



SCOTTISH  
FIRE AND RESCUE SERVICE

Working together for a safer Scotland

# DRAFT LOCAL FIRE AND RESCUE PLAN FOR EDINBURGH 2017

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## Introduction

Welcome to the Scottish Fire and Rescue Service (SFRS) Local Fire and Rescue Plan for Edinburgh. This plan has been developed to support the delivery of agreed local outcomes for Edinburgh's communities in conjunction with the national priorities contained within the SFRS Strategic Plan 2016 – 2019.

With the ambition of working in partnership to improve community safety, enhancing the well-being of those living or resorting to Edinburgh whilst tackling issues of social inequality, this plan will set out our priorities to support this ambition. The plan complements Edinburgh's Community Planning Partnership vision that "Edinburgh is a thriving, successful and sustainable capital city in which all forms of deprivation and inequality are reduced."

The demands placed upon the SFRS to respond to a wide variety of incidents challenges us to ensure our personnel acquire and maintain a range of skills to enable our ability to respond to emergencies. Through the identification and management of risks within the city we will continue to prepare for these responses, however we recognise on many occasions this demand can be reduced through effective engagement and intervention measures.

We recognise as a public service organisation and as a member of the community planning partnership, the changing demographics of our society and that this challenges us to continually improve on how we deliver our services to our communities. This plan will therefore seek to focus on those areas of greatest need in our communities and to maximise the potential to work in partnership thus using our capacity more effectively and innovatively.

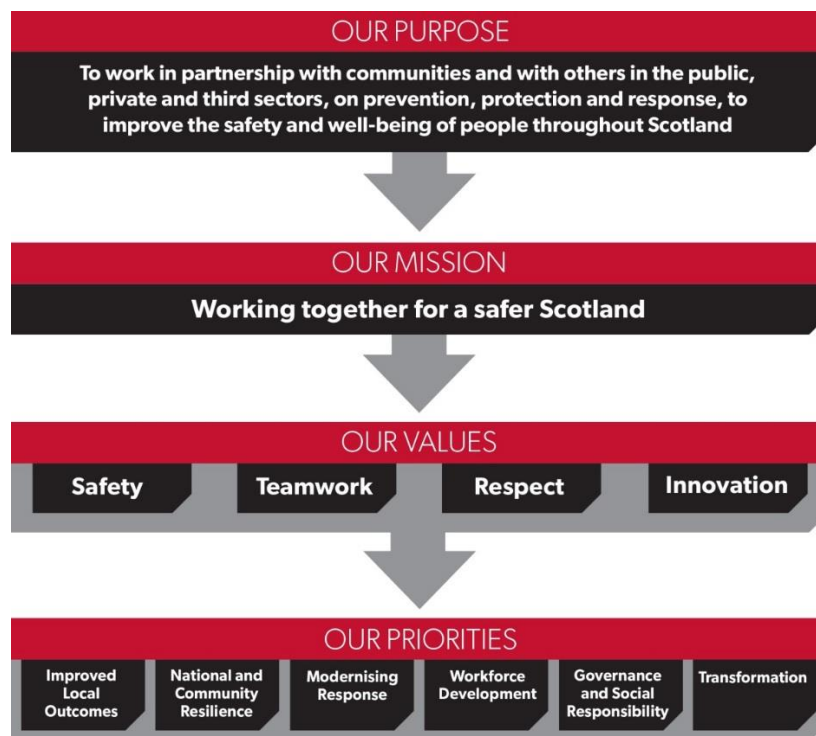
As the SFRS continues to evolve we will seek to play a key part in public service reform and identify new opportunities to broaden our role within society to ensure as a modern Fire and Rescue Service, we continue to protect Edinburgh's communities. This Local Fire and Rescue Plan in conjunction with the statutory responsibilities placed upon the SFRS will be used as a driver to build upon our existing partnership arrangements in Edinburgh whilst seeking to foster new relationships to support the service's mission of "Working Together for a Safer Scotland".

Kenneth Rogers  
Local Senior Officer

# National Context

Scottish Ministers set out their specific expectations for the Scottish Fire and Rescue Service in the Fire and Rescue Framework for Scotland 2016. This provides the outline we should follow to ensure our resources and activities are aligned with the Scottish Government's Purpose and national outcomes.

Our Strategic Plan 2016-19 has been designed to meet these national expectations. Set against a complex and evolving backdrop our Strategic Plan encapsulates our mission, values and strategic priorities.



These have been shaped with due regard to the challenges we face and to what we need to achieve to be a highly effective, sustainable public service. Operating within a climate of significant financial uncertainty and public service reform means we need to transform how we operate. This will particularly include how we prepare for and respond to changing societal needs, the impact of climate change and the threat of terrorism.

Strong leadership, supported by sound governance and management arrangements are at the very core of our foundations. These arrangements will direct and provide assurance that we comply with our statutory responsibilities. In addition, they will provide Local Senior Officers with supporting mechanisms to deliver services specifically tailored to local needs.

## Local Context

As the capital of Scotland Edinburgh is a unique city; it is situated on the coast of the Firth of Forth covering an area of 263.73 sq.km. Its positioning within Europe and its worldwide transportation links make Edinburgh a hub for tourism and trade.

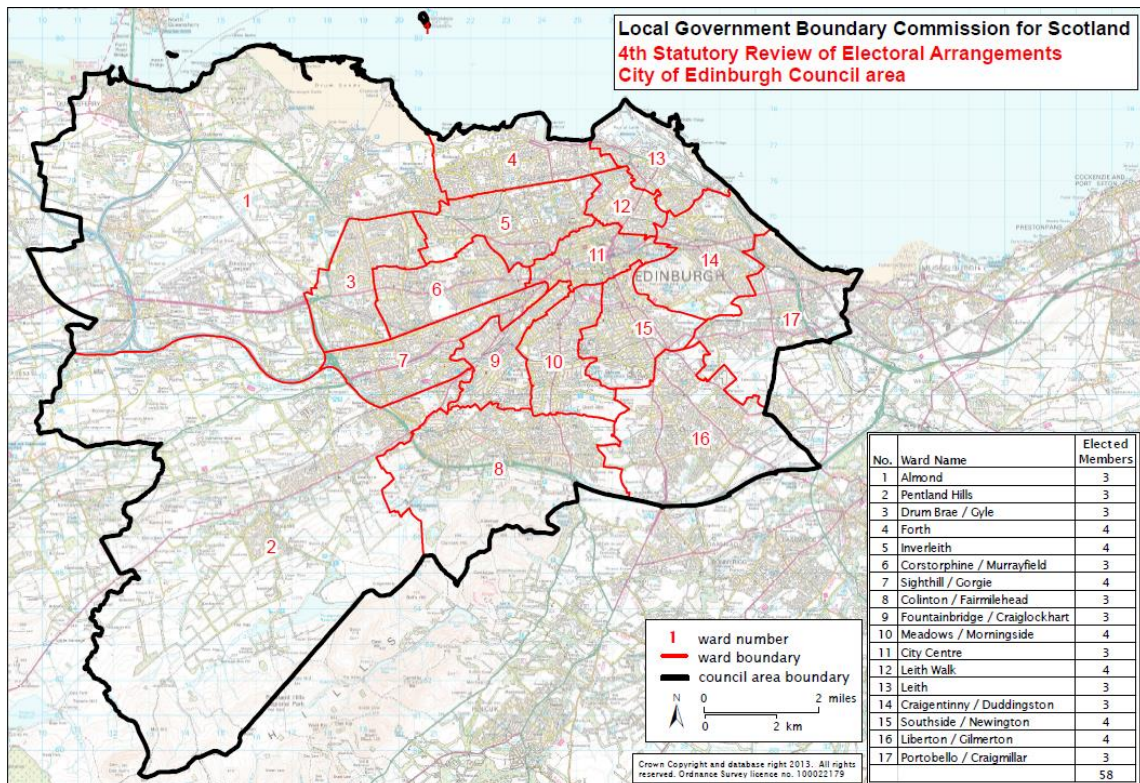
The city is famous for the Edinburgh International Festival and the Fringe, the latter being the world's largest annual international arts festival. The city's historical and cultural attractions have made it the United Kingdom's second most popular tourist destination after London, attracting over one million overseas visitors each year. Historic sites in Edinburgh include Edinburgh Castle, Holyrood Palace, the churches of St. Giles, Greyfriars and the Canongate, and the extensive Georgian New Town, built in the 18th century. Edinburgh's Old Town and New Town together are listed as a UNESCO World Heritage Site, which has been managed by Edinburgh World Heritage since 1999.

Edinburgh's current population is just over 500,000 and consists of an increasingly diverse ethnic, cultural and linguistic population. The population is rising at a larger rate than the national average and it almost doubles in the summer due to the number of visitors attending the many festivals and events hosted in the city.

Edinburgh's population of people aged 65 and over is expected to increase by around 54% over the next 20 years. Although being older is not a specific risk in its own right, risk is increased when age is combined with other factors such as living alone and living in poverty. Physical and mental health issues also contribute to an increase in risk.

Community planning in Edinburgh has made good progress in recent years, helping to address the barriers and inequalities being experienced by many of the City's citizens. The Edinburgh Partnership Community Plan 2015-18 describes how the Edinburgh Partnership will deliver the community planning vision for the City.

The key ambition of the Community Plan is to improve services, and deliver better outcomes for service users, citizens and communities. Specifically, the plan places a renewed focus on tackling all forms of deprivation and inequality, improving approaches to prevention, and improving neighbourhood partnership working.



Local Authority Electoral Wards

To enable the SFRS to plan and deliver on a proactive and reactive basis, it is important to understand where and how demand for fire and rescue resources may arise in the short, medium and longer term. As a local authority area, Edinburgh is constituted by seventeen multi-member electoral wards covering a range of diverse urban and rural communities. Emergency response within the local authority area is provided from eight locations comprising of seven whole-time station (permanently crewed) and one station which operate on an on call basis.

Review of operational activity across Edinburgh indicates a general downward trend in overall activity levels over the last five years. In terms of fire related activity, accidental dwelling fires and fire casualties have seen a steady decrease year on year and the provision of early warning alarms has significantly to reducing the severity of fires within the home with the majority of incidents dealt with in their initial stages.

Deliberate fire setting on average accounts for just over 1 in 4 operational responses and trend analysis indicates fluctuation in levels of this activity type over the last five years. Analysis identifies deliberate fire setting is occurring on an ongoing basis, although peak activity has been identified in the same periods each year.

Whilst many incidents within Edinburgh are as a result of a confirmed genuine emergency, on average more than half of emergency responses made by the SFRS turn out to be false alarms. These alarms may be as a result of a genuine

belief that a fire is occurring, which subsequently is confirmed not to be the case, or through malicious activity resulting in a report of fire being made knowing this report is false in its nature. There are also a number of warnings of fire generated by fire alarm systems which, following an attendance and investigation, turn out to be false in their origin. Currently attendances to premises which generate these false signals account on average for a quarter of all emergency responses within Edinburgh resulting in disruption to those within the premises in which the alarm activates and also to the SFRS who, on many occasions, are diverted from other activities to attend these incidents.

Reducing service demand, whilst developing the role of the SFRS as part of the ongoing process of public service reform, presents both challenges and opportunities for us to become more integrated in the community planning partnership environment. The recent introduction of the Community Empowerment (Scotland) Act 2015 has resulted in the development of four Locality Improvement Plans covering the North West, North East, South East and South West areas of the city through a process of local planning designed to deliver local outcomes that make a positive contribution across Edinburgh communities and to reduce inequalities. In developing this Local Fire and Rescue Plan, the SFRS will seek to ensure its activities compliment and support the locality planning process and local priorities.

With the development of the local community justice strategy within Edinburgh following the introduction of the Community Justice (Scotland) Act 2016, the SFRS will ensure, as a partner within the Community Justice Authority, its resources contribute to support the delivery of the strategy.

Overseeing the performance of the SFRS at local level is the responsibility of Edinburgh's Police & Fire and Rescue Service Scrutiny Committee. Within this forum the Committee undertakes the process of scrutiny to monitor progress against the priorities within the Local Fire and Rescue Plan and also engages with the Local Senior Officer in matters arising on a regional or national basis.

# Local Priorities

## 1. Operational Resilience and Preparedness

The Fire (Scotland) Act 2005 and the Fire (Additional Function) (Scotland) Order 2005 define the duties and responsibilities for the SFRS in relation to responding to emergencies. It is essential our firefighters possess the skills, knowledge and expertise to respond to incidents, which by their nature, can be varied in both their type and complexity.

It is important our firefighters understand the risks across their communities to ensure the level of risk is matched by an appropriate level of operational response. In gathering this knowledge, appropriate training is carried out to safeguard firefighter safety and to ensure any such response results in an effective and efficient deployment of our resources.

There will also be occasions whereby the nature of an emergency will require a combined response by emergency services and other organisations to deal with such a major event. To ensure a co-ordinated response occurs, additional duties are placed upon the SFRS under the Civil Contingencies Act 2004 to prepare and be able to respond to deal with major emergencies. The scope of such preparations may include responding to adverse weather events, natural disasters, pandemics, chemical incidents or major transport incidents. The threat of terrorism also compels the SFRS to ensure it can also respond alongside other partner agencies should such an event occur.

As an emergency responder, the SFRS needs to ensure it has the capability and the capacity to plan, prepare and respond to major emergencies. Working in partnership at a local and national level, the multi-agency approach requires a joint approach to assess these risks in order to develop appropriate response plans. Following their development, these plans require to be tested to support a return to normality when a significant event and subsequent disruption arises.

As Scotland's capital city Edinburgh has a tradition of hosting large public events such as the annual Festival and Hogmanay celebrations, Royal and VIP visits, concerts and celebrations. A large proportion of these require detailed planning and coordination with partner agencies such as Police Scotland, City of Edinburgh Council and the Scottish Ambulance Service. The planning in preparation for a large proportion of these events requires a multi-agency approach to ensure public enjoyment and safety and SFRS is a key partner in this work.

We recognise the potential for the role of the SFRS to evolve which provides scope to further protect those members of our communities from harm in the event of an emergency. Assisting other agencies in emergency situations, such as responding to 'Out of Hospital Cardiac Arrests' is one example where



resources can be combined to maximise the potential for positive outcomes for those requiring assistance. The opportunity also exists to promote and support community resilience to improve the survivability rates from cardiac arrests through active engagement and education across Edinburgh communities.

**We will achieve operational resilience and preparedness it by:**

- *Identifying and assessing the risk to our communities through Operational Intelligence gathering.*
- *Undertaking planned training events to support the acquisition and maintenance of skills to provide the capability to respond to emergency incidents.*
- *Reviewing our operational responses to incidents to ensure ongoing firefighter safety and to ensure the ongoing protection our communities from harm.*
- *Working in partnership to plan, prepare and test our responses to major emergencies.*
- *Continuing to draw upon our experience of multi-agency event planning to ensure that all events within Edinburgh are safe, successful and enjoyable, minimising disruption to the city and maximising public safety.*
- *Supporting and promoting the reduction of harm from ‘Out of Hospital Cardiac Arrests.’*

**We will monitor our progress by:**

- *Reviewing the number of intelligence gathering visits made analysing the use of this intelligence at operational incidents.*
- *Participating in major event debriefs to continually improve the planning process.*
- *Reviewing partnership plans and our own response to larger multi-agency type events.*

**By improving operational resilience and preparedness we will:**

- *Support the wellbeing and safety of Edinburgh residents and visitors to the city.*
- *Ensure the safety of the personnel from all agencies who respond to emergencies and promote an early return to normality should an incident occur.*
- *Ensure Edinburgh remains a city of choice for national and international events.*

## **2. Domestic Fire Safety**

Fire safety within the home is a key prevention strategy for the SFRS as the consequence of fires within the home can result in a range of impacts on individuals, families, social landlords and communities. For organisations the requirement to respond, intervene and deal with the aftermath of domestic fires places demand on resources. To reduce this demand, it is essential approaches to prevention are evidenced based in order to maximise and focus resources to make the biggest impact to safeguard those most at risk of fire.

Analysis of accidental dwelling fire data identifies cooking as the most common cause of fires within the home in Edinburgh and also the most prevalent cause where fire related injuries are sustained by occupants. Distraction has been identified as a contributory factor where accidental dwelling fires and/or injuries occur. Those who are deemed at risk from fire may also have other vulnerabilities and impairments due to age, health or mobility reasons and they may also be receiving support from other partners. The scope therefore exists to work more closely together to protect those most at risk from fire through effective information sharing.

In order to reduce the potential for fires to occur, influencing positive change in occupant behaviours through raising fire safety awareness will be at the forefront of our preventative activities. By increasing the ownership of working smoke detection, the means of giving early warning of fire will also contribute to mitigating the severity of fires and fire related injuries within the home. By using assistive technology such as 'Telecare', the opportunity exists to further enhance the safety of those who are at risk from fire.

### **We will seek to reduce accidental dwelling fires and fire related injuries within the home by:**

- *Promoting and undertaking Home Fire Safety Visits to those deemed at risk from fire.*
- *Working with our partners in Edinburgh to share information where fire risks within the home have been identified and to provide solutions to protect those who are at risk.*
- *Focusing engagement activities in those areas where service demand has been identified.*
- *Supporting the provision of assistive technology within the home to increase occupant safety.*

### **We will monitor our progress in promoting our domestic safety strategy by:**

- *Reviewing the number of accidental dwelling fires and their severity.*
- *Reviewing the number and the severity of fatal and non-fatal fire related injuries.*
- *Increasing the presence of working smoke/heat detection within homes affected by fire.*

### **By achieving a reduction in the frequency and severity of accidental dwelling fires and fire related injuries we will:**

- *Support the safety and well-being of Edinburgh residents.*
- *Support the independent living of vulnerable members within our communities.*
- *Reduce the social and economic cost of fires and fire related injuries.*
- *Reduce demand on the SFRS and its partners.*

### **3. Unintentional Injury and Harm**

It is not uncommon for those at risk from fire to also be at risk from other injuries within the home, in particular from injuries arising from slips, trips and falls. Requests to the SFRS to provide assistance directly through a first responder role or to provide support to other agencies are increasing. Analysis of data indicates falls are a common cause of accidental deaths and injuries and account for a significant proportion of admissions to hospital. Those persons injured through falls may often be affected by other medical conditions such as dementia. The SFRS has a role to play in contributing to the protection of those at risk from injury and harm within the home. Through operational attendances and delivery of home fire safety visits, we have the opportunity to identify those at risk and through an assessment of such risk, refer individuals to partner organisations for additional support.

Out with the domestic environment, the SFRS respond to a range of non-fire related emergencies. The most common incident of this type within Edinburgh is attendances at Road Traffic Collisions (RTCs) which results in the majority of non-fire related injuries. Responding to RTCs is a statutory duty for the SFRS, however a collective approach is required amongst community planning partners to support risk reduction measures. As a partner, the SFRS will support the education of young drivers who are considered to be an 'at risk' group and support other initiatives intended to reduce the instances and impact of RTCs within Edinburgh.

#### **We will seek to reduce the impact of unintentional injury and harm by:**

- *Utilising our Home Fire Safety Visit programme to assess for non-fire related risk and refer those deemed at risk from injury and harm to partners to provide additional support*
- *Raising awareness of fire and rescue service personnel as to those factors that increase the risk of unintentional injury or harm*
- *Working in partnership to deliver targeted road safety programmes to young drivers*
- *Focusing resources where demand has been identified and deliver key safety messages*

#### **We will monitor the effectiveness of our intervention strategies by:**

- *Reviewing the number of requests for assistance from other agencies and for the provision of medical and first responder support*
- *Reviewing the number of attendances at RTCs and the frequency and severity of injuries arising from RTCs*
- *Reviewing the number of other non-fire related emergencies and the frequency and severity of injuries arising from these incidents*

#### **By achieving a reduction in the frequency and severity of unintentional harm and injuries we will:**

- *Reduce the social and economic cost of unintentional harm and injury*
- *Support vulnerable members within our communities to live independently within their communities*

- *Ensure the safety and well-being of those living, working and visiting Edinburgh*

#### **4. Deliberate Fire Setting**

Deliberate fire setting accounts for a significant number of operational incidents within Edinburgh and takes various forms. Whilst a small proportion involves occupied buildings, vehicles and outdoor structures (primary fires), the majority of deliberate fires are classed as secondary in nature and on most occasions occur in outdoor locations.

Analysis of incident data identifies deliberate secondary fires occurring throughout the year, however peak activity is noted in the spring time, during the bonfire season and when prolonged periods of dry weather arise. Deliberate fire setting is regarded as anti-social behaviour and is also criminal in nature. These acts can lead to serious consequences such as personal injury, damage to property and the environment. Dealing with instances of deliberate fire setting also diverts fire and rescue resources from other meaningful activities.

Working in partnership, we will seek to combine our information to identify those parts of our communities that are being affected by anti-social behaviour in order to reduce such instances whilst tackling the underlying causes of such behaviour. On some occasions the SFRS will work with Police Scotland to investigate deliberate fire setting to determine the cause and if possible those responsible for such acts. Diversionary and engagement activity is regarded as an important approach in tackling anti-social behaviour and will continue to be part of our approach to raise awareness of the impact of this unwanted activity.

**We will seek to reduce the instances of fire related anti-social behaviour by:**

- *Identifying those parts of Edinburgh's communities affected by deliberate fire setting and sharing this information with our partners.*
- *Utilising our Young Firefighters, Fire Reach, Firesetters and school's education programmes to raise awareness of the impact of fire related anti-social behaviour.*
- *Working with partners to develop joint strategies to reduce the risk posed by deliberate fire setting and to mitigate its impacts.*

**We will monitor the effectiveness of reducing fire related anti-social behaviour by:**

- *Reviewing the number and type of deliberate fire setting incidents within Edinburgh.*
- *Evaluating the effectiveness of our youth engagement programmes.*

**By achieving a reduction in fire related anti-social behaviour we will:**

- *Enable the SFRS to divert its resources towards other community based activities.*
- *Protect the natural and built environment.*
- *Support the promotion of active and responsible citizenship across Edinburgh communities.*
- *Support our communities in feeling safe from crime, disorder and danger.*

## 5. Non-Domestic Fire Safety

In general, all workplaces and business are classed as non-domestic premises and as such come within the scope of Part 3 of the Fire (Scotland) Act 2005 (the Act) which places duties on persons responsible for these premises to comply with the Act and its associated regulations. The SFRS has a statutory duty to promote fire safety and where required enforce compliance with fire safety legislation. To discharge this duty and to secure compliance, the SFRS has adopted an approach utilising advice, education and where required formal enforcement powers.

Given the variety of premises which come within the scope of the Act, the SFRS has developed a fire safety enforcement framework which is based on the principal of risk combined with historical fire data across occupancy groups to create the fire safety audit programme. Those premises which present a higher degree of risk from fire are subject to regular fire safety audits to verify compliance.

The impact of fire can have a devastating impact on business, employment, the provision of critical services and also our heritage. Evidence suggests that premises affected by a serious fire experience a high failure rate. The SFRS will undertake its audit programme to support Edinburgh's ambition to grow its economy during this challenging period of economic recovery and seek to safeguard its culture, heritage and continuation of employment opportunities.

### **We will seek to reduce the instances of fires within non-domestic property by:**

- *Undertaking our fire safety audit programme in accordance with the SFRS Enforcement Framework.*
- *Engaging with duty holders to promote responsible fire safety management of premises that come under the auspices of Part 3 of the Fire (Scotland) Act 2005.*
- *Working in partnership to ensure the appropriate provision of fire safety standards are incorporated in new premises under construction or premises undergoing material changes.*
- *Working in partnership with other enforcement agencies and organisations to support legislative compliance.*

### **We will monitor the effectiveness of reducing fires in non-domestic premises by:**

- *Reviewing the number of fires in non-domestic premises and the type of premises involved in fire.*
- *Reviewing the number and types of fire safety audits carried out across Edinburgh.*
- *Reviewing the outcome of fire safety audits carried out in non-domestic premises.*

### **By achieving a reduction in fires within non-domestic premises we will:**

- *Enable the industrial, commercial and service sector to maintain business continuity and employment across Edinburgh.*

- *Reduce the potential for loss of life and injury.*
- *Protect Edinburgh's culture and heritage.*
- *Protect the natural and built environment and reduce the impact of fire on our communities.*



## **6. Unwanted Fire Alarm Signals**

Unwanted Fire Alarm Signals (UFAS) incidents are defined as “an event which has required an operational attendance by the Fire & Rescue Service due to the unwanted actuation of a fire alarm system”. Common causes include engineer testing, aerosols, cooking, accidental call point actuation, dust, poor siting of detector heads etc.

These types of call continue to constitute over 30% of all calls received in Edinburgh and is draining on the operational resources required to respond. This impacts on all other SFRS activity in Edinburgh such as training and preventative work as well as reducing the resources available to attend genuine emergencies. There is also a financial cost in terms of unnecessary vehicle movements and the disruption of the normal business of the premises affected.

### **We will seek to reduce the instances of UFAS calls by:**

- *Engaging with premises owners/occupiers to identify the cause of every UFAS incident.*
- *Working with owners/occupiers to implement and support their management of fire alarm systems and the introduction of demand reduction plans.*
- *Identify premises which attract a significant operational response and re-assess the response required.*

### **We will monitor the effectiveness of our intervention by:**

- *Reviewing the number of attendances at non-domestic premises and the type of premises generating UFAS across Edinburgh.*
- *Evaluating the outcomes of demand reduction plans to review progress and share good practice.*
- *Reviewing our operational responses to UFAS incidents to ensure they are based on an assessment of risk and demand.*

### **By achieving a reduction in UFAS we will:**

- *Minimise the disruption to business and service continuity across Edinburgh.*
- *Increase the capacity of SFRS to carry out other activities in the City.*
- *Reduce the risk to firefighters and the public whilst responding to UFAS incidents.*
- *Reduce SFRS's carbon footprint through less vehicle movements.*

## Review

To ensure this Local Fire and Rescue Plan remains flexible to emerging local or national priorities a review may be carried out at any time but at least once every three years. A review may also be carried out if Scottish Ministers direct it or if a new SFRS Strategic Plan is approved. Following a review the Local Senior Officer may revise the Plan.

## Tell us what you think

This draft Local Fire and Rescue Plan sets out what our broad ambitions will be on behalf of the people of Edinburgh. It sets local direction for the Scottish Fire and Rescue Service and it will determine the details contained in all our other plans for that period.

We would like you to tell us what you think of our plan. The formal consultation for this draft Local Fire and Rescue Plan opens on 14th July 2017 and will run until 14th October 2017. To ensure we review and manage all responses consistently you are invited to provide comment in our online survey. This can be accessed at [firescotland.citizenspace.com](http://firescotland.citizenspace.com). After the consultation is closed we will publish the results.

If you cannot access our online survey, or if you would like more information about the Scottish Fire and Rescue Service in your area you can write to:

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