

North Yorkshire
Fire & Rescue Authority
**Integrated Risk Management
Action Plan 2007 - 2008**



North Yorkshire Fire & Rescue Service Headquarters
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Foreword

Foreword by Cllr. Graham Gatman Chair of the Fire & Rescue Authority and Chief Fire Officer/Chief Executive, Nigel Hutchinson:

We are very pleased to issue our Integrated Risk Management Action Plan 2007/08. Our previous plans were designed to help us to drive down risk in the communities of North Yorkshire and the City of York and to modernise the Fire and Rescue Service. We have made a very positive start towards our goal of saving 125 extra lives by 2014 - our "125 Alive" Vision. This latest plan seeks to build on the momentum created and take us further along the path to our Vision.

The 2005 independent judgement of North Yorkshire Fire & Rescue Authority by the Audit Commission resulted in ratings of GOOD being awarded in all categories, making us one of the better performing Fire & Rescue Authorities across the country. This, in part, is recognition that we have successfully produced plans that are both challenging and imaginative. Our commitment to prevention and the innovation and excellence displayed by our staff working in the community contributed significantly to this rating.



**County Councillor
Mrs Caroline Seymour**
Chair of the Fire Authority



Nigel Hutchinson
Chief Fire Officer/Chief Executive

I25ALIVE





Introduction



A firefighter replaces a smoke alarm that was damaged while alerting occupiers to a fire.

The Government is responsible for setting clear priorities and objectives for fire and rescue services. It does this each year through the publication of the Fire and Rescue Service National Framework document which identifies the Government's expectations. One such expectation is that each Fire & Rescue Authority must have in place, and maintain, an Integrated Risk Management Plan (IRMP) which reflects local need and which sets out plans to tackle effectively both existing and potential risks to communities. We should also:

- produce annual action plans on which we have fully consulted our local communities, allowing twelve weeks for the consultation;
- have regard to Central Government guidance in producing our plans; and
- make efficient and effective use of resources to implement the IRMP and the Action Plan, including using more efficient working practices where appropriate

The Fire and Rescue Service National Framework 2006 - 2008 also sets out the Public Service Agreement (PSA) target that took effect from the 1st April 2005. The current PSA target is:

"By 2010, reduce the number of accidental fire-related deaths in the home by 20% and the number of deliberate fires by 10%."

The PSA target covers one main and two sub-targets:

Main target: Accidental fire-related deaths in the home

To reduce the number of accidental fire-related deaths in the home by 20%, averaged over the eleven-year period to 31 March 2010, equivalent to 280 fire-related deaths per annum, compared with the average recorded in the five-year period to 31 March 1999 of 350 fire-related deaths.

Sub-target 1: Floor Target

No local Fire and Rescue Authority having a fatality rate, from accidental fires in the home, more than 1.25 times the national average by 2010.

Sub-target 2: Deliberate fires

To achieve a 10% reduction in deliberate fires by 31 March 2010 to 94,000 from the 2001/02 baseline of 104,500

In addition there are general Government targets relating to equality and diversity, sickness absence and ill-health retirements, improvements to service delivery, and value for money.

North Yorkshire Fire & Rescue Authority's Integrated Risk Management Plan sets out how it will deliver a service that meets the Government's expectations and creates the environment in which this fire and rescue service can achieve even more.

North Yorkshire Fire & Rescue Service's Vision, 125 Alive, sets out an ambitious, yet achievable, target that will out-perform Government expectations and save even more lives.

This action plan, building on the progress achieved in previous years, demonstrates the commitment and enthusiasm of the whole organisation to achieve the Vision.

"Having to deal with the devastation and tragedy a fire causes can be avoided through a simple community safety visit by one of our firefighters. The action plan proposals will ensure we can make those visits on a regular basis".

**Chris Anderson,
Deputy Chief
Fire Officer**

Our Current Services

North Yorkshire Fire and Rescue Service covers over 8,300 square kilometres, the largest area of all the English Fire Services, encompassing the seven Districts in the County of North Yorkshire plus the City of York. It has a very mixed spread of risks, from the busy tourist city of York to holiday makers on the East coast and open moorland in the Dales and North York Moors. A variety of traditional market towns provide the locations for many of our fire stations. There are concentrations of industry throughout the area, which pose additional risks to manage, ranging from chemical production to gas pipelines and quarrying to heavy engineering. Transport risks also feature highly in our plans, to deal with the main roads and railways that cross the Service area.

