

Fire and Rescue Framework for Scotland 2016

March 2016

Introduction and Context

The **Fire and Rescue Framework for Scotland 2016** (‘the Framework’) sets out Scottish Ministers’ expectations of the Scottish Fire and Rescue Service. The Framework provides the SFRS with strategic priorities and objectives, together with guidance on how the delivery of its functions should contribute to the Scottish Government’s purpose.

Legislative basis

The Scottish Fire and Rescue Service (SFRS) was established as a single national organisation by the Police and Fire Reform (Scotland) Act 2012¹ (‘the 2012 Act’) to provide Fire and Rescue Services across Scotland. The 2012 Act also amended the Fire (Scotland) Act 2005² (‘the 2005 Act’) to take account of fire reform and further modernise and update the functions of the SFRS³.

Scottish Ministers have a statutory duty⁴ to prepare a Fire and Rescue Framework for Scotland setting priorities and objectives and providing guidance to the SFRS on the execution of its functions. The SFRS has a statutory duty⁵ to have regard to the Framework when preparing its Strategic Plan which sets out how it will deliver its functions as well as setting out the outcomes which will be used to measure its performance in doing so. The outcome measures set out in the SFRS’s Strategic Plan will be accompanied by specific targets linked to the delivery of the strategic priorities and objectives specified in this Framework.

Strategic Priority 1: Performance Measures

The SFRS must, in discussion with the Scottish Government, specify appropriate performance measures, to support its Strategic Plan, for the delivery of outcomes relating to the strategic priorities and objectives set out in this Framework.

Contribution to the Scottish Government’s Purpose and National Outcomes

The Scottish Government’s purpose is “to focus public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth”. The SFRS has a vital role in securing this priority and is expected to work together with other public services to contribute towards it.

¹ <http://www.legislation.gov.uk/asp/2012/8>

² <http://www.legislation.gov.uk/asp/2005/5>

³ Further functions of SFRS are set out in the Fire (Additional Function) Scotland Order 2005
<http://www.legislation.gov.uk/cy/ssi/2005/342/made>

⁴ Section 40 of the 2005 Act –
<http://www.legislation.gov.uk/asp/2005/5/part/2/chapter/8/crossheading/fire-and-rescue-framework-for-scotland>

⁵ Section 41A of the 2005 Act, as amended by the 2012 Act –
<http://www.legislation.gov.uk/asp/2012/8/section/114>

The SFRS's delivery of the priorities and objectives set out in this Framework will also help to achieve the Scottish Government's purpose by contributing to the delivery of the National Outcomes⁶, including:

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

SFRS purpose

It is no longer the case that the SFRS simply responds to fires when they arise, although that remains a vital element in keeping people safe. Its role has expanded over time and that expansion is reflected in the purpose of the SFRS, which was set as part of the Police and Fire Reform process in 2013:

The main purpose of the Scottish Fire and Rescue Service is to work in partnership with communities and with others in the public, private and third sectors, on prevention, protection and response, to improve the safety and well-being of people throughout Scotland⁷.

The SFRS's purpose embodies the Scottish Government's aspirations for the Service to achieve better outcomes for the people of Scotland. In carrying out its purpose the SFRS should increasingly work with its partners to identify and focus on mitigating risks facing communities, including, but not exclusively, risks from fire, in order to keep communities and citizens safe and promote their well-being.

Embedding the benefits of reform and ensuring continuous improvement

Audit Scotland's 2015 review of Fire Reform⁸ concluded that the Scottish Government and the SFRS managed the merger of the eight fire and rescue services effectively. Audit Scotland also concluded that the performance of the SFRS is improving and that the move from eight local fire and rescue services to a national organisation has enhanced the scrutiny and challenge of the SFRS.

⁶ <http://www.gov.scot/About/Performance/scotPerforms/outcome>

⁷ The Fire and Rescue Framework for Scotland 2013 – <http://www.gov.scot/Resource/0041/00416181.pdf>

⁸ The Scottish Fire and Rescue Service (May 2015), Audit Scotland – http://www.audit-scotland.gov.uk/docs/central/2015/nr_150521_fire_rescue.pdf

The creation of a single national fire and rescue service was merely the start of a journey. The reform process and the improvement in outcomes that it is delivering is on-going. The SFRS has already achieved almost all of what was asked of it as a consequence of Fire Reform, and remains on track to deliver the remaining demands and savings expectations from the reform process. While continuing to embed those achievements in its internal operations, and in how it works with partners, the SFRS needs to continually evolve, adapt and transform in order to keep achieving success.

This on-going reform should build on the four pillars of Christie⁹:

- prioritising **Prevention**, building on the preventative focus of existing fire and rescue activities;
- grounding activity in **Partnership** working, strengthening connections with communities;
- focusing on **People**, ensuring workforce development, health and well-being, and harmonious industrial relations remain priorities; and
- emphasising continuous improvement, with ambitious targets and a robust **Performance** Framework.

The SFRS should increasingly adopt an evidence led approach and explore how it will continue to change what it does; how it operates; how it works with communities and partners in achieving success and in how it will further develop its people to fully engage in making further organisational changes that drive better outcomes for the people and communities of Scotland.

The changing context for the SFRS

All organisations need to continually adapt to their operating context which continually shifts around them, creating new and ever more complex demands on them. The contribution which the SFRS and its legacy Services have made to improving safety across Scotland's communities is clear and stands in testimony to the people who have worked in all of the Services over the years.

This Framework advocates further evolution because the context in which the SFRS operates and the challenges that it faces are continuing to evolve. In particular Scotland is facing changes in our population, our climate and in the expectations the public holds for all public services. The result is that Scotland is facing ever more complex challenges, the consequences of which are having profound impacts at community level.

