1 Cost-benefit analysis in fire safety engineering: state-of-the-art and reference methodology

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3 Abstract:

4 Cost-effectiveness is a key consideration within fire safety engineering. Currently, different 5 approaches are being applied in literature. These approaches differ in how cost-effectiveness is evaluated, which costs are considered, and how the preferred design solution is defined. 6 7 Recognizing this issue, the Fire Protection Research Foundation enrolled an international team of 8 researchers, supported by a broad stakeholder panel, to develop a reference methodology. In this 9 paper, this reference methodology for cost-benefit analysis in fire safety engineering is presented 10 following an extensive literature review. The methodology clarifies the minimum requirements for 11 assessing cost-effectiveness, and highlights that only a present net value evaluation can be used to compare design alternatives. Commonly used cost-benefit ratios should only be used when 12 13 deciding on the effectiveness of a single package of fire safety measures. An illustrative case study 14 demonstrates the application of the methodology and shows how designs based on cost-benefit 15 ratios can be sub-optimal when evaluating multiple possible fire safety measures.

16 Keywords: cost-benefit analysis; fire safety; investment; maintenance; loss; statistics; reliability

17

18 **1** Introduction

19 Cost-Benefit Analysis (CBA) can be used to determine the cost-effectiveness of investments in 20 fire protection. This is of interest to (i) code-makers and legislators when prescribing fire safety 21 measures for a class of buildings, and (ii) private decision-makers when considering whether to 22 invest in (additional) safety for a specific project. The focus on cost-effectiveness acknowledges 23 that additional safety investments are always possible. With increasing safety level, however, the 24 return on additional investments (i.e., the marginal benefit) diminishes. CBA then provides a 25 structured approach to weigh the costs and benefits of fire protection investments.

26 The CBA of fire protection investments must be understood within the larger context of fire risk 27 management. Even the most thorough fire safety strategy and most advanced fire safety measures 28 cannot fully reduce the fire risk to zero, and thus every design entails residual fire risk. Concluding 29 that the safety level of a (class of) building(s) is adequate then hinges on two considerations [1]: 30 (i) the residual risk is bearable, and (ii) further safety investments are not cost-effective. Evaluating 31 whether the residual risk is bearable does not require insight into the costs and benefits of fire 32 protection measures. The key question is whether the decision-maker can accept the possibility of 33 the risk materializing, notably for low-probability-high-consequence events. This is denoted as the 34 tolerability of the risk and relates to the perception of the exposure. A design which constitutes a 35 residual risk that is not tolerable cannot be accepted and requires intervention [1]. The concept of 36 tolerability allows to explain why one may decide in favor of fire safety investments also where these are not cost-effective. 37

When deciding on the net benefit of (fire) safety investments, it is really the utility of the investment which is of interest [2]. From a societal perspective, the question is whether the investment results in an increase of societal welfare. From a private perspective, worthy investments are those for which the benefit to the owner outweigh the cost. The best approach 42 currently available for the evaluation of utility is through a valuation in monetary terms, see

43 Sunstein [2]. In the following, the maximization of utility is therefore directly equated with a

44 monetary cost-benefit evaluation.

45 The fire safety literature on cost-benefit analysis is diverse, with (at first sight) a steady albeit 46 limited interest since the 1980s. There is, however, no clearly established methodology. While 47 Ramachandran [3] listed different approaches, it is not clear whether or why one approach should 48 be preferred over another. There is also no clear guidance on values for key parameters, such as 49 the discount rate and the valuation of risk to life. In the following, these issues are explored, starting 50 with a review of cost-benefit approaches in Section 2. Subsequently, two key concepts for CBA 51 are discussed in more detail: the perspective of the CBA, and the valuation of risk to life. 52 Considering the results of these literature review sections, a reference methodology for cost-benefit 53 analysis in fire safety engineering is derived (presented in Section 4), followed by an illustrative 54 application in Section 5 and conclusions.

55 The scope of the literature review is limited to costs and benefits of fire protection measures in the 56 built environment. Other fire safety investments, such as investments in the fire and rescue service 57 (FRS), product safety requirements and public awareness are not elaborated. From a technical 58 perspective, the above means that the CBA investigated here considers the perspective of (i) a 59 private decision-maker deciding on investments beyond prescriptive requirements, or (ii) a societal 60 decision-maker deciding whether to implement prescriptive requirements. In both situations, the funding available for the FRS is considered beyond the decision power of the decision-maker. In 61 other words, the FRS is considered as an "environmental" condition and not part of the 62 optimization. The literature review was conducted considering (i) references known to the authors 63 64 of the current report from previous studies, (ii) a keyword search in academic repositories, (iii) secondary referencing from the studied sources. The search for additional sources was halted when 65 observing that the later investigations did not add new insights relative to the earlier investigations. 66

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72 2 Approaches for cost-benefit evaluation

73 2.1 Points of consensus within the state-of-the-art

74 From the literature review, the following points of consensus were identified which form a 75 common framework for cost-benefit analyses [4]. Studies which violate these principles thus cannot be considered to constitute a CBA, see [4] for examples. First of all, costs and benefits 76 77 should be considered at constant prices. This means that input data should be corrected for inflation 78 effects where relevant, see e.g., [3]. Secondly, costs and benefits should be evaluated considering 79 a common time-frame, i.e. at a common point in time or on a recurring (e.g., annualized) basis. 80 This implies the discounting of future costs and benefits, considering a discrete discount rate *i* or 81 continuous discount rate γ , see e.g., [3],[5]. Thirdly, there is consensus regarding key cost 82 components. The cost of a fire safety measure includes both the initial investment cost C_{I} and the 83 maintenance cost C_M . The benefits of investments in fire safety constitute the reductions in direct

84 and indirect damages, C_{dd} and C_{id} , in case of fire. These losses should be "weighted" by their

85 likelihood (i.e., the expected value of the fire-induced losses should be considered). Finally, risk 86 to life must be taken into account in the CBA, except where it is considered negligible. Different

87 approaches for the valuation of risk to life exist.

88 2.2 **Present Net Value (PNV)**

89 The *Present Net Value (PNV)* approach considers the lifetime sum of the costs and benefits of the 90 fire safety investment. Projects with a positive PNV are considered efficient, meaning that they 91 constitute a net benefit; therefore, the investment is cost-effective. Amongst competing projects, 92 the project with the highest PNV should be preferred. As highlighted by Ramachandran [3], 93 investments in fire safety are really aimed at reducing losses, and thus the PNV-preferred design 94 can also be referred to as the design with the minimum total lifetime (or annualized) cost.

- 95 Most CBA studies in Fire Safety Science and Engineering (FSSE) apply PNV evaluations. Early 96 and noteworthy descriptions of the approach can be found in [3],[5]. Also, in 1982 Offensend and 97 Martin [6] provided a good discussion on the need for a comprehensive evaluation of costs and 98 benefits. This paper is, however, not clear on the discounting (although it can be contextually 99 assumed that discounting was indeed intended). Other applications include (in chronological order) [7]-[22]. Lifetime cost optimization (LCO) was considered in [23]-[26]. 100
- 101 Overall, the PNV studies present widely differing levels of detail and abstraction. Some studies, 102 such as [13] and [19], consider only the reduction in expected fatalities as a benefit. On the other 103 hand, Beck [7] performed a PNV evaluation whereby the risk to life was neglected. This is found 104 to be also the case in [12] and [18]. Dexters [20] also does not take into account risk to life, noting 105 that the life risk is considered very low within the warehouse environment of the considered case 106 study. In these cases, an underestimation of the total benefit of fire safety investment is likely 107 (except where there reasonably are no neglected benefits, as in the exit width optimization by De 108 Sanctis and Fontana [19]). Interestingly, [23] and [19] take into account the cost of lost floorspace 109 associated with more/larger escape stairs. This highlights that the investment and maintenance cost 110 of fire protection measures should be interpreted broadly. It is thus important to take into account 111 all costs and benefits as part of the CBA. In this regard, it can be recommended to start with a 112 general formulation of costs and benefits, and to carefully determine whether or not some terms 113
- can reasonably be neglected. Adopting a reduced formulation at the start (e.g., focusing on life
- 114 safety or property protection only) should be avoided.

115 Cost-Benefit Ratio (CBR) or Benefit-Cost Ratio (BCR) 2.3

116 The Cost-Benefit Ratio (CBR) or Benefit-Cost Ratio (BCR) is another popular approach for CBA. It provides an intuitive view of the cost-effectiveness of fire safety investments, i.e., the proposals 117 118 with a $CBR \le 1$ or $BCR \ge 1$. There is, however, no clear approach to choosing among cost-effective 119 alternatives. The most intuitive approach is to prefer the alternative with the highest BCR or lowest 120 CBR. This approach is suggested by Ramachandran [3] for example. Choosing the design 121 alternative with the highest BCR can be understood as choosing the alternative with the highest 122 return on investment, i.e., the highest dollar value saved per dollar invested. Within the realm of 123 safety investments, focusing on the return on investment measure can, however, be misleading. It 124 may result in a very cheap investment with limited risk-reducing effect to be preferred over a much 125 more expensive investment which provides a much larger risk reduction. This is illustrated with a 126 conceptual example in Table 1: note that the annualized risk reduction benefit for option A is limited (this includes life safety and appropriate discounting), while the much more expensiveoption B results in a much more considerable annualized benefit.

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Table 1. A conceptual example comparing BCR and PNV.

Optio	n	Benefit (risk reduction) [\$/year]	Cost (annualized) [\$/year]	BCR [-]	PNV (annualized) [\$/year]
Α		100	10	10	90
В		10,000	5,000	2	5,000

130

The use of a CBR or BCR can be very useful in case of a binary choice, i.e., when the only question is whether or not to implement a certain safety feature. Then, it provides direct insight into the cost-effectiveness of the proposal. In such situations where there is no comparison between investment alternatives, the BCR/CBR and PNV evaluations result in the same conclusion of costeffectiveness.

136 The CBR and BCR have been presented in different forms. Hasofer and Thomas [27] presented a 137 direct application of the LQI (Life Quality Index) net benefit criterion introduced in [28]. This 138 criterion is a BCR evaluation which incorporates a specific valuation approach for the risk to life. 139 The inverse of the LQI evaluation has been denoted as a "J-value" (Judgement value) evaluation. 140 This is thus a CBR assessment, with fire safety engineering examples presented in [29]-[33]. Other 141 CBR evaluations include [34] and [35]. Most of these studies consider the cost-effectiveness of 142 sprinkler installation. As this is (in those case studies) a binary question, the application of a 143 CBR/BCR approach is reasonable and equivalent to a PNV evaluation.

144 A specific consideration is the tendency within CBR/BCR to consider only the life safety benefit 145 and neglect the efficiency of fire safety investments in reducing property loss. This underestimates 146 the total benefit of the investment and thus biases the evaluation towards not implementing the 147 safety feature. In other words, all costs and benefits (including a reduction in risk to life) must 148 necessarily be taken in a single evaluation in order for an unbiased assessment of the cost-149 effectiveness. However, when the property loss effect can reasonably be considered small relative 150 to the life safety effect, as stated in [35], the underestimation resulting from neglecting these 151 property losses can reasonably be considered limited.

152 **2.4 Other approaches**

153 Studies which could not be classified under the two main approaches above relate to (i) conceptual

studies which discuss CBA without providing details, (ii) studies which contain a more qualitative

155 analysis which cannot be considered a true CBA because of violating the state-of-the-art principles 156 listed in 2.1, and (iii) studies which present alternative approaches which so far have found limited

resonance in literature (some of these alternative are compatible with the PNV evaluation).

Examples of conceptual studies are [36] and [37]. In [36], Meacham distinguishes between Cost-

Benefit Theory (i.e., CBA), Social Choice Theory and Decision Theory (i.e., Utility Theory), and

specifies that the optimal level of risk is where the marginal cost of risk reduction equals the marginal reduction achieved in societal cost. This is in agreement with the PNV approach. Also,

the CBA concepts in [37] appear compatible with PNV evaluations, but no details are provided.

163 The studies presented in [38]-[42] are categorized as qualitative. Although these studies do not

164 comply with the state-of-the-art consensus listed above under 2.1, they can provide valuable

165 qualitative input. Neto and Ferreira [40] for example show how different fire protection packages Van Coile et al. (2023). Cost-benefit analysis in fire safety engineering: State-of-the-art and reference methodology. Safety Science, 168, 106326. https://doi.org/10.1016/j.ssci.2023.106326 for a historical city center, with large cost differences, influence a fire risk index. Cases
(seemingly) without discounting, such as [38] and [39], however, have to be considered obsolete.
The multi-objective work by Vaidogas and Sakenaite [41],[42] can include a full PNV (or
BCR/CBR), but in the end combines this assessment with other measures in a subjective manner.
This makes the final cost-benefit evaluation qualitative.

171 Alternative approaches include break-even analysis, and evaluations of opportunity cost and 172 return on investment. A break-even analysis is especially relevant in situations where there is a large uncertainty (or disagreement) regarding specific input values for the PNV or CBR/BCR 173 174 evaluation, see also [2]. Within the break-even analysis, the value of the uncertain variable is 175 determined for which cost-effectiveness is achieved. Paltrinieri et al. [13] for example determine 176 for which combinations of the VSL (Value of a Statistical Life, i.e., a monetary valuation of the risk to human life) and the cost of fire protection, the coating of tankers is cost-effective. Also, 177 178 Butry et al. [23] include break-even analysis in their study of evacuation provisions. An evaluation 179 of opportunity cost was presented by Ashe et al. [43]. Here, expenditures in fire safety are equated 180 with "equivalent lives lost", based on the consideration that public expenditures reduce the money 181 available for private expenditures and thus result in a loss of life expectancy, notably for 182 disadvantaged groups. This is a well-documented phenomenon [2]. Ashe et al. conclude that the 183 benefit of public expenditures on fire safety is unlikely to compensate for this negative effect. 184 However, they considered only life safety in their evaluation and neglected property protection 185 effects, and therefore the benefit of fire safety investments has likely been underestimated. Return on investment is mentioned in [44]. This report is noteworthy for its referencing of medical studies 186 187 with controlled trials on the effectiveness of fire prevention measures.

188 **2.5 Summary of the literature review**

189 The literature review indicates that there are two main approaches for CBA: PNV and CBR/BCR. 190 When the necessary discounting is applied, both approaches are equivalent when evaluating the 191 cost effectiveness of a single fire safety package. The CBR/BCR approach has the advantage of 192 its intuitive nature (the investment is deemed efficient when the risk reduction benefits exceed the 193 costs), but the main disadvantage is that it does not allow for the direct comparison of alternatives. 194 As the PNV approach does not have this disadvantage, the PNV evaluation is preferred. From the 195 alternative CBA approaches found in literature, the break-even analysis provides a valuable 196 additional tool, as it allows to clarify the impact of assumptions in the analysis (e.g., from which 197 level of indirect costs the optimum fire safety package changes). In summary, the PNV approach 198 is put forward as the main approach for CBA in FSSE. Considering the clear description of the 199 approach in early references such as [3] and [5], it is unfortunate that the approach has not found 200 more widespread application and that large differences in assumptions (e.g., discount rates, risk to 201 life) are still observed. For communication purposes, the PNV approach can be supplemented with CBR/BCR and break-even analysis. CBR/BCR ratios should, however, never be compared. 202

203 **3** Building blocks of the cost-benefit evaluation

204 **3.1** Perspective of the CBA

The distinction between societal and private decision-makers is crucial. The societal requirements for safety define a lower bound safety level for further private considerations [22],[45]. Thus, conceptually a societal cost-benefit evaluation provides a constraint to subsequent private

208 assessments. Furthermore, the valuation of costs at a societal level and at a private level are

209 generally different. For example, in a market economy a loss of revenue experienced by a company 210 following a fire is likely to be balanced by an uptake in revenue for competitors [3]. This private 211 loss may thus be largely diminished at a societal level. On the other hand, emission of pollutants 212 in case of fire may be of limited concern to a private decision-maker, while at the same time being a real societal concern. Within a CBA, the costs and benefits should be evaluated from the 213 214 perspective of the (idealized) decision-maker. This means that the engineer making a societal cost-215 benefit analysis cannot take into account personal preferences or the preferences of the client, and 216 that the societal valuation of costs and benefits is thus done from the perspective of an "idealized" 217 person who has no personal preference. We acknowledge that it may be practically impossible to 218 eliminate all subjective considerations, but this is what the assessor should strive for when 219 performing a societal cost-benefit analysis. Many studies do not highlight the perspective of the 220 analysis. This is, however, crucial for a correct specification of costs and benefits, as already 221 emphasized by Juås and Mattson [5] and Ramachandran [3]. The societal discount rate is narrowly defined, whereas a private decision-maker has freedom in determining the opportunity cost of fire 222 223 safety investments. Generally, private decision-makers can be considered free in their valuation of 224 costs and benefits, and in their choice not to consider cost-effectiveness at all. A clear conclusion 225 from the above is that CBA studies should be explicit and consistent in the perspective of the cost-226 benefit evaluation.

In Table 2, an overview is presented, classifying studies into the following categories: (i) societal evaluation, (ii) private evaluation, (iii) sequential (i.e., societal and private) evaluation, and (iv) other (i.e., evaluations whereby the consideration of costs appears to mix societal and private considerations, and studies which are general in nature and can apply to both societal or private perspectives). As many studies are not explicit on the perspective used, interpretations have been necessary as part of the classification exercise. We want to apologize to the authors of the respective studies for any possible misinterpretation on our part.

234 **3.2** Valuation of risk to life

235 Evaluating the cost-effectiveness of fire safety investments implies that a consistent metric should 236 be used for both sides in the comparison. Commonly, this is conveniently taken as money. This 237 can be easily misunderstood as placing a value on life, which is at odds with the common view 238 that human life has infinite value [46]. The real valuation required for the CBA is, however, not 239 that of human life, but of upfront investments in risk reduction [28]. In other words, how much 240 can be spent on risk reducing measures. This is a fundamental distinction. Whereas one cannot 241 "buy" human lives, decisions on buying risk reduction measures are frequently made, e.g., when 242 buying cars. Thus, this valuation of risk to life has no direct application to decision making 243 regarding identifiable persons (e.g., during rescue efforts), or with respect to compensation of 244 victims. There are thus many arguments against transposing such approach to guide decisions with 245 respect to, for example, lockdown measures in an ongoing pandemic [47]. Misunderstandings 246 regarding these points easily result in undue hesitation with respect to CBA in FSSE.

Different approaches for the valuation of risk to life have been proposed. Often the terminology
"Value of a Statical Life" (VSL) is used [2], but since this terminology may reinforce the
misunderstanding that life itself is valued, the term "Societal Capacity to Commit Resources"
(SCCR) is preferred here. Common approaches for the valuation of the SCCR are Willingness To
Pay (WTP) studies [2]. A more objective basis is to derive the VSL from the Life Quality Index

proposed by Nathwani et al. [28]. The Life Quality Index valuation has been incorporated into the

ISO2394:2015 standard and has been applied in (a limited number of) fire safety engineering studies, such as [19], [22], [27], [29], [31], [32] and [45].

255 The SCCR is intended to inform societal CBA. As always, private decision-makers are free in their

256 valuation of costs and benefits, but societally cost-effective safety measures constitute the

257 minimum fire safety package. This sequential approach is in effect the application of an ALARP

concept, see [1],[22]. Values of the SCCR are listed in ISO 2394:2015 (there referred to as

259 "Societal Willingness To Pay", or SWTP). For the purpose of the discussions here, it is sufficient

to accept that the valuation of risk to life is both necessary and ethical, and that it should not be

- 261 misunderstood as placing a value on a(n) (identifiable) person.
- 262

Table 2. Overview of literature.

Reference	Approach	Perspective	Note / Focus
Offensend and Martin (1982) [6]	PNV	Societal	Key conceptual statements
Beck (1983) [7]	PNV	Private	Life safety and monetary loss (separate)
Juås and Mattson (1994) [5]	PNV	Societal	Very clear early reference
Ramachandran (1998) [3]	All	Other	Key general reference
Lundin and Frantzich (2002) [8]	PNV	Private	Different private perspectives
Simonson et al. (2006) [9]	PNV	Societal	Fire retardants
Li and Spearpoint (2006)	BCR/CBR	Private	Sprinklers in parking building
Butry et al. (2007) [10]	PNV	Other	Mixed perspectives
Hasofer and Thomas (2008) [27]	BCR/CBR	Societal	Residential sprinklers
Butry (2009) [11]	PNV	Other	Mixed perspectives
Poh and Weinert (2009) [12]	PNV	Societal	School building
Butry et al. (2012) [23]	PNV	Private	LCO egress in tall buildings
Paltrinieri et al. (2012) [13]	PNV	Societal	Includes breakeven analysis
Johansson et al. (2012) [14]	PNV	Societal	Arson protection schools
BRE Fire and Security (2013) [15]	PNV	Societal	Residential sprinklers Wales
Jaldell (2013) [16]	PNV	Societal	Sprinklers in elderly homes
Van Coile et al. (2014) [24]	PNV	Societal	LCO concrete slab
McNamee and Andersson (2015) [17]	PNV	Societal	Flame retardants
Zhang (2016) [18]	PNV	Other	Concept paper
De Sanctis and Fontana (2016) [19]	PNV	Societal	Egress width optimization
Runefors et al. (2017) [35]	BCR/CBR	Societal	Differentiation ifo population
Hopkin et al. (2018) [29]	BCR/CBR	Societal	Concept paper
Dexters (2018) [20]	PNV	Private	Warehouse compartmentation
Wassmer and Fesler (2018) [21]	PNV	Societal	Upholstered furniture
Van Coile et al. (2019) [22]	PNV	Sequential	Concept paper
Hopkin et al. (2019) [30]	BCR/CBR	Societal	Residential sprinklers
Ni et al. (2020) [25]	PNV	Societal	LCO concrete column
Arnott et al. (2021) [31]	BCR/CBR	Societal	Residential sprinklers
Hopkin et al. (2021) [26]	PNV	Societal	LCO steel beam
Krasuski et al. (2022) [32]	BCR/CBR	Societal	Detailed egress evaluation
Alimzhanova et al. (2022) [33]	BCR/CBR	Societal	Sprinklers in parking building

263

264 4 Reference methodology

Based on the literature review, the prototype methodology is elaborated step-wise: (i) the concept of discounting cash flows is summarily introduced; (ii) the cost components for the CBA are listed; (iii) these cost components are combined into the PNV evaluation. For completeness also the BCR/CBR formulations are listed. For further elaboration, reference is made to [48]. Insurance effects have not been considered, but can be included in the methodology. For private actors, insurance can have a key influence on decision-making. For societal decision-making, however,insurance should not play a key role as it concerns the transfer of funds within society.

272 4.1 Discounting and discount rates

273 As indicated in 2.1, costs and benefits need to be evaluated at a common point in time and using 274 constant value currency. The latter is not an issue when evaluating future costs, as it is sufficient 275 not to take into account future inflation. When basing assessments on historical data, correcting 276 cost data for inflation is however necessary. The discounting itself relates to economic growth and 277 the time preference for money. The time-dependency of the value of money can be considered by 278 compounding or discounting. When compounding, the value of a sum is assessed at a later point 279 in time by considering interest. When discounting, the value of a sum is evaluated at an earlier 280 point in time, following the same mechanism. The higher the discount rate, the lower the present 281 value of future costs or benefits. To evaluate the present value (or present worth) of a fire safety 282 investment, all future sums are discounted to the decision point (e.g., the present) and combined 283 with the investment sum [49].

284 The time-value of money is commonly introduced through annual interests. Mathematically, 285 considering an annual interest rate i, the value P_N after N years of an initial sum P_0 is given by Eq. 286 (1). This equation also allows the evaluation of the current value of a future sum. If a fire safety measure reduces fire losses by a value P_N , N years in the future, the current value P_0 is given by 287 Eq. (2). Fires however do not follow an annualized schedule, and it is therefore more convenient 288 289 to consider continuous discounting. When applying continuous discounting, the current value P_0 290 of a sum P_t incurred at time t is given by Eq. (3), with y the continuous discount rate and t the time. 291 Commonly, t is evaluated in years and thus y has dimension year⁻¹. To calculate an equivalent continuous discount rate from an annualized discount rate, it is sufficient to state that the time-292 293 values for 1 year of discounting or interest are equal, i.e., Eq. (4). An annualized discount rate of 294 3% thus has a continuous equivalent of 0.0296/year.

$$P_N = P_0 (1+i)^N$$
(1)

$$P_0 = \frac{P_N}{(1+i)^N}$$
(2)

$$P_0 = P_t exp(-\gamma t) \tag{3}$$

$$exp(-\gamma) = (1+i)^{-1} \xrightarrow{\text{yields}} \gamma = \ln(1+i)$$
(4)

295 In principle, a private decision-maker is free to choose the wanted return on investment, and thus 296 the discount rate applied in fire safety cost evaluations [22]. For a societal decision-maker, on the 297 other hand, concerns of equity apply. A discount rate which is set very low will result in an 298 increased preference for future life-saving relative to saving lives today, while a very high discount 299 rate results in a focus on current-day life-saving operations and values future life-saving less. The 300 societal (continuous) discount rate can be set equal to the long-term growth rate [45]. A value of 301 2% to 3% is commonly assumed. Higher discount rates reduce the benefit of fire protection as 302 future losses are valued less. Higher discount rates also reduce the impact of maintenance costs, 303 resulting in a cost-reduction for fire protection measures with lower upfront investment costs and 304 higher maintenance costs (relative to other fire protection measures which rely on a higher upfront 305 investment and lower maintenance costs).

306 4.2 Cost components

The PNV of the investment cost is labeled C_I . It is typically an upfront investment (recurring costs can be grouped under maintenance). When all costs are evaluated at the time of investment, this

309 term does not need to be discounted. When all costs are evaluated on an annualized basis, the

310 equivalent annualized investment cost c_I is determined from Eq. (5). For an infinite time horizon

311 *L*, the annualized investment cost c_I simplifies to $C_I \gamma$. Some fire protection measures have a finite

312 lifetime after which they need to be replaced. When the lifetime is large, and the discount rate

313 high, an infinite lifetime can be used as a simplification.

$$C_{I} = \int_{0}^{L} c_{I} e^{-\gamma t} dt = \frac{c_{I}}{\gamma} (1 - e^{-\gamma L}) \rightarrow c_{I} = \frac{C_{I} \gamma}{(1 - e^{-\gamma L})} \xrightarrow{L \rightarrow \infty} c_{I} = C_{I} \gamma$$
(5)

314 Many fire protection systems require regular maintenance. The PNV of the maintenance cost is

315 denoted as C_M and is obtained from the annual maintenance cost c_M through Eq. (6). For an infinite

time horizon, the PNV of the maintenance cost is given by c_M/γ . Different fire protection systems

317 may have different useful design lives.

$$C_M = \frac{c_M}{\gamma} (1 - e^{-\gamma L}) \xrightarrow{L \to \infty} C_M = \frac{c_M}{\gamma}$$
(6)

318 Obsolescence refers to the situation where the building is demolished and rebuilt, or where 319 extensive renovation effectively results in the same situation with respect to the considered fire 320 protection measures. In effect, this means that new fire protection investment costs are incurred at 321 the time of obsolescence. Obsolescence can be modelled through an obsolescence rate ω with 322 dimension year⁻¹ [45]. Considering the above, the PNV from future fire protection investment costs 323 resulting from building obsolescence, C_A , is given by Eq. (7). Comparing with the equations' 324 structure above, the annualized obsolescence cost is given by $C_I \omega$.

$$C_A = \int_0^L C_I \omega e^{-\gamma t} dt = \frac{C_I \omega}{\gamma} (1 - e^{-\gamma L}) \xrightarrow{L \to \infty} C_A = \frac{C_I \omega}{\gamma}$$
(7)

Fire-induced direct losses are defined by Ramachandran [3] as "damage caused to a building, its 325 326 contents and occupants during the course of a fire". Direct losses are the fire-induced damages 327 which are in a first-order relationship with the fire. These include loss of life in a fire and direct property damage. The direct losses incurred at the time of fire are denoted as D_d . Since fire 328 occurrence is uncertain, the PNV of the direct losses, C_{dd} , takes into account the occurrence 329 frequency of the fire $\lambda_{t\hat{t}}$. The PNV for a finite and infinite time horizon L is then given by Eq. (8). 330 331 The losses D_d incurred at the time of fire can be highly uncertain and depend on the success of the 332 available fire protection measures. For CBA purposes, an average (i.e., expected) value is 333 sufficient information. Note that the damage uncertainty is important for the tolerability check [1].

$$C_{dd} = \int_0^L \lambda_{fi} D_d e^{-\gamma t} dt = \frac{\lambda_{fi} D_d}{\gamma} (1 - e^{-\gamma L}) \xrightarrow{L \to \infty} C_{dd} = \frac{\lambda_{fi} D_d}{\gamma}$$
(8)

Indirect losses are defined by Ramachandran [3] as "costs associated with a fire after it is extinguished". These losses can be denoted as being in a second-order relationship with the fire event. Examples include the cost associated with the unavailability of critical infrastructure, environmental damage, the losses incurred due to business interruption, as well as cascading effects with suppliers or clients of an affected company. For further discussion on indirect costs, Van Coile et al. (2023). Cost-benefit analysis in fire safety engineering: State-of-the-art and reference methodology. Safety Science, 168, 106326. https://doi.org/10.1016/j.ssci.2023.106326 see [4]. The indirect losses incurred at the time of fire are denoted as D_i . Similar to the equations for direct losses, the PNV for the indirect damages, C_{id} , is given by Eq. (9).

$$C_{id} = \int_0^L \lambda_{fi} D_i e^{-\gamma t} dt = \frac{\lambda_{fi} D_i}{\gamma} (1 - e^{-\gamma L}) \xrightarrow{L \to \infty} C_{id} = \frac{\lambda_{fi} D_i}{\gamma}$$
(9)

341 **4.3** The cost-benefit evaluation: PNV and CBR/BCR

The lifetime utility or PNV of an investment is conceptually represented by Eq. (10), where Z is the total (net) utility, B is the benefit derived from the safety feature's existence, C is the cost of construction or implementation (including maintenance), A is the obsolescence cost, and D is the direct and indirect costs in case of failure.

$$Z = B - C - A - D \tag{10}$$

346 As hinted at above, fire safety engineering cost-benefit evaluations are generally done with a specific focus on the costs and benefits of the safety measure, and not on those of the larger 347 348 structure. In such situations, the building project is considered a given, and the benefit of the 349 project (i.e., the usefulness of the building) does not need to be considered. Thus, in fire safety 350 engineering applications, the benefit B derived from the safety feature's existence is considered to 351 correspond with the avoidance of the (expected) fire damage in the reference state absent of the 352 additional safety investment. This benefit is independent of the assessed investment scheme. The 353 damage term D then relates solely to the (expected) residual damages in the proposed design 354 configuration. The net benefit is B - D. Considering the cost components introduced above, this 355 net benefit is given by Eq. (11), where the subscript "o" indicates the original configuration and the subscript "p" indicates the proposed configuration with the additional fire safety measures. For 356 brevity, an infinite time horizon is considered. The fire safety expenditures concerning the 357 358 investigated fire safety scheme relate to the investment C (including maintenance), and the 359 obsolescence cost A. Considering the sections above, these cost components are given by Eq. (12).

$$B - D = (C_{id} + C_{dd})_o - (C_{id} + C_{dd})_p = \frac{\left(\lambda_{fi}(D_d + D_i)\right)_o}{\gamma} - \frac{\left(\lambda_{fi}(D_d + D_i)\right)_p}{\gamma}$$
(11)

$$C + A = C_I + C_M + C_A = C_I + \frac{c_M}{\gamma} + \frac{C_I \omega}{\gamma}$$
(12)

Determining the optimum investment corresponds to determining the design with the highest lifetime utility (highest PNV). In case of a discrete set of design alternatives, the design alternative with the maximum PNV is readily determined by evaluating Eq. (10) for each of the alternatives. In case of a continuous decision variable (e.g., insulation thickness for a steel beam), an optimization calculation must be performed [48]. A BCR or CBR can be derived from Eq. (10), i.e., Eq. (13) and Eq. (14). A proposed safety scheme is then considered cost-effective if the CBR ≤ 1 , or equivalently, if the BCR ≥ 1 .

$$CBR = \frac{C+A}{B-D} = \frac{C_I + C_M + C_A}{(C_{id} + C_{dd})_o - (C_{id} + C_{dd})_p}$$
(13)

$$BCR = \frac{B - D}{C + A} = \frac{(C_{id} + C_{dd})_o - (C_{id} + C_{dd})_p}{C_l + C_M + C_A}$$
(14)

367 5 Illustrative application: sprinkler and/or compartmentation fire protection for 368 warehouse

369 5.1 Introduction and case description

This illustrative case study applies the prototype methodology for the cost-benefit evaluation of sprinkler protection and compartmentation in a low-rise, medium-size commercial warehouse (6000 m^2). The warehouse stores goods with a total fire load density below 400 MJ/m². The case study is developed for a remote location whereby FRS intervention before the fully developed fire phase is unlikely. A societal perspective is adopted (i.e., the goal is to assess whether societal fire protection requirements should apply). Further details are presented in [4]. Calculation files are available through the project website. Further case studies are presented in [58].

377 5.2 Case input

378 No clear methodology for the assessment of costs and fire-induced damages exists. This is a major challenge for the widespread application of cost-effectiveness calculations in fire safety 379 engineering. Here, based on the analyses in [4], construction, demolition and disposal costs, as 380 381 well as the costs for fire protection systems, are assessed through the RSMeans database [50], 382 summarized in Table 3. A discount rate of 3% is adopted, based on [45]. Obsolescence is neglected 383 (i.e., an obsolescence rate of 0% is adopted), considering that warehouses can be of use 384 indefinitely. A basic fire detection system is considered to be the standard fire protection in the 385 building. The cost-effectiveness of two additional safety features is evaluated: adding sprinklers, 386 and creating compartments. For the sprinklers, an annual maintenance cost of 5% has been adopted 387 as in [30], which includes the replacement cost of parts to allow for an indefinite lifetime extension. 388 Compartmentation is assumed to be operationally feasible with no hindrance to the warehouse 389 operations. The compartmentation, made of concrete blocks with gypsum plaster coating on both 390 sides with a 30-minute fire rating, considers the minimum length needed for dividing the 391 warehouse into the listed number of compartments (all compartments are of equal size). For the 392 considered warehouse specification (fire load below 400 MJ/m²), compartmentation with a 30 393 minute rating can reasonably be expected to contain the fire. Nevertheless, the effect of a 394 compartmentation failure probability will be explored in the following. It is assumed that no 395 maintenance cost applies to the compartmentation. Fire risk parameters obtained from statistics 396 are listed in Table 4, with the associated references. Injuries are valued at 0.047 SCCR [4]. Content is expressed as a multiplier of the building structure loss, i.e., a content loss factor of 1 indicates a 397 398 content loss equal in value to the building structure loss. The indirect cost is expressed as a 399 multiplier of the direct material loss, i.e., an indirect loss factor of 0.65 means that indirect losses 400 amount to 65% of the sum of the building structure loss and content loss.

401

Table 3. Case study parameters.

Construction cost	1,075 USD/m ²
(Single story warehouse, 100 m x 60 m x 7 m; incl. detector cost)	
Demolition + disposal + (re-)construction	1,187 USD/m ²
Cost of sprinkler system installation per m ²	61.7 USD/m ²

000 USD
6,000 USD
8,000 USD
1,000 USD
4,000 USD
2

- 402
- 403
- 404
- 405

406

Table 4.	Benefit	of fire	protection	(fire	risk	parameters).
			F	(F	<i>)</i> -

Parameter	Value	Reference
Fire frequency (reported fires) [per year]	0.00156	[51]
Probability of successful suppression by sprinklers [-]	0.95	[52]
Probability of successful suppression by the fire and rescue service [-]	0.10 (remote)	Assumption
Civilian fatality rate [per 10 ³ fires]	1.5	[53]
Civilian injury rate [per 10 ² fires]	1.3	[53]
Firefighter fireground fatality rate [per 10 ⁵ fires]	2.8	[54]
Firefighter response fatality rate [per 10 ⁵ fires]	2.5	[54]
Firefighter fireground injury rate [per 10 ² fires]	1.62	[55]
Firefighter response injury rate [per 10 ² fires]	0.37	[55]
Average damage area with sprinkler suppression [m ²]	22.6	[51]
Average damage area without sprinkler suppression, but with	41.3	[51]
successful fire brigade suppression [m ²]		
Average damage area in situations without successful fire suppression	Full compartment	Assumption
Content loss factor	1.0	[56]
Indirect loss factor	0.65	[57]
SCCR [USD/fatality]	$5.7 \cdot 10^{6}$	ISO2394:2015

407

408 **5.3** Fire risk evaluation for the design alternatives

409 Fig. 1 shows the event tree for the considered case. The event tree defines three scenarios: (i) "suppressed by sprinkler", (ii) "not suppressed by sprinklers, suppressed by fire and rescue 410 411 service", and (iii) "not suppressed". For scenario III, full fatality and injury rates for civilians and firefighters are considered (i.e., as listed in Table 4), and the damage area is assessed as the total 412 compartment area. Note that the compartmentation is "perfect" in the sense that no 413 414 compartmentation failure probability has been considered. The evaluation thus gives an upper 415 bound for the PNV as the consideration of a (small) failure probability for the compartmentation 416 will result in an increase of the expected fire damages. For scenario II, full fatality and injury rates for civilians and firefighters are again considered but the average damage area is reduced (Table 417 418 4). For scenario I, civilian injuries are reduced by 57% [11], while the fatality rate is considered 419 reduced to zero. Firefighter fireground fatalities and injuries are effectively reduced to zero, while 420 response fatalities and injuries are not affected. The average damage area is listed in Table 4.





Fig. 1. Event tree defining scenarios.

423 5.4 PNV evaluation

424 The PNV for the design alternatives is listed in Table 5, together with the BCR. For the considered 425 input parameters, the design with 6 compartments and no sprinkler protection is found to be the 426 optimal solution. Several other solutions are also cost-effective (i.e., result in a net benefit), but 427 the largest net benefit is obtained for the 6 compartments design. The solutions that are not cost-428 effective are those that add both sprinklers and more than 2 compartments; these result in "over-429 investment" in safety returning a negative PNV. Note that the PNV of the optimum design (6 430 compartments) is approximately 200,000 USD higher than the PNV of the design with highest 431 BCR (2 compartments). In other words, opting for the design with the highest BCR results in a 432 significant "loss" relative to the optimum design. While sprinkler protection is found cost-433 effective, it is not the optimum solution, as other solutions result in a higher PNV.

434

Table 5. Cost-benefit indicators for investigated fire protection options.

Design alternative	PNV [USD]	BCR
Alternative a: sprinkler system only	55,463	1.06
Alternative b: compartmentation only		
- 2 compartments	487,035	8.73
- 3 compartments	607,380	5.82
- 4 compartments	657,052	4.91
- 6 compartments	685,725	3.97
- 8 compartments	668,561	3.27
Alternative c: sprinkler system and compartmentation		
- 2 compartments	19,964	1.02
- 3 compartments	-33,868	0.97
- 4 compartments	-71,285	0.94
- 6 compartments	-129,701	0.89
- 8 compartments	-190,409	0.85

435

436 5.5 Parameter study

437 438	Because prompt FRS intervention reduces the consequences of a fire, there is a relationship between the probability of successful FRS intervention and the cost-effectiveness of implementing
439	the fire safety measures (sprinklers, compartments) in the warehouse. This is exemplified by
440	changing the assumption on the probability of successful FRS intervention from 0.10 (Table 4,
441	"remote" location) to 0.95 (reflecting a well-connected location, or FRS on site). In this case, the
442	additional fire protection investments may not be warranted except where indirect costs increase
443	significantly, see Fig. 2. The conclusion that fire protection investments are not cost-effective for
444	medium-sized warehouses which can rely on a high likelihood of successful FRS intervention is

445 in agreement with other studies such as [20]. This can be expected since a different finding would 446 indicate that current safety levels correspond with an underinvestment in fire safety.

447 The sensitivity analysis on the indirect cost, or value of the content, is important for warehouses 448 as these buildings may be critical for owners when the content stored is needed to operate an economic activity, i.e., in case of components of a supply chain. A supplier losing its stock could 449 450 lose a client because the client cannot afford to wait for the content to be replaced and identifies a 451 new supplier. The indirect cost factor can thus vary widely. As the cost factors are multiplicative, 452 the parameter study also gives a view of the impact of changing the content value. Fig. 2 shows 453 the PNV for different compartments as a function of the indirect cost factor. Compartmentation 454 becomes cost-efficient as the indirect cost factor increases, and the optimum number of 455 compartments increases with the increase in indirect cost. Dividing the warehouse into 2 compartments becomes economically justified as soon as the indirect cost factor exceeds 240% of 456 457 the direct cost. Table 6 lists the PNV and BCR for an indirect cost factor of 20 (i.e., 2000%). The 458 economic optimum (highest PNV) then corresponds with 6 compartments. The highest BCR is 459 however obtained for 2 compartments. As highlighted earlier, the BCR should not be used to 460 compare cost-effective design alternatives.

461 Additional sensitivity studies show that (i) the SCCR valuation has no impact on the conclusion, 462 and (ii) the sprinkler success rate has only a limited impact.



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415,370

417,189

386,599

3.47

2.81

2.31

compartments

4 compartments

6 compartments

8 compartments

467 A possible point of concern is that the case study did not consider a failure probability for the 468 compartmentation. This modelling assumption is based on the consideration that (i) the fire load 469 for the considered warehouse is low; (ii) "failure" of compartmentation takes many forms, ranging 470 from smoke leakage to fire spread to the adjacent compartments, and there is no data readily 471 available to consider this as part of a simplified assessment. Within the wide spectrum of possible 472 failures, many are considered to have only a small impact on the overall compartmentation 473 performance. Advanced analysis to assess the likelihood and effect of compartmentation failure is 474 not included in this illustrative application. For a view on how advanced modelling can be used to 475 inform the methodology, reference is made to [58]. However, to fully address this point of concern, 476 in Fig. 3 the result of an evaluation is presented where a compartmentation failure probability has been taken into account (all other parameters as in Table 4). Referring to the model of Fig. 1, 477 478 when the fire is not suppressed (Scenario III), the damage area is the total compartment area with 479 probability p_{comp} (i.e., the compartmentation reliability), and is the total warehouse floor area with 480 probability $(1-p_{comp})$. From this visualization, it is clear that the conclusion on the preferred design 481 solution is not sensitive to the compartmentation reliability. For compartmentation reliabilities 482 above 70%, the conclusion remains unchanged. Only for low reliability values does the preferred 483 design solution shift to a lower number of compartments. In this illustrative case study, the cost-484 effectiveness of the sprinklers only outperforms compartmentation for very high 485 compartmentation failure probabilities (approximately 80%, i.e., $p_{comp} = 0.2$). The real reason why sprinkler systems have a lower cost-effectiveness than the compartmentation is the considered 486 487 sprinkler maintenance cost. The evaluation thus highlights that a better view on sprinkler 488 maintenance costs is most relevant. With this example in mind, it is hoped that the cost-benefit 489 methodology presented here will help objectify discussions on fire safety.



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493 **6** Conclusions

494 Based on a critical analysis of the literature, the recommended methodology for cost-benefit 495 analysis is based on a Present Net Value (PNV) evaluation. The evaluation balances the costs of 496 fire protection features with the anticipated averted losses over the building lifetime. Valuation of 497 the reduction in risk to life is crucial for the full assessment of benefits of upfront investments in 498 fire protection measures. This should not be misunderstood as a valuation of life itself. Users 499 should be clear on the perspective of their analysis (societal vs private). A societal valuation 500 requires the user to try to eliminate any biases in the valuation. Private valuations on the other 501 hand take into account the private valuation of costs and benefits. The prototype methodology is 502 elaborated in detail and applied to the assessment of fire protection measures in a warehouse. The 503 case study demonstrates why the PNV evaluation is to be preferred over Cost-Benefit Ratios 504 (CBR) or Benefit-Cost Ratios (BCR) in situations where multiple fire protection options are 505 compared. To operationalize the cost-benefit methodology, a calculation approach for the 506 assessment of costs and losses is recommended.

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626 Figure captions

- 627 Fig. 1. Event tree defining scenarios.
- 628 Fig. 2. Parameter study for Case 2 (probability of successful FRS intervention equal to 0.95).

630 Table captions

629

- 631 Table 1. A conceptual example comparing BCR and PNV.
- 632 Table 2. Overview of literature.
- 633 Table 3. Case study parameters.
- 634 Table 4. Benefit of fire protection (fire risk parameters).
- 635 Table 5. Cost-benefit indicators for investigated fire protection options.
- Table 6. Cost-benefit indicators for Case 2, considering an indirect cost factor of 20 (2,000%).