To deal with the varied risks we provide 39 fire stations –

4 Shift crewed at Acomb, Harrogate, Scarborough and York
These stations are staffed 24 hours a day with 7 fire appliances available for immediate response to incidents. Acomb also has one fire appliance staffed by retained personnel on a 5 minute delay.

5 Day-Crewed with retained support at Malton, Northallerton, Ripon, Selby and Tadcaster
These stations are staffed during the day with one fire appliance available for immediate response to incidents and one retained appliance which is available with a 5 minute delay. Night time cover for both appliances is provided by staff responding from home.

2 Day-Crewed at Richmond and Whitby, staffed as for the other day-crewed stations but without the second retained appliance.

26 Retained Fire Stations with one fire appliance at Bedale, Bentham, Boroughbridge, Colburn, Danby, Easingwold, Filey, Grassington, Hawes, Helmsley, Huntington, Kirkbymoorside, Knaresborough, Leyburn, Lythe, Masham, Pickering, Reeth, Robin Hoods Bay, Settle, Sherburn, Skipton (2 appliances), Snainton, Stokesley, Summerbridge and Thirsk
People from the local community who work and/or live near to their Fire Station staff these stations, responding when there is an incident.

2 volunteer units at Goathland and Middlesmoor These units are equipped and trained by NYFRS and provide a limited service in remote areas. They are particularly useful in winter when road access for our other resources can be restricted.

In addition to this general cover of standard fire appliances, we provide a range of special units stationed across the area. These include 30 metre aerial appliances, a water rescue unit and heavy rescue units. We also crew an Incident Support Unit (decontamination showers) and two High Volume Pumping Units as a part of the national response to major emergencies.





The Headquarters and Control are in the County Town of Northallerton. The Control Room is co-located with the Northallerton Fire Station where personnel handle all the emergency calls and mobilisations of staff, appliances and equipment. Our 34 Officers work from premises around the county and in York, providing 24-hour cover on a rota basis. Our trainers and fire safety inspectors work day duties with a limited operational commitment. Approximately 100 support staff are based at offices around the area. Together these resources are managed to ensure that the risk to the community and visitors to the area are controlled and reduced to a minimum and that when incidents do occur an effective and efficient intervention service is in place.

Progress Report IRMP 2006/2011

In the first three Integrated Risk Management Action Plans there were 59 proposals, 23 in each of the first two years and 13 in the third. These proposals served to focus our efforts on prevention, and provide the basis for more efficient working practices. This Action Plan puts forwards a further 11 proposals that address aspects of the service that have been identified as opportunities for improvement.

In the 2004/2005 Action Plan we:

- Began an investigation into the concept of "Dual Crewing" the Aerial Appliances;
- Introduced a range of Partnership activities;
- Began to examine the range of duty systems that we employ, and offered new arrangements for overtime;
- Restructured our organisation to work effectively with District Councils;
- Began to look at the design and operation of fire stations to make them more accessible to the community.

In the 2005/2006 Action Plan we:

- Implemented the Dual Crewing of Aerials, releasing 24 posts;
- Introduced the first of a planned 8 Community Safety Vehicles to enhance our community focus;

- Reshaped many of the duty systems to align them to our Vision;
- Upgraded the Grassington volunteer unit to full retained station status;
- Set in place the programme of replacing and remodelling fire stations;
- Continued our efforts to develop skills to improve our emergency response to rescues; and
- Continued to improve the collection of information to support our planning.

In the 2006/2007 Action Plan we committed to:

- An improved risk inspection programme and changes to working practises to allocate more protection work to watch-based staff;
- Improving our control over policies and procedures to provide better operational assurance;
- Funding our Arson Reduction Coordinator and Youth Diversion Coordinator posts after external funding ceased;
- Reviewing the opportunities for sharing officer cover with Regional Fire Services;
- Installing mobile data terminals in more of our appliances to provide up to date information to crews at incidents;
- Improving the integration of wholetime and retained staff;
- Improving our business continuity plans in line with the Civil Contingencies Act;
- Developing new intervention standards;
- Addressing the problem of unwanted alarms from automatic systems by gathering more data to identify problem trends;
- Reviewing workloads on stations to ensure that our time is effectively used.

Our performance for the year 2005-2006 against a range of Best Value Performance Indicators is reported in our Performance Plan, published in June. This shows improvement in many areas and as we look towards the Action Plan for 2007/2008 we can see that we have already made significant steps to alter the risk profile of our area. This consultation document contains 11 more proposals for improvements that we believe will further enhance the safety of the community as a whole.

