondary fires (excluding vehicles)
- Deliberate secondary fires in vehicles

6.2 These four measures equate to National Indicator **NI 33: Arson Incidents** as described within the introduction of this report.

6.3 There is a range of activities the Service will undertake in order to continue the reduction in deliberate fires and these include:

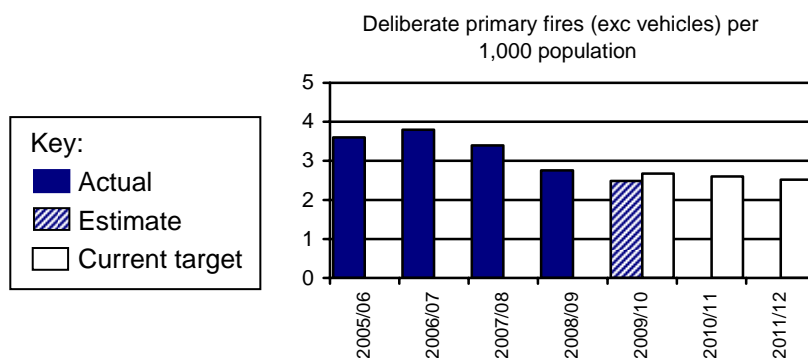
- rigorous fire investigation and working with the police. This will help to ensure convictions are made and will also provide a high profile deterrent to others
- youth intervention schemes will continue which assist significantly in behavioural change
- targeted campaigns raising awareness of preventative measures e.g. rubbish storage, car clear scheme
- working with partners with common aims to reduce Anti Social Behaviour Orders (ASBOs) and criminal damage. Recent research supports this and found a high correlation with certain crimes and the prevalence of house fires.

6.4

As discussed in section 2 above, to ensure that the focus is maintained on the most strategic issues it is not proposed to identify and set multiple corporate targets for each of the outcomes listed above. To provide the necessary strategic focus it is proposed to only set a target against the measures for deliberate primary fires excluding vehicles.

Deliberate primary fires (excluding vehicles) per 10,000 population

The current target set is to reduce deliberate primary fires excluding vehicles by 3% each year up to 2011/12. The Service is currently exceeding this target recording a 16% decrease, estimating a rate of 2.5 by the end of the year, which would also achieve the 3 year target.



Latest available figures (2008/09) show that our performance against this measure puts us just outside the top quartile of all fire services nationally. Within the region, we are performing better than the regional average figure. Working closely with other FRSs in the region, we are still gathering information to ensure consistency of information recorded to ensure there are no inconsistencies arising from the implementation of the incident recording system.

Options:

1. The existing target could continue and be extended i.e. reduce deliberate primary fires excluding vehicles by 3% each year for the next 3 years, based on the 2009/10 levels. A 3% reduction equates to approximately 12 fires.
2. Re-set the target to raise our performance to:
 - top 25% of FRSs nationally by 2010/11
 - top 25% of FRSs nationally by 2011/12
 - top 15% of FRSs nationally by 2012/13
 - top 10% of FRSs nationally by 2013/14.

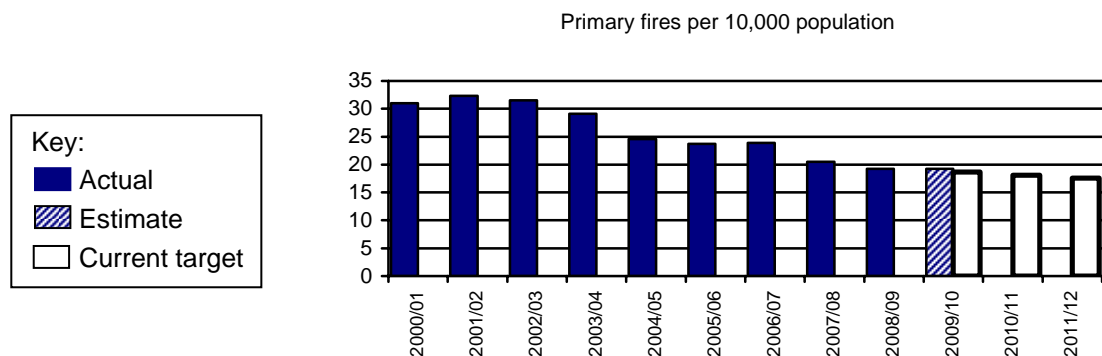
In order to reach the top 25% of FRSs nationally by 2010/11 we would need to improve significantly – by just over 20%, which equates to approximately 90 fires. As we are currently recording a 16% decrease so far this year, it would seem reasonable to set ourselves this challenging target.