⁹ <http://www.gov.scot/resource/doc/352649/0118638.pdf>

We are confident that the SFRS will evolve and adapt to meet these challenges and requirements including:

- **Public service reform** – the Scottish Government has placed the joint planning and sharing of resources between public services, coupled with better engagement with communities at the core of public service reform. This includes the Community Empowerment (Scotland) Act 2015¹⁰ together with reforms to Health and Social Care¹¹ and Community Justice¹². The SFRS should continue to work with partners to ensure it continues to contribute to the progress of this agenda.
- **Realising efficiencies and improving productivity** – the current public sector financial climate further reinforces the need to reduce costs by preventing, rather than responding to fires and other emergency incidents. This will in turn call for maximum and sustained effort in generating efficiencies and working collaboratively with others, while maintaining the high standards of delivery, governance and transparency that the SFRS has already achieved.
- **Social and economic inequality** – the Scottish Government has made the reduction of inequality in our society a priority. Much of the operational demand facing the SFRS has its origins in the consequences and impacts of social and economic inequality. In responding to inequality, all public services, including the SFRS, will be expected to work together, share their resources and jointly target services and work with those communities who experience the highest levels of inequality.
- **Scotland's population is changing** – over the next 20 years we will see a significant rise in the proportion of over 65's within the Scottish population and a decline in the proportion of working age adults. This shift will generate new demands within our communities as we seek to keep an ageing population safe and healthy. The change in the population will be accompanied by a sustained shift towards home-based care, away from care in institutional settings. These trends will increase the number of people who are at risk of fire and other forms of preventable harm, such as trips and falls, within the home environment. This will increase the drive for the SFRS to work with partners to focus on prevention to minimise people's exposure to harm.
- **Building community resilience** – as our climate changes, more communities across Scotland will face greater risks from flooding than ever before. Moreover, our evidence indicates that the impact of such events has increased in financial terms as well as in human terms. There is therefore a need for the SFRS to have an increasing focus on building resilience in relation to flood risk as well as other threats, and major and potentially catastrophic events impacting on national infrastructure such as terrorism. A

¹⁰ <http://www.legislation.gov.uk/asp/2015/6/contents/enacted>

¹¹ <http://www.gov.scot/Topics/Health/Policy/Adult-Health-SocialCare-Integration>

¹² <http://www.scottish.parliament.uk/parliamentarybusiness/CurrentCommittees/89548.aspx>

key factor in managing such incidents and in keeping communities safer in general is the resilience of communities themselves. Resilient communities can better withstand risks and the SFRS should work together with other public services to enable and support communities to develop and enhance their own resilience.

Many of these challenges are clearly interlinked. Collectively they present the SFRS with the need to continue with the change programme that began with Fire Reform in 2013. The past three years has largely focussed on the consolidation and integration of the legacy Fire Service organisations and their practices and processes. The next phase of change will focus on genuine transformation and will challenge the SFRS to consider further how it designs and delivers services, how it operates in partnership with other public services and with communities themselves and how it will meet the financial challenges that lie ahead.

The SFRS should also pursue its purpose by adopting new ways of working and embrace new technologies that help keep firefighters and communities safer. In so doing the SFRS will continue to be held in the highest regard by the public communities and by the Scottish Government. Meeting these challenges calls for clear and coherent leadership and action from the SFRS to ensure that it continues to deliver its functions effectively to keep communities safe.

Setting the Strategic Priorities

This Framework sets out Strategic Priorities for the SFRS for the period starting from 2016. These priorities are outcome focused, set within the context of the Scottish Government's purpose, and the on-going need for public sector reform. These priorities form the basis for the narrative of the following chapters of the Framework. Many of these priorities are overarching and are relevant to several aspects of the SFRS's role. The Strategic Priorities for the SFRS are summarised at **Annex A** and appear in greater detail in the following chapters of the Framework.

- **Chapter 1 – Protecting Communities: Risk, Prevention and Response**

This chapter provides context on the current functions of the Service, which includes contributing to improving the safety and well-being of Scotland's communities and the delivery of functions such as; prevention and protection; response and resilience; community planning and partnership working. This chapter also explains how the Framework advocates further change in how the Service operates and the complex challenges that it faces.

- **Chapter 2 – Evolving Role of the Scottish Fire and Rescue Service**

This chapter looks at realising the benefits of fire reform and managing the change from the eight previous Services into a single organisation. The chapter also looks to the future role of the firefighter; modernising emergency response; and how the Service should utilise resources to deliver a more holistic, creative and preventative service to, and with, communities.

- **Chapter 3 – Governance, Accountability and Performance**

This chapter focuses on the SFRS's role as a public body and how it should have systems in place to ensure an effective approach to performance management to support robust scrutiny of the Service at national and local levels. Areas such as Equality and Diversity; Human Rights; Climate Change; Building on our National Digital Public Service Strategy and how the SFRS should aim to be an employer of choice is also covered in this chapter.

Chapter 1: Protecting Communities: Risk, Prevention and Response

Protecting communities

The overriding purpose of the SFRS remains to work in partnership with communities and with others in the public, private and third sectors to improve the safety and well-being of communities.

The SFRS's delivery of its functions is focused on **prevention** (reducing the risk of and changing people's perception and behaviour towards fire and other risk factors within communities), **protection** (mitigating the effects of those risks) and developing a flexible **response** (dealing effectively with different types of incidents in different communities across Scotland).

Underpinning all the work the SFRS undertakes in relation to prevention, protection and response are overarching principles of **managing risk; evidence based decision making; working with others**, and **local flexibility** and this chapter also sets out key priorities for the SFRS in these areas.

Prevention and protection

Keeping communities safe from harm is at the core of the SFRS's work. Fire prevention and protection activity over recent years has been key to reducing the number of fires, casualties and losses in Scotland, thus minimising loss of life and the economic and social impact of fire on communities. In 2014-15 there was an 11% drop in the total number of fires attended by the SFRS – the lowest annual total in the last decade. This focus on prevention, working collaboratively with other partners, must continue in order to deliver improved outcomes for the communities of Scotland.

The SFRS should build on the successes already achieved in community fire safety activity through partnership working, and should take into account the specific and unique risks facing Scotland, including those that are out with the SFRS's direct control. It must also ensure that there are clear processes and systems for working with partners to identify the most vulnerable communities, and most vulnerable individuals within communities, to target activity where it is most needed and to make an effective contribution to tackling inequalities.

The SFRS should continue to fulfil its statutory duty to promote fire safety, including providing advice, information, publicity and encouragement to prevent fires and death or injury from fires. In doing so, the SFRS should work with partners to ensure properly integrated public safety campaigns for raising awareness of fire safety and other relevant areas of activity, thereby maximising the effectiveness and targeting of the campaigns.

The SFRS also has a role in enforcing fire safety legislation in the majority of the non-domestic sector, including carrying out fire safety audits of premises, providing advice and carrying out enforcement action when necessary. These fire safety enforcement activities should be informed by risk and thus targeted at those premises where the risk to life is greatest.

The aim of enforcement is to offer support and check that employers and other duty holders are ensuring the safety of persons in the event of fire. Whilst the main focus of fire safety promotion is rightly targeted on activity to prevent dwelling fires and related casualties; work enabling duty holders to comply with fire safety legislation, along with enforcement, is also important and the SFRS should undertake promotion and education activities targeted at the non-domestic sector. By reducing the number, or severity, of fires in business premises the SFRS can contribute to the Scottish Government priority of growing the economy.

Strategic Priority 2: Safety, Well-being and Prevention

The SFRS should fully contribute to improving the safety and well-being of Scotland's communities and embed a prevention focus within the Service. It should ensure that there is a clear process for working with partners to identify the risks faced by communities and individuals so that the SFRS can target activity where it can most effectively contribute to addressing inequalities within and between communities.

Responding to incidents

Providing an effective emergency response to fires and other incidents is central to the purpose of the SFRS. An increasing focus on prevention and risk reduction does not change the need for the SFRS to ensure that it has the necessary resources able to respond appropriately to fires and other emergencies across Scotland.

The SFRS has a statutory duty, under the 2005 Act¹³, to make provisions in relation to fire fighting and a range of other emergencies including road traffic accidents, flooding, search and rescue, chemical, biological, radiological and nuclear incidents, as well as having the power to respond to other incidents at its discretion. The SFRS should plan its operational response to these incidents in a way which reflects national and local risk across Scotland and in doing so ensure that its arrangements for operational command are designed in the most efficient way. As part of this operational response, the SFRS must continue to make sure that specialist equipment, resources and skills will be made available where and when they are needed across Scotland.

The SFRS should continue to ensure that it has a robust IT system in place to accurately determine the availability of its appliances, retained and whole-time workforce, and other resources at all times. It is important that live information to Operations Control on whether an appliance is available or not prior to selection for mobilisation, is maintained. The SFRS should compile and maintain data on the availability/turn out of its appliances in order to inform evidence based decision making. Consideration should also be given as to whether this data should be captured within the organisational statistics which are published annually by the SFRS.

¹³ [And under the Fire \(Additional Function\) Scotland Order 2005 Order](#)

The SFRS will continue to play a key role in the wider resilience agenda. The Civil Contingencies Act 2004¹⁴ requires the SFRS to work with the Government as well as other emergency services and responders in producing comprehensive plans for major and catastrophic incidents. This close partnership working is particularly important in planning for and responding to widespread threats and incidents involving, for example, environmental disasters and terrorism, as well as protecting critical infrastructure assets. The role of the SFRS within this is especially important in maintaining people's safety, rescuing them from harm and containing damage to Scotland's economic infrastructure. The SFRS will ensure that it continues to deliver these responsibilities to a high standard in order to enhance Scotland's resilience and ensure communities are protected.

Strategic Priority 3: Response and Resilience

The SFRS should work with other public service partners to evolve a holistic and dynamic process of identification, evaluation and assessment of community risk and Best Value in order to prioritise and target its use of resources to ensure an appropriate response to incidents across Scotland and support improved outcomes for communities. As part of this approach, the SFRS should promote optimal command, control, communication and tri-service co-operation in response to incidents.

Managing risk

The SFRS has a statutory duty to reduce the risks to our communities; assessing and managing risks with and on behalf of communities is at the core of what the SFRS does.

One of the major challenges facing the SFRS is managing the constantly changing risk profiles due to changes in our society, our built environment and our climate. The national approach to risk management should be to prioritise and target resources based on an on-going process of identification and evaluation of community risk and assessment of Best Value. This strategic management of risk will enable a consistent approach to achieving an optimal balance between prevention and response and should inform all the operational policies and decisions of the SFRS.

The continued evolution of public services in Scotland mean that how the SFRS is structured – for example, where its people, appliances and buildings are configured and located – needs to be kept under review to ensure it remains 'fit for purpose' now and into the future. The SFRS should make effective use of its risk assessments and other relevant data to inform the strategic distribution of all personnel, premises and equipment in order to ensure that the people and resources required to attend incidents are in the optimum locations to deploy to incidents

¹⁴ <http://www.legislation.gov.uk/ukpga/2004/36/contents>

across Scotland in anticipation of identified risks. Having an appropriate organisational design that is capable of responding to future demands as well as current priorities will be fundamentally important in ensuring that the Service is capable of continuing to meet its purpose and deliver its outcomes, objectives and goals.

The SFRS should also maintain close links with other agencies to ensure that analysis of its own and partner organisations' intelligence informs local and national risk management and responders are provided with appropriate, relevant and timely risk information and support. Risk information should be effectively managed and coordinated through all community partners including voluntary organisations, encouraging appropriate information/data sharing and joint analytical work in order to ensure community and firefighter safety.

Assessment of information on communities and individuals most at risk will also enable the SFRS to allocate community safety engagement resources where they are most needed. This will inform not only national awareness campaigns, but also the locations and/or target audience for local safety awareness activities. The principles of risk management should also be used to ensure that the SFRS's programme of home visits is specifically targeted at individuals who are at the most risk of fire in their homes. Similarly the SFRS enforcement activity should be informed by risk and targeted at those premises where risk to life is greatest.

Strategic Priority 4: Response and Resilience

The SFRS should support effective multi-agency emergency planning and response including contributing fully to the work of Regional Resilience Partnerships in assessing risk, preparing and planning for, responding to and recovering from major and catastrophic incidents and threats. When working with other emergency responders, the SFRS should play a key role in building community resilience and protecting both Scottish and UK critical infrastructure assets.

Evidence based decision making

The collection, production and analysis of data is vital to identify and assess risks and to improve safety, efficiency and performance. The SFRS should make use of intelligence from a range of sources to inform its own policies, to facilitate evidence based decision making, and to assist planning, evaluation and reporting of activity, both at a national level and of local activity.

The SFRS should ensure that data captured, including comprehensive incident data, is consistent and quality assured. As the SFRS now has responsibility for producing national fire statistics for Scotland it should work towards securing 'National Statistics' accreditation from the UK Statistics Authority.

The findings from fire investigations should continue to be used to enhance community and firefighter safety, to influence community safety engagement initiatives, fire safety enforcement strategies and to engage in criminal justice

processes where required. The collection and analysis of fire safety enforcement audit data should be used by the SFRS to gauge fire safety legislation compliance and inform robust fire safety enforcement policies.

Barriers to information and data sharing can be an obstacle to collaborative working and the SFRS should continue to work with partners to foster a common-sense approach to inter-agency data and information sharing, address any inconsistency in practice and actively seek to remove barriers to joint working and information sharing.

The SFRS should evaluate the effectiveness of its national and local policies, its community safety engagement and its fire safety enforcement strategies on an on-going basis, identifying where improvements and efficiencies might be made, and taking action to achieve this. The SFRS should also have in place its own process for considering operational intelligence from external sources, including relevant research, reports and examples of best practice from other Fire and Rescue Services. This intelligence should be utilised when developing the SFRS's own operational policies and procedures.

The SFRS should give priority to consideration of the findings and recommendations of the reports of Her Majesty's Fire Service Inspectorate (HMFSI) in accordance with Section 43E of the 2005 Act, and respond according to existing protocols.

Working with others

The establishment, maintenance and development of engagement with partners including local authorities, emergency responders, other community planning agencies, voluntary organisations and businesses is key to the successful delivery of the SFRS's objectives and priorities.

Public service reform is founded on the benefits of working collaboratively, across organisational boundaries, towards shared outcomes to ensure that services are shaped around the needs and demands of individuals and communities – with a clear focus on prevention and early intervention. The SFRS has a statutory duty to work with others to participate in the community planning process under section 16 of the Local Government in Scotland Act 2003¹⁵ (as amended by the 2012 Act). The SFRS also has a statutory duty to work with partners to prepare for and respond to and recover from emergencies under the Civil Contingencies Act 2004¹⁶ and associated regulations. The SFRS is listed as a public authority in relation to the Community Empowerment Act 2015¹⁷ and as such, will play its part in improving outcomes for communities by enhancing the process of community planning and ensuring that local service providers work together even more closely with communities to meet the needs of the people who use its services.

Partnership working towards shared outcomes can help drive down risks in the community, and tackle inequality by focusing on the vulnerable and most at risk, thus improving the outcomes for the communities of Scotland. The SFRS should

¹⁵ <http://www.legislation.gov.uk/asp/2003/1/section/16>

¹⁶ <http://www.legislation.gov.uk/ukpga/2004/36/contents>

¹⁷ <http://www.legislation.gov.uk/asp/2015/6/contents/enacted>

continue to build on the strong links it has developed with its partners in order to identify and tackle national and local risk-based priorities. The SFRS should also continue its collaborative work, including its participation in and contribution to the Scottish Government's Building Safer Communities¹⁸ initiative – which is focused on reducing unintentional physical and psychological harm that could have been predicted or prevented. The SFRS should continue to investigate options for sharing premises, assets and services with partners, including Police Scotland and the Scottish Ambulance Service where it could help protect public service provision within a community or contribute to better local or national outcomes.

The SFRS should also seek to develop a shared understanding with both local and national partners of their relative roles, responsibilities and capabilities, to ensure that when emergencies do occur, they are responded to and concluded as effectively and efficiently as possible, and in an interoperable manner. Community Planning arrangements and local scrutiny Boards should be seen as the forum for such discussions and the process should ensure that decisions are informed by local engagement.

Strategic Priority 5: Partnership

Community planning and partnership working with other services and communities should be embedded throughout the SFRS. Building on its existing Engagement Strategy, the SFRS should proactively seek collaborative opportunities and innovative ways of working in partnership with other blue light services/key stakeholders to improve outcomes for communities and should ensure effective stakeholder engagement in its approach to all its work including partnership working.

Local flexibility

Whilst the SFRS is a national service, its delivery model must be flexible to reflect the differing needs of local communities.

The SFRS is under a statutory duty to ensure effective arrangements for Fire and Rescue Services in all 32 of Scotland's local authority areas, and in accordance with the 2012 Act, must produce a local fire and rescue plan for each local authority area. These local plans should present profiles which reflect the risks to the specific local authority area, as well as setting out local solutions to local issues and detail local activity.

Close engagement with local communities remains fundamental to service improvements in responding effectively to incidents, integrating risk management processes, building resilience, or enhancing prevention and protection activities. The

¹⁸ <http://www.safercommunitiesscotland.org/knowledge-hub/briefing-papers/bp18-project-a-bsc-programme.pdf>

SFRS must be transparent and accountable to communities for the services it delivers.

The SFRS should continue to maintain and develop good working relationships with the Convention of Scottish Local Authorities (COSLA) and all 32 local authorities in order to achieve better integration with community planning partnerships. This should build on the important role already played by Local Senior Officers in developing local plans and engaging with Local Scrutiny Committees to help ensure delivery of services which meet the needs of local people, and underpin more meaningful engagement with community issues.

Chapter 2: Evolving Role of the Scottish Fire and Rescue Service

Improving Scotland's public services

The Scottish Government is pursuing a comprehensive and transformative programme of reform to protect and improve public services. Services must be consistently well designed, based on the best available evidence and delivered by the right people to the right people at the right time. The SFRS is an integral part of the public sector landscape and the move to a single, national organisation in 2013 provided the opportunity to establish a greater synergy between the SFRS and an integrated public sector model of delivery.

As well as its traditional roles of tackling fires and responding to other major incidents – such as flooding and road traffic accidents – the SFRS also has a role in promoting the wider safety and well-being of communities in Scotland. The SFRS's capability and expertise has contributed to a significant and sustained reduction in the incidence of fires in Scotland and their severity in terms of deaths and injuries and that success has meant there is capacity for the role of the Service to change because the number of fire related incidences has declined. The capacity and the skills of the SFRS will be increasingly used to improve outcomes by promoting the broader safety and well-being of individuals and communities, as well as continuing to improve fire safety and promote fire prevention.

The SFRS is already utilising its capacity to deliver positive outcomes in areas not traditionally associated with the role of a firefighter. For example, the Service is delivering on its eight commitments within the Scottish Government's strategy on Out-of-Hospital Cardiac Arrest (OHCA). This strategy, which has been jointly produced by a broad coalition of stakeholders, sets out our commitment to improve outcomes after OHCA and an ambition that by 2020 Scotland will be an international leader in the management of OHCA. A pilot exercise is underway on a limited geographical basis, with the support of the Fire Brigades Union (FBU) and this will inform future work in this area.

Advances in technology mean that new and innovative solutions are being developed which greatly improve firefighting and rescue operations and help the whole Service pursue improved levels of efficiency and productivity. The SFRS should explore, and where feasible introduce new technology, that improves firefighter and public safety. This might include greater use of fire suppression systems, where the SFRS could work with communities to widen the appropriate installation of such systems.

Driving improvement and realising the benefits of fire reform

Strategic Priority 6: Service Transformation

The SFRS should continue to ensure that the benefits of Fire Reform are fully realised, evidenced and tracked, and it should explore through Service redesign new and innovative ways in which it can improve the safety and well-being of communities throughout Scotland by building on the traditional roles carried out by the Service.

The SFRS 'Transformation Programme', which was set up to manage the change from the eight previous services into a single organisation, was the driver for the SFRS to realise and maintain the benefits of Fire Reform. Some projects include efficiency initiatives to be taken forward up to 2020 and it is essential that the SFRS maintains momentum on those projects which have yet to be delivered. This includes the transition to future governance arrangements, the application of lessons learned and the continued realisation of benefits.

The principles and methodologies adopted by the 'Transformation Programme' should be utilised in setting the approach and standards for the SFRS to manage its on-going business and continuous improvement programme. Future business planning should continue to place emphasis on benefits realisation and consideration of whether it should become the rationale for investment or policy direction rather than just a dimension of a project.

The future role of the firefighter: optimum use of capacity

The success of the SFRS in delivering its traditional operational activity – for example, the total number of fires attended by the SFRS in 2014-15 was the lowest in a decade – provides an opportunity to explore where the SFRS can add further value to the broader public service outcomes that we are working to deliver across Scotland.

One of the SFRS's key attributes is that it has unique and well-established resources across the whole of Scotland. The SFRS should ensure that these resources are utilised effectively to deliver a more holistic, creative and preventative set of services to and with communities. Assets such as Community Fire Stations should be used by the SFRS and other public services as locations where the development of community skills (Cardiopulmonary resuscitation (CPR) training for example) and capacities can be supported in order to help those communities become more resilient and self-supporting in future. There are already some good examples of such work at a local level and the SFRS should explore with local partners, including those in the third sector, how its asset base could appropriately be utilised in support of better local outcomes.

The SFRS should be innovative in its thinking and should consider new approaches to improving the safety of communities and should work closely with individuals and communities to understand their needs, maximise talents and resources, support

self-reliance and build resilience. When considering how the role of the firefighter could evolve, the SFRS should maintain effective relationships with trade unions and a partnership approach with employees, negotiating bodies and the Scottish Government.

The SFRS should adopt an outcomes based approach when formulating proposals on the future role of the firefighter and should place particular emphasis on following the Christie principles of reform.

The SFRS should work with other public services to build community capacity to respond to the changing risk profiles of communities, drawing on the good work already underway for traditional safety purposes. It should further explore the support it already offers to local Health and Social Care Partners in addressing wider home safety issues such as reporting signs of potential physical or financial harm when undertaking home fire safety visits.

By focussing capacity, planning and the deployment of local resources and assets with partners, the Service can make a contribution to agendas such as the prevention of slips, trips and falls among vulnerable people in their own home – reducing both the burden on the NHS and incidences of unintentional harm. The reform agenda recognises the importance of working across boundaries to ensure there are no barriers between bodies that prevent more effective delivery of services to communities and the SFRS needs to work with partners in a constructive manner to achieve this.

The SFRS should also give consideration to integrating emergency response provision, including medical response, in a holistic way taking into account the broader aims and aspirations of the Scottish Government to integrate public service provision. As mentioned above the Service is already carrying out positive work in this regard and the changing role of the firefighter is exemplified by the commitment made by the SFRS to contribute to the delivery of the Scottish Government's strategy on OHCA by running four trials where the Service responds to cardiac arrest incidents in conjunction with the Scottish Ambulance Service.

The primary aims of the OHCA strategy, launched in 2015, are:

- to increase survival rates after OHCA by 10% across the country within five years; and
- to equip an additional 500,000 people with CPR skills by 2020.

The SFRS should evaluate the effectiveness of its contribution in this area with a view to identifying scope for wider implementation across Scotland. The SFRS should examine its own role in emergency response generally and determine whether this could be widened further in conjunction with supporting partner organisations such as Scottish Ambulance Service and Police Scotland.

Modernising emergency response

Strategic Priority 7: Modernising Response

The SFRS should develop and implement dynamic, innovative and sustainable operating systems throughout Scotland which are fit for purpose and meet local needs (covering both the Retained Duty System and whole-time firefighter work patterns).

The SFRS should ensure that future arrangements for responding to fires and other emergencies in terms of the siting of fire stations, the resources located within those stations and the crewing models at these stations are tailored to local risk and fit for purpose for the communities which it serves.

The SFRS should ensure it is operating crewing systems for firefighters that are flexible, cost effective and reflect local risk profiles and demand patterns. This should allow the Service to maximise efficiency in terms of how it deploys its resources to fully meet the different needs of communities across Scotland. These such systems must have firefighter and community safety at its core.

The SFRS should ensure that the current Retained Duty System (RDS) is on a stable and standardised platform in preparation for any future modifications to service delivery which emerge from the RDS Future Options Project. The recruitment and retention of volunteer and retained firefighters remains a significant challenge in some parts of Scotland and the SFRS should set out detailed plans about how it proposes to resolve relevant issues, including training, for the retained and volunteer Service. As part of this process, the SFRS should consider whether training for RDS and volunteer firefighters should be tailored to local risk and geography.

Changes to the way people live and work have been happening for some time; many more people now commute considerable distances from their homes to work, and many young people move from the communities they grew up in to find work in our cities. This presents a major challenge in the recruitment of RDS firefighters, and could also present a potential obstacle in the recruitment of younger whole-time firefighters. The SFRS should continue to develop its approach to recruitment to take account of this, and take steps to address these challenges working with employers and other stakeholders to promote the value to employers of releasing employees for RDS duties.

Any changes to the retained or volunteer services, including proposals to adopt alternative operating systems, should be progressed in conjunction with the communities which they impact. The approach should meet the requirements of the SFRS 'Engagement Framework', the National Standards for Community Engagement¹⁹ and the Community Empowerment (Scotland) Act 2015²⁰ and deliver real opportunities to the communities of Scotland.

¹⁹ <http://www.scdc.org.uk/what/national-standards/>

Telecommunications systems: current and future use

The ability to mobilise and communicate with resources effectively, in even the most remote areas of Scotland, is vital to keeping communities and firefighters safe from harm. Effective communications systems also allow firefighters dealing with an incident to call for additional support if needed.

The SFRS, in common with Fire Rescue Services in England and Wales, currently use the Firelink system (provided by Airwave). Police and Ambulance Services in Scotland, England and Wales also use Airwave systems, meaning that the three emergency Services can communicate easily with each other via radio.

Firelink is provided via a GB-wide contract between the UK Government (who act as agents for the Scottish Ministers in relation to Scotland) and Airwave. Although mainly managed at a GB level, it is vital that the SFRS has the appropriate skills, knowledge and relationships with Firelink Management Team and Airwave to ensure that Scotland-specific issues can be identified, managed and resolved without negatively impacting on Firelink and, therefore, the ability to mobilise appliances. The SFRS should continue to look to use Firelink in the most efficient way – both in terms of use of the network and in terms of mobilising appliances.

As the Firelink contract ends towards the end of this decade, along with other Airwave contracts, work is already underway to procure and implement future communications capacity through a GB-wide programme – the Emergency Services Mobile Communications Programme (ESMCP) – led by the Home Office. During the mobilisation and transition phases of the programme it is vital that the SFRS is fully engaged in the work that is on-going to understand how the new system will operate and is involved in the work necessary to implement the solution within the fire Service (e.g. control rooms, vehicle installations and training) to ensure it is used to best effect.

Unwanted Fire Alarm Signals

Strategic Priority 8: Unwanted Fire Alarm Signals

The SFRS should develop a process for recording the number of blue light journeys made in response to unwanted fire alarm signals (UFAS). The SFRS should also take steps to reduce the overall number of blue light vehicle journeys made in response to UFAS – including identifying the main sources of false alarms, and taking all reasonable and practical steps to reduce their incidence.

Responding to automatic fire alarms which turn out to be ‘false’ alarms (UFAS) incurs significant costs, both for the SFRS and building occupiers. In 2014-15 UFAS accounted for 58% of all incidents attended by the SFRS – more than all other incident types.

²⁰ <http://www.legislation.gov.uk/asp/2015/6/contents/enacted>

Automatic Fire Alarm (AFA) systems offer potential benefits providing an early alarm of fire, but this needs to be balanced against the low probability that an AFA call is an actual emergency incident, and the risks and costs associated with responding. Emergency response under blue lights and sirens can heighten the risk to firefighter and public safety due to the increased likelihood of vehicle accidents occurring.

A report by HMFSI in 2015 noted the Service's ambitions to reduce the number of false alarms in Scotland, but that the rate of UFAS has been broadly constant in recent years. The SFRS will have to work in partnership with those who use, manage, install and maintain automatic fire systems to drive down the number of UFAS. While some of the responsibility for UFAS lies with building owners and occupiers, there is a clear role for the SFRS, in striving for continuous improvement, to reassess its approach to reducing UFAS and associated blue light vehicle journeys.

A marked reduction in UFAS could release significant resources to deploy on more productive and beneficial tasks, including the broader range of prevention and fire safety work noted in Chapter One, and the more innovative intervention work, such as OHCA, covered earlier in this Chapter.

Chapter 3: Governance, Accountability and Performance

Effective governance, strong accountability and resilient performance are at the heart of good public services and contribute to the achievement of National Outcome 16 – ‘our public services are high quality, continually improving, efficient and responsive to local people’s needs’.

The SFRS must ensure that it meets the requirements of its governance and accountability arrangements and that it effectively monitors and evaluates its performance in delivering the strategic priorities set out in this Framework. A key factor in achieving that delivery will be continued investment in maintaining the health, safety and well-being and improving the capabilities, capacity and performance of its workforce.

Managing performance

Strategic Priority 9: Effective Governance and Performance

The SFRS should ensure it has an effective approach to performance management to support robust scrutiny of the Service at national and local levels – this approach should be regularly reviewed and evaluated in pursuit of continuous improvement. It should also collect, produce and analyse data and other intelligence to promote the safety and well-being of communities, support operational efficiency and performance improvements (including its partnership contributions) and enable effective public reporting of performance.

Good service performance and effective accountability is reliant on the ability to demonstrate the delivery of continuous improvement through comprehensive, timely performance reporting arrangements and a robust approach to analysis and evaluation. The SFRS should continue to develop robust performance systems to enable it to report publicly on a regular basis. Reports should provide the Scottish Government and key stakeholders with accurate, timely and consistent data and information, from which they can assess whether the SFRS’s management arrangements are effective in ensuring it is performing well, providing value for money and delivering across Scotland as a whole.

Performance management systems should play a critical role in driving improvement across the organisation. The SFRS should continue to develop methodologies and systems to collate and analyse data in order to understand future trends and enable resources to be targeted where they are needed most and where they can add the greatest value. The SFRS should ensure that it makes appropriate use of comparable data from other sources to identify improvement opportunities.

Good performance management arrangements will ensure that the SFRS will support the attainment of the National Outcomes as well as operational and corporate service improvements including improved efficiency and productivity. The SFRS should be clear which data and evidence is being drawn upon for these purposes and ensure that its reports contain appropriate outcome measures and

performance indicators in relation to service delivery and quality, both locally and nationally.

Best Value

The 2005 Act (as amended by the 2012 Act²¹) sets out the duties of the SFRS in securing Best Value for the people of Scotland. The delivery of an effective and efficient service is set within the context of establishing appropriate governance structures by which the organisation is directed and controlled to achieve objectives. The SFRS 'Governance and Accountability Framework'²² sets out the governance structures within which the SFRS will operate and defines the key roles and responsibilities for the SFRS and the Scottish Government.

To respond effectively to the changing public sector environment in Scotland and to meet the expectations set out in this Framework the SFRS should maintain its strong commitment to strategic and financial planning to assure the long term sustainability of the functions it delivers. The SFRS should clearly communicate to internal and external stakeholders the outcomes it is working towards, what the intended objectives and goals of those outcomes are and how its resources will be used to achieve those outcomes.

The SFRS's role as a public body

As a public body, there are expectations and requirements placed on the SFRS in a range of areas.

The SFRS Board will provide strategic leadership for the SFRS, which will include ensuring the highest standards of governance are complied, that the SFRS complies with all Ministerial guidance, its Framework document and legislation, and that a Framework of prudent and effective controls is in place to enable risks to be assessed and managed. The Chief Officer role is to provide operational leadership to the SFRS and ensure that the Board's aims and objectives are met and its objectives are delivered.

The SFRS's planning should ensure clear alignment of priorities and objectives while being flexible enough to respond to differing local needs across Scotland and the changing demands of its operating environment. The SFRS should ensure employees fully understand their contribution to objectives and know what is expected of them as part of its planning and operational delivery processes.

²¹ Section 39A of the 2005 Act; inserted by section 113 of the 2012 Act.

<http://www.legislation.gov.uk/asp/2012/8/section/113>

²² Scottish Fire and Rescue Service Governance and Accountability Framework Document 2013
<http://www.gov.scot/Publications/2013/03/2213>

Developing capacity

Strategic Priority 10: People

The SFRS should aim to be an employer of choice – maximising the effectiveness of its approach to workforce planning; promoting the safety, health and well-being of all staff; and being a learning organisation with opportunities for all. The SFRS should also seek to be an organisation that is more representative of the people and communities of Scotland that it serves.

The SFRS should aim to have in place an appropriate workforce structure as well as systems which will prepare its employees, through robust and tailored development programmes, to develop their capability to meet current and future needs. In order to do this, the SFRS must invest in its current workforce and plan for the type of workforce it will need in the future.

The SFRS must consider what skills its workforce may need to acquire or develop further in order to maximise their contribution to the Service's transformation and to meet the changing needs of local communities. The SFRS must ensure that the competence of the workforce to deliver core duties is maintained at the same time as developing skills to meet the changing requirements of the services it delivers, thus maximising its ability to contribute to improved outcomes for the communities and people of Scotland.

As a learning organisation, the SFRS must identify opportunities for learning from its past actions, including operational incidents, and ensure that lessons learned become embedded in future behaviour. The SFRS should also work with other organisations to maximise learning and sharing of best practice, including joint multi-agency training for responding to a range of incidents.

The SFRS should continue to give the highest priority to the safety, health and well-being of its staff and those they serve and protect by encouraging a culture of health and well-being; and providing and maintaining systems to support and enhance well-being and safety at work. The SFRS ensure that it takes a collaborative approach to participation and involvement of employees and their representatives is undertaken when identifying, resolving and improving policy and related practice. This should ensure that workforce development, promoting health and well-being and harmonious industrial relations remain priorities.

Equalities and Human Rights

The SFRS must, in terms of its obligations under the Human Rights Act (1998)²³ act in accordance with the European Convention for Human Rights. The SFRS must also comply with the Equality Act 2010²⁴ and the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012²⁵. Under the general duty within the 2010 Act, the

²³ <http://www.legislation.gov.uk/ukpga/1998/42/section/6>

²⁴ <http://www.legislation.gov.uk/ukpga/2010/15/part/11/chapter/1>

²⁵ <http://www.legislation.gov.uk/sdsi/2012/9780111016718/contents>

SFRS must have due regard to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between different groups. The regulations further specify the actions public bodies are expected to take in aiming to meet this duty. The SFRS will ensure that its decision making and reporting demonstrates how equality issues are considered, including as an element of the SFRS's improvement processes.

The SFRS must ensure that equality issues have been mainstreamed across all functions of the Service. The SFRS must set, review and report on progress against equality outcomes designed to meet these aims of workforce diversity and mainstreaming of equality issues. Information on the profile of personnel across the protected characteristics must be monitored and reported on, together with other relevant information such as the gender pay gap and adherence to equal pay legislation. The SFRS should also continue to develop systems and processes that will ensure that the equality performance of suppliers is assessed through the procurement process. As part of its work to address equality issues, the SFRS should demonstrate progress on becoming a recognised Living Wage Employer and encourage the uptake of Modern Apprentices across the organisation in recognition of wider Scottish Government aspirations.

Building on the SFRS Equality and Diversity Charter, the SFRS should work towards achieving the Scottish Government's ambition of a fairer society with a more gender balanced operational workforce. The SFRS should promote workforce diversity through inclusive recruitment and retention practices and initiatives, including those which support youth employment and address gender balance, particularly in terms of senior management and Board roles.

There is clear consensus that increasing diversity in the Boardroom and in senior leadership encourages new and innovative thinking, maximises use of talent and leads to better business decisions and governance. The Scottish Government encourages public, private and third sector organisations to sign up to the Partnership for Change²⁶ and to set a voluntary commitment for gender balance on its Boards of 50/50 by 2020.

Succession planning is critical to ensure that Boards have the skills and diversity of contribution they need to address future challenges and priorities. A key challenge for the SFRS is to identify its Board's skills and diversity requirements over the medium and long-term as part of its corporate planning process, and develop a strategy for meeting these. Aligning the profile of skills of the Board members with the Strategic Plan will ensure that the Board has the right skills to deal with planned business as the work of the Service evolves; and importantly how the Service plans to ensure that happens. This may be through establishing a Nominations Committee to drive the succession planning work, or through a range of initiatives including mentoring, outreach, and establishing diversity champions.

²⁶ <http://onescotland.org/equality-themes/5050-by-2020/>

Community Empowerment and Community Planning

The Community Empowerment (Scotland) Act 2015 promotes and encourages community empowerment and participation, by creating new rights for community bodies and placing new duties on public authorities.

The Act places specific duties on statutory partner bodies, including to:

- prepare and publish a local outcomes improvement plan which sets out the local outcomes prioritised for improvement. participate with each other in carrying out community planning;
- take account of local outcomes improvement plans when carrying out their own functions; and
- contribute such funds, staff and other resources as the Community Planning Partnership (CPP) considers appropriate to improve local outcomes in the plan and to secure the participation of community bodies in community planning.

Community planning is a key driver for public service reform at local level. It brings together local public services and the communities they serve. It provides a focus for joint working, driven by strong shared leadership, directed towards distinctive local circumstances. This focused joint working provides powerful potential both to improve the lives of local people and address often deep-rooted causes of inequalities, and to use preventative approaches to manage future demands on crisis intervention services. The voices of communities themselves are integral to successful community planning.

The SFRS should view community planning as an opportunity to engage with a range of partners and pool collective resources in order to drive improvements in outcomes in which it has interests which may be both shared and interdependent.

Climate Change

Under section 44 of the Climate Change (Scotland) Act 2009, public bodies are required to: carry out their activities and operations in ways which help contribute to the Scottish Government's headline emissions reduction targets; contribute to climate change adaptation; and act sustainably.

More recently, under section 46 of the Act, the Climate Change (Duties of Public Bodies: Reporting Requirements) (Scotland) Order 2015, listed the SFRS as a public body major player. This Order came into force on 23 November 2015 following public consultation and parliamentary scrutiny.

As a result, the SFRS is required to submit a report on compliance with the climate change duties annually. The first mandatory SFRS's report for the period 1 April 2015 to 31 March 2016 should be submitted to Scottish Ministers by 30 November 2016, and each reporting year thereafter. Responsibility for enabling and reporting compliance with the climate change duties rests with the SFRS.

In this context, public bodies are expected to lead by example in combatting the impacts of climate change and contribute to Scotland's ambitious emission reduction targets. It is therefore important that responsibility for driving forward the SFRS climate change action is allocated to a senior Board member to deliver through specific objectives in the corporate business plan to effectively manage overall business performance and compliance with the climate change duties.

Digital Strategy

Digital technology is a key enabler of improved, user-centric public services. Building on our national digital public services strategy²⁷, the Scottish Government is committed to increasing the pace of digital transformation of public services. Central to this is the development of a national digital ecosystem of shared infrastructure, services and standards, which will enable service improvements and operating efficiencies, allowing the public sector to focus their resources on improving front-line services. The SFRS should consider the Scottish Government's national digital public service strategy when taking forward any digital transformation plans within the Service.

²⁷ <http://www.gov.scot/Publications/2012/09/6272>

STRATEGIC PRIORITIES

Performance Measures

1. The SFRS must, in discussion with the Scottish Government, specify appropriate performance measures, to support its Strategic Plan, for the delivery of outcomes relating to the strategic priorities and objectives set out in this Framework.

Safety, Well-being and Prevention

2. The SFRS should fully contribute to improving the safety and well-being of Scotland's communities and embed a prevention focus within the Service. It should ensure that there is a clear process for working with partners to identify the risks faced by communities and individuals so that the SFRS can target activity where it can most effectively contribute to addressing inequalities within and between communities.

Response and Resilience

3. The SFRS should work with other public service partners to evolve a holistic and dynamic process of identification, evaluation and assessment of community risk and Best Value in order to prioritise and target its use of resources to ensure an appropriate response to incidents across Scotland and support improved outcomes for communities. As part of this approach, the SFRS should promote optimal command, control, communication and tri-service co-operation in response to incidents.

4. The SFRS should support effective multi-agency emergency planning and response including contributing fully to the work of Regional Resilience Partnerships (RRPs) in assessing risk, preparing and planning for, responding to and recovering from major and catastrophic incidents and threats. When working with other emergency responders, the SFRS should play a key role in building community resilience and protecting both Scottish and UK critical infrastructure assets.

Partnership

5. Community planning and partnership working with other services and communities should be embedded throughout the SFRS. Building on its existing 'Engagement Strategy', the SFRS should proactively seek collaborative opportunities and innovative ways of working in partnership with other blue light services/key stakeholders to improve outcomes for communities and should ensure effective stakeholder engagement in its approach to all its work including partnership working.

Service Transformation

6. The SFRS should continue to ensure that the benefits of Fire Reform are fully realised, evidenced and tracked, and it should explore through service redesign new and innovative ways in which it can improve the safety and well-being of communities throughout Scotland by building on the traditional roles carried out by the Service.

Modernising Response

7. The SFRS should develop and implement dynamic, innovative and sustainable operating systems throughout Scotland which are fit for purpose and meet local needs (covering both the RDS and whole-time firefighter work patterns).

Unwanted Fire Alarm Signals (UFAS)

8. The SFRS should develop a process for recording the number of blue light journeys made in response to UFAS. The SFRS should also take steps to reduce the overall number of blue light vehicle journeys made in response to UFAS – including identifying the main sources of false alarms, and taking all reasonable and practical steps to reduce their incidence.

Effective Governance and Performance

9. The SFRS should ensure it has an effective approach to performance management to support robust scrutiny of the service at national and local levels – this approach should be regularly reviewed and evaluated in pursuit of continuous improvement. It should also collect, produce and analyse data and other intelligence to promote the safety and well-being of communities, support operational efficiency and performance improvements (including its partnership contributions) and enable effective public reporting of performance.

People

10. The SFRS should aim to be an employer of choice – maximising the effectiveness of its approach to workforce planning; promoting the safety, health and well-being of all staff; and being a learning organisation with opportunities for all. The SFRS should also seek to be an organisation that is more representative of the people and communities of Scotland that it serves.



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The Scottish Government
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Edinburgh
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