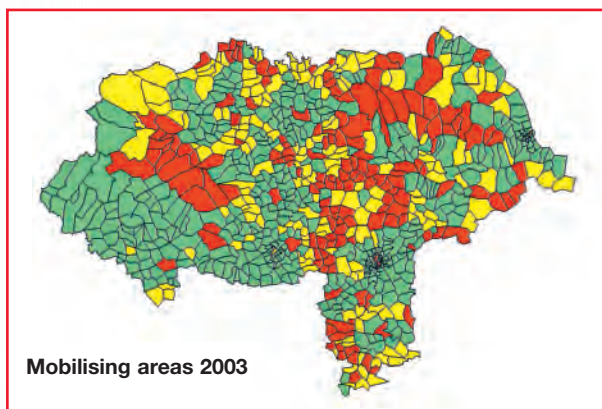




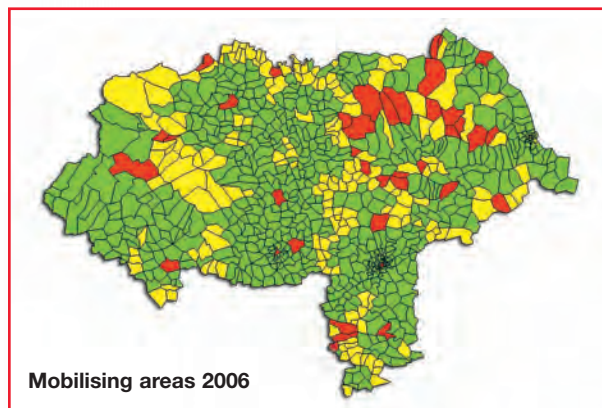
Current Risk Profile

Mapping our prevention, protection and response to emergency activities, we can see the improvement in community safety through the colour-shift in the maps shown below. We have divided the area covered by the Service into 854 communities. These use names which are recognised by local residents and we use them to identify the location of incidents. We call them "mobilising areas". Each of these is allocated a score based on the number and type of emergencies we have attended in the previous 5 years, and the amount of prevention and protection activities carried out in each area. The resulting scores are graded as red, amber and green to indicate the levels of risk score. We are committed to removing all the red areas by 1st April 2009, and reducing all the risk scores by a further 5% by 1st April 2014.

This map shows the distribution of the risk in our initial review.



This map shows the results of the additional efforts being put in by firefighters, and the changes in the number of emergencies that have occurred.



Changes since the start of the integrated risk management planning process –

	2003	Now
Red	189	40
Amber	176	176
Green	489	638

The overall risk has reduced by almost 8%

"If we are to save 125 lives over the next ten years it is essential that our action plans are based on getting out into the community and preventing emergencies through good advice, as well as responding quickly to those incidents that do occur".

Head of Business Risk
Colin Chadfield

Proposals for Improvements – 2007/08

Proposal 1: Automatic fire alarm attendance

Attendance at premises where automatic alarms have activated when there is no fire is a significant problem nationwide and for this Service. For some stations 50% of all calls are to false alarms and we attend about 3500 of these calls each year. Significant efforts have been made to reduce this number in the past but the results are disappointing. These calls cost the community in a number of ways. Fire Service resources which could be carrying out community safety work are attending false alarms and this has a significant efficiency cost. Some of the AFAs are attended by retained crews who are paid for each turnout. This costs in the region of £120 per call. There is also the danger that whilst attending an AFA, a real incident may occur which results in a slower attendance at the point of real need. We will implement a progressive reduction in attendance to these unnecessary calls to reduce the amount of time wasted.

How will we do this?

It is proposed that we adopt a policy of non-attendance at low risk premises unless a back up call is received confirming that there is a fire. This mirrors the approach of the Police to burglar alarms sounding. This will be progressively applied and closely monitored to ensure that the correct balance between cost effectiveness and risk to occupiers is maintained. We will also use the experience of other Fire Services that have adopted this approach to ensure that risk to the public is not increased.

Financial Implications

Savings will depend on the extent to which the policy is adopted. A minimum application would see a reduction of 700 calls per year, whereas a more radical application could reduce the calls by as much as 2700. In financial terms the efficiency savings could be worth between £28,000 and £145,000 and actual savings in turnout fees could be between £5,000 and £60,000.