7. PRIMARY FIRES

- 7.1 The final area supporting this priority is primary fires. This generally relates to any fire involving property or anything of value. It therefore encompasses some of the targets already discussed such as accidental dwelling fires, non-domestic premises fires and primary deliberate fires. Therefore activities undertaken to reduce and respond to these types of fires will also have an impact on the overall number of primary fires.

Primary fires per 10,000 population

The current target set is to reduce primary fires by 3% each year up to 2010/11. The Service's performance this year has followed almost exactly the same pattern as last year, and is estimated to record a rate of 19.3 by the end of the year, the same as last year.



Latest available figures (2008/09) show that our performance against this measure puts us just into the bottom half of all fire services nationally, performing just below the national average rate. Similarly, within the region we are performing at about the regional average rate. Working closely with other FRSs in the region, we are still gathering information to ensure consistency of information recorded to ensure there are no inconsistencies arising from the implementation of the incident recording system.

Options:

1. The target for this measure is linked to some of the other targets set, but some of the other measures are not mutually exclusive e.g. a fire could be both a non-domestic fire and a deliberate primary fire. The existing target could continue and be extended i.e. reduce primary fires 3% each year for the next 3 years, based on the 2009/10 levels. A 3% reduction equates to approximately 96 fires.
2. Re-set the target to raise our performance to:
 - top 25% of FRSs nationally by 2010/11
 - top 25% of FRSs nationally by 2011/12
 - top 15% of FRSs nationally by 2012/13
 - top 10% of FRSs nationally by 2013/14.

In order to reach the top 25% of FRSs nationally by 2010/11 we would need to improve by approximately 10%, which equates to in the region of 300 fires. As we are currently recording no improvement at all on last year's performance, such an improvement seems unlikely.

It may be more suitable, therefore to aim for the top 50% of FRSs nationally by 2010/11. This would still be a challenging target, as it would equate to a reduction of approximately 100 fires.

7.2 National Indicator 49, the **Number of primary fires and related fatalities and non-fatal casualties (excluding precautionary checks)** as discussed in the introduction has three parts, namely:

- 1) Total number of primary fires per 100,000 population;
- 2) Total number of fatalities due to primary fires per 100,000 population;
- 3) Total number of non-fatal casualties (excluding precautionary checks) per 100,000 population.

7.3 The first part has been discussed above with the view to continue to set a target for it. However, the Authority does not have to set a target against the other two parts. Neither measure has been included as a Local Area Agreement target. With a view to setting a target for fatalities, the small numbers involved have led to setting very long term targets for reductions for accidental dwelling fatalities. Past statistics for the number of fatalities at all primary fires currently range from 5 to 16 per year. Some of these are at accidental dwelling fires, some are deliberate house fires and others are within vehicles, sometimes at road traffic collision. Every fire involving a fatality is fully investigated and any lessons learnt from this are fed back into both prevention and response activity if needed.

7.4 With regards to setting a target for casualties at primary fires, analysis shows that in the last four years 70% of these were at accidental dwelling fires. It is already recommended a target is set for casualties at accidental dwelling fires and therefore by targeting this type of incident this will have the biggest impact on all casualties from fires.

7.5 It is therefore suggested that a target is not set for either of these measures but close monitoring of performance continues to be undertaken.

8. CORPORATE TARGETS – EMERGENCY RESPONSE STANDARDS HOUSE FIRES

8.1 In 2008/09 the Service introduced new emergency response standards for house fires. These standards were developed through extensive research to ensure that the community is provided with response services based on local community risk. As a result the public will benefit from improved community safety and an increase in effectiveness.

8.2 The house fire standards reflect both the proactive and reactive responses needed to improve community safety. The standards were developed from a dwelling fire risk prediction formula constructed from internationally recognised research between the Authority and Exeter University. The proactive work may include the fitting of smoke alarms, home safety visits and the provision of detailed safety information.

8.3 This work resulted in categorising the community into three types of risk area:

Normal risk – property can be reached within the response time and there is not a higher risk of incidence of house fire.

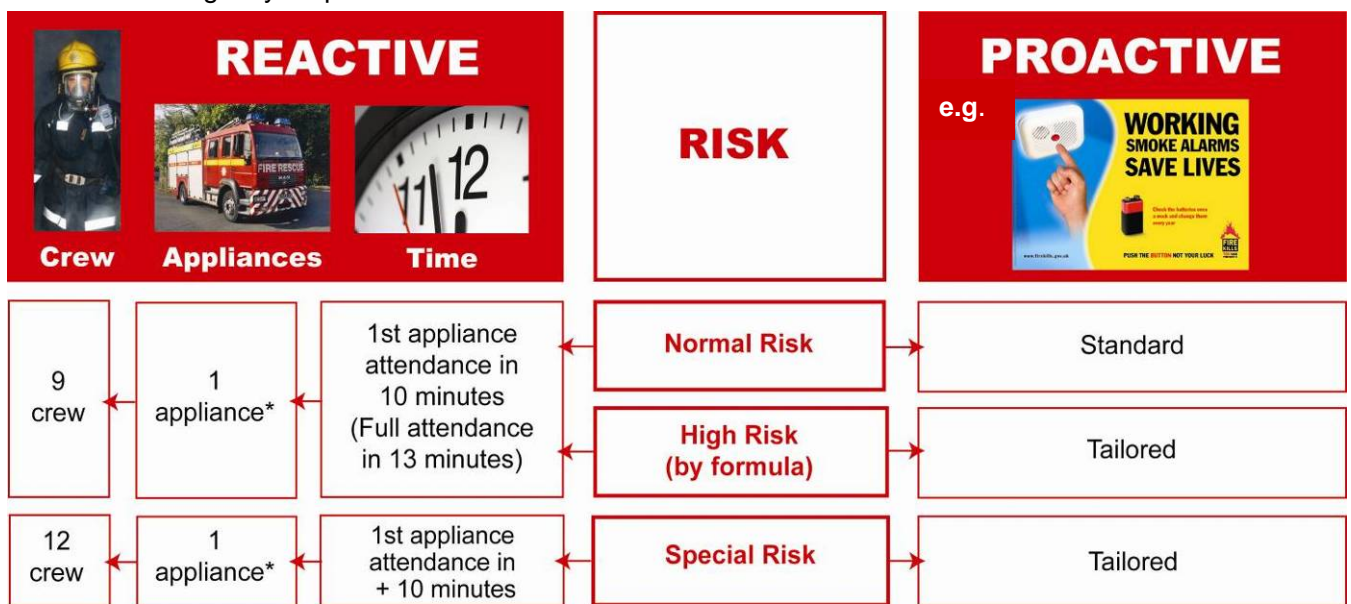
High risk – the formula has identified the area as having a higher risk of incidence of house fire.

Special risk – the property is located outside of the 10 minute attendance time. It is estimated over 80% of the population can be reached within 10 minutes.

8.4 Principals of the standard:

- There is a single response time regardless of whether a house is in a city centre or rural village.
- The first fire appliance will attend in 10 minutes, with all resources arriving within 13 minutes.
- The time should be measured from answering the phone to arrival at the scene.
- A minimum of 9 crew should attend a house fire. Due to current crewing systems these are likely to arrive on two appliances, but this may change in the future.
- If the first appliance arrival is likely to be longer than 10 minutes, then the resources sent should be increased to 12 crew in order to deal with the possibility of a more developed fire.

8.5 The emergency response standards are summarised in the table below.



8.6 *With appropriate equipment attended 600 qualifying incidents. Of these, 435 met the overall standard (72.50%).

Emergency Response Standards	House Fires
% Overall standard met	72.50%
% 1 st attendance in 10 minutes	87.07%
% Achieved (Inside 10 minute area)	70.12%
% Achieved (Outside 10 minute area)	84.69%

Of the 600 qualifying incidents:

- 502 incidents were within the predicted 10 minute zone (Normal and High Risk areas). 352 of these met the standards (70.12%).
- 98 incidents were identified as being outside the 10 minute zone (Special Risk areas). 83 of these achieved the enhanced attendance required (84.69%).

8.7 We are currently in the first year of measuring our performance against the emergency response standards for house fires, and so there is no historical data available to enable us to set targets at this stage.

Recommendations:

Targets for emergency response standards for house fires should be based on current performance, which would then provide the rationale for future changes in order to improve performance.

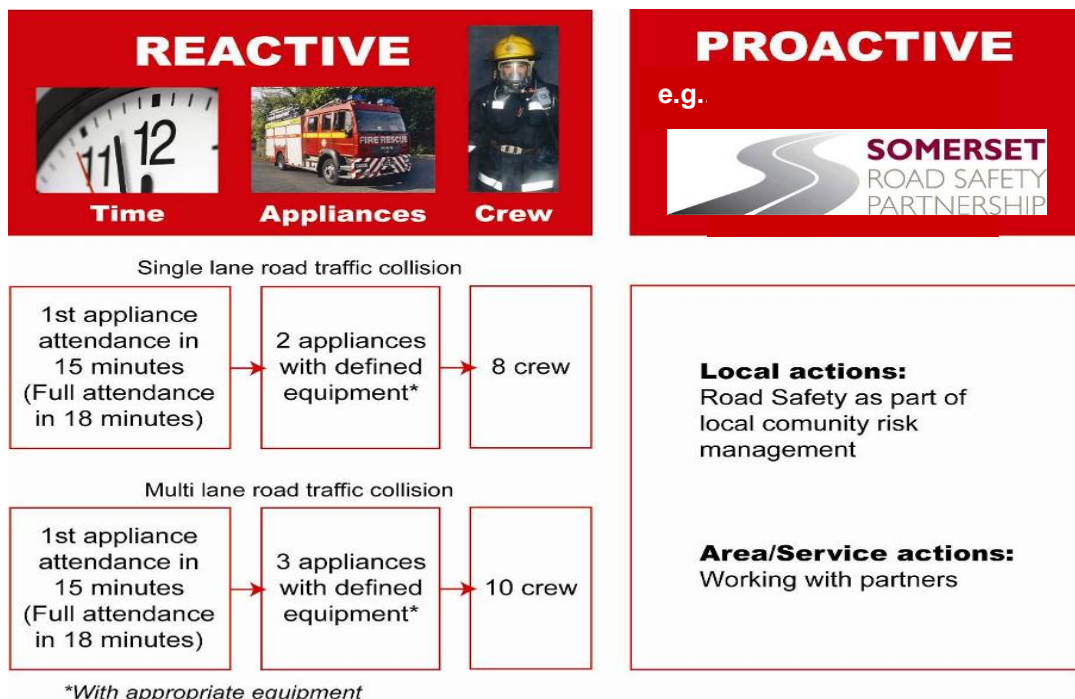
- 1st attendance in 10 minutes – maintain performance for 2010/11 at the level achieved at the out turn of 2009/10
- Achieved (inside 10 minute area) – maintain performance for 2010/11 at the level achieved at the out turn of 2009/10. Performance has been rising over the year
- Achieved (outside 10 minute area) – this should be 100% but is considered a Control based target rather than a reflection of service delivery as it is a measure of what has been mobilised – it is recommended that this should be removed
- Overall standard – this measure incorporates the performance of outside the 10 minute area, so as above – it is recommended that this should be removed.

It is also recommended that a new measure is developed to report on how much of the Service area is within the 10 minute response zone. This measure would provide opportunity to show how the organisation is increasing the amount of community risk located within a 10 minute response zone. Work on developing this target would take place in 2010/11.

9. CORPORATE TARGETS – EMERGENCY RESPONSE STANDARDS ROAD TRAFFIC COLLISIONS

9.1 During 2009 the proposed emergency response standards for road traffic collisions were piloted across DSFRS. The standards were developed following extensive research. The research highlighted the following key issues: the primary method for casualty extrication is the removal of the vehicle’s roof; casualty extrication normally takes between 20 and 40 minutes; the service is often alone at the incident for some time; and a comprehensive range of equipment is utilised. The research also identified that both a proactive and reactive response standard is required for road traffic collisions.

9.2 The pilot was conducted on the following standards:



9.3 During the pilot, information was collected from attending crews immediately following the incident to identify whether the number of personnel attending was sufficient for the incident. The results show that on 96.1% of occasions the level of resources mobilised were appropriate. The proposal was made to adopt the piloted standards for road traffic collisions; these standards have now been adopted.

9.4 Since the beginning of the year, from 1st April 2009 to 31st December 2009, we have attended 439 qualifying incidents. Of these, 274 met the overall standard (62.41%).

Emergency Response Standards	Road Traffic Collisions
% Overall standard met	62.41%
% 1 st attendance in 15 minutes	78.42%
% Achieved (Single Lane)	64.25%
% Achieved (Multi Lane)	43.59%

Of the 439 qualifying incidents:

- 400 incidents were identified as being on a single lane carriageway. 257 of these met the standards (64.25%).
- 39 incidents were identified as being on a multi-lane carriageway. 17 of these achieved the enhanced attendance required (43.59%).

9.5 We are currently in the first year of measuring our performance against the emergency response standards for road traffic collisions, and so there is no historical data available to enable us to set targets at this stage.

Recommendations:

Targets for emergency response standards for road traffic collisions should be based on current performance, which would then provide the rationale for future changes in order to improve performance.

- 1st attendance in 15 minutes – maintain performance for 2010/11 at the average level achieved throughout 2009/10
- Achieved (single lane) – maintain performance for 2010/11 at the average level achieved throughout 2009/10
- Achieved (multi lane) – maintain performance for 2010/11 at the average level achieved throughout 2009/10

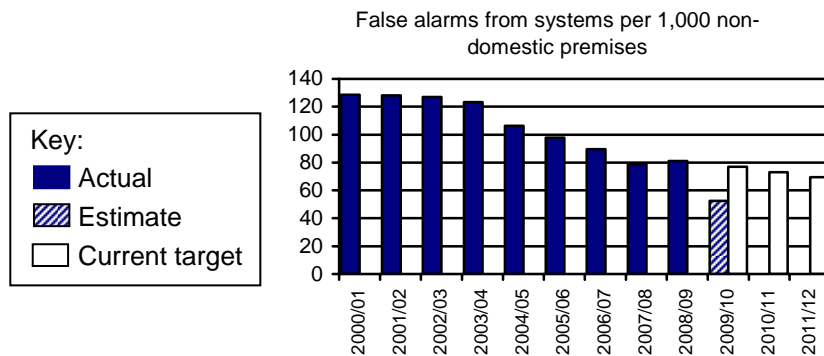
An average of the performance achieved throughout 2009/10 is suggested to be maintained rather than using the 2009/10 out turn figure, as results have fluctuated from month to month since the introduction of these standards.

10. CORPORATE TARGETS – FALSE ALARMS

10.1 For several years it has been acknowledged that responding to false alarms – both those caused by automatic fire detection equipment and malicious alarms - is an inefficient use of resources and undermines the effectiveness of any fire alarm system. Research in the past has also shown that 97% of alarm activations result in no fire. Therefore work has been undertaken both locally and nationally to develop new policies to reduce the occurrence of alarms and our response to them. This involves working with premises that have repeat calls and using enforcement where necessary. In addition to this an element of call filtering is undertaken by the control rooms where appropriate in line with a risk assessment to reduce unnecessary appliance mobilisations.

False alarms caused by automatic fire detection equipment

The current target is to reduce false alarms by 5% per year until 2011/12. Current performance shows a decrease of 35% over the previous year. If this rate of decrease continues to the end of the year it will equate to a reduction of approximately 1,700 false alarms. This is due, in the main, to the introduction of the incident recording system (IRS) as explained below.



In previous years, although this indicator is meant to only measure false alarms from non-domestic premises it also included those from domestic premises as our incident recording systems could not automatically distinguish between them. Devon and Somerset was not unique with this situation. However, since 1st April 2009 when the incident recording system (IRS) was introduced nationally, it has been possible for us to exclude domestic properties from this measure. This will mean that figures for 2009/10 will be more accurate than previously, although they will now not be wholly comparable with previous year's data. We were therefore expecting to see a marked reduction in this measure - which can be shown in the chart above.

When performance is compared to the national picture, the Service consistently records rates better than the national average. Latest available figures show that the organisation is currently just outside the top quartile.

Options:

1. The existing target could continue, but be reset to reduce false alarms by 5% each year for the next 3 years, based on the 2009/10 levels. A 5% reduction equates to approximately 161 alarms.
2. Re-set the target to raise our performance to:
 - top 25% of FRSs nationally by 2010/11

- top 25% of FRSs nationally by 2011/12
- top 15% of FRSs nationally by 2012/13
- top 10% of FRSs nationally by 2013/14.

As latest available figures show that the organisation is currently just outside the top quartile, it would seem we are in a good position to aim for the top 25% of FRSs nationally by 2010/11.

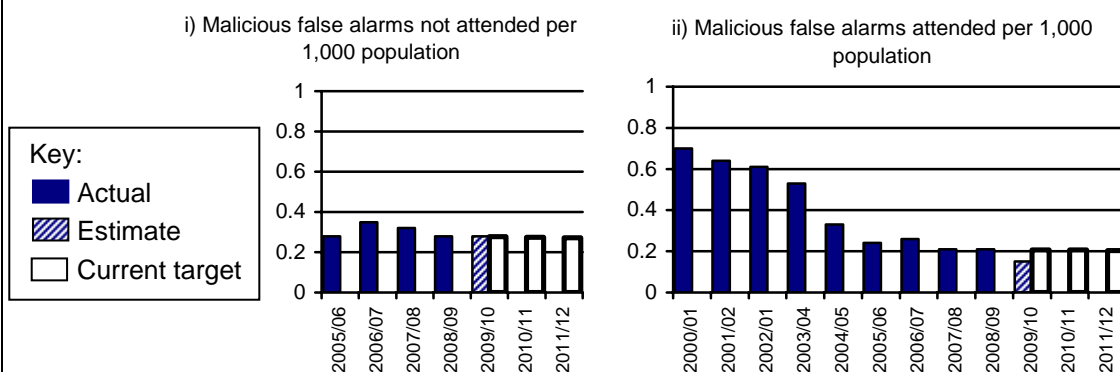
Malicious false alarms per 1,000 population.

The current target is to reduce malicious false alarms by 1% each year until 2011/12. It is monitored in two parts:

- i) Malicious false alarms not attended per 1,000 population
- ii) Malicious false alarms attended per 1,000 population

For part i) there has been an increase of 0.8% so far this year (3 calls) and for part ii) a decrease of 33% (92 calls). Therefore, overall calls received are decreasing, and we are attending a significantly lower proportion of those received.

The charts below show past figures and current targets and are plotted on the same scale. From this it can be seen that we are more likely not to attend a malicious false alarm rather than mobilise an appliance.



Our performance for the number of malicious false alarms attended very low, and we are currently in the top quartile of all FRSs nationally for this measure.

Recommendation:

1. To continue the existing targets of reducing both malicious false alarms not attended and those attended by 1% each year for the next 3 years.
2. Re-set the target to raise our performance to:
 - top 25% of FRSs nationally by 2010/11
 - top 25% of FRSs nationally by 2011/12
 - top 15% of FRSs nationally by 2012/13
 - top 10% of FRSs nationally by 2013/14.

As the Service is currently in the top 25% of FRSs nationally for numbers of malicious false alarms attended, we are in a good position to aim to maintain this level for 2010/11.

To achieve these targets the Service will continue to work to the service policy of call challenge and work closely with telephone providers and the police to follow up offenders of malicious false alarms to seek prosecution where appropriate. In addition to this the schools education programme and youth intervention schemes will assist in reducing the number of malicious false alarms received.

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