Proposal 2: Development of a revised community safety prevention strategy

A range of initiatives have been established in recent years to address local and national issues, many in partnerships with other organisations and agencies. We will ensure that the existing initiatives are an effective use of our resources.





“Creating additional capacity through the action planning process supports a greater degree of community interaction an example being the Tadcaster Young Firefighter scheme”.

**Group Manager
Jez Rushworth,
Selby**

How will we do this?

We will review all existing activities to draw together the various initiatives that have been developed since the beginning of the Integrated Risk Management Planning process. It will ensure that the finite resources available are targeted at the areas of greatest need. The main aim will be to ensure efficient use of resources and to take account of changes in current funding streams, to enable the continued provision of smoke alarms and other community safety products and as such should be cost neutral.

Financial Implications

The review will be carried out within existing budgets. Recommendations may result in the reallocation of budgets between initiatives.

Proposal 3: Community Safety Vehicle Intervention Role

Further to the introduction of CSVs in their prevention and protection role during 2006/2007, there is a need to develop the Risk Assessments and Standard Operating Procedures to allow them to be used in an intervention role where appropriate. This is in line with the phased approach that was considered pertinent in relation to the full utilisation of the CSVs. The decision to move to using the CSVs in an intervention role will depend upon suitable controls being in place.

How will we do this?

We will carry out a comprehensive review of the pros and cons of utilising the CSVs in this way. We are mindful of the potential risks to firefighters when arriving at incidents with reduced resources and will only progress this role if effective and safe operating rules can be ensured.

Financial Implications

The review will be carried out within existing salary budgets. Proposals may involve additional equipment which will be included in future budgets

Proposal 4: Fundamental review of emergency cover in Selby Group

It has been recognised that the continuing development of the population centres in Selby District has implications for our Service Delivery. We need to find a better solution to providing an emergency response, particularly in the Sherburn in Elmet area. A proposal has been put forwards by station personnel to move the Selby and Tadcaster wholtime crews to a shift station providing 24 hour immediate availability on the western edge of Selby. Under this proposal the retained appliances would remain in Selby and Tadcaster. This is a significant change which needs careful consideration to ensure that the assumed benefits would be realised.

How will we do this?

We will carry out a comprehensive review of the effects of such a change in intervention provision, considering the impact across the Selby District on intervention, protection and prevention services.

Financial Implications

The review costs will be met from current salary budgets. It is anticipated that any station build would cost in the region of £1.5 million, which is not currently in the capital plan.

Proposal 5: Esk Valley Intervention Cover Review

Both Danby and Goathland Fire Stations are in need of replacement. The existing premises are old, not suitable for community use and there is limited welfare provision at the Goathland site. Coupled with Proposal 8 to consider the types of vehicles to be used in remote rural areas, we will review the overall provision of intervention cover in the Esk valley and the surrounding North York Moors.

How will we do this?

A review of the overall provision of intervention resources in the Esk valley will be carried out, considering past incident location and frequency, current trends in activity, future vehicle provision and will take into account the community use potential of the replacement facilities.

Financial Implications

The capital plan already includes the replacement of Danby Fire Station. This review will ensure that the most effective use is made of that capital expenditure.

Proposal 6: Capital Programme and Global Cover Review

Related to Proposals 4 and 5, there is a need to ensure that our capital programme, which covers the next 5 years, is aligned with the developing expectations of the fire service in terms of community involvement and intervention demands.

How will we do this?

We will carry out a review of the capital plan to ensure that it is in line with the needs of the community and to ensure that where alternative solutions are required that a mechanism is devised for meeting those needs.

Financial Implications

The review itself is considered to be cost neutral, however, the findings may introduce additional costs into future IRMP action plans.





Proposal 7: Control Staffing – Retained Duty System

In the approach to the change to the new Regional Control Centre (scheduled for 2009) we are anticipating some difficulties in keeping our existing Control Room staff, due to them choosing not to transfer to the new facility but to seek employment elsewhere. As we approach the change-over date, it will be uneconomical to take on new staff and train them to an acceptable level of competency. We aim to provide staffing continuity up to the change by providing an additional workforce to use to cover when the wholetime workforce is not sufficient.

How will we do this?

We are seeking to put in place an employment option similar to the retained firefighter system, whereby people are trained to be competent operators but are only used to fill gaps in the duty system. It is anticipated that this system may be attractive to recently retired Control Room staff or members of other sections of the Service.

Financial Implications.

Net nil. It is anticipated that each vacant post covered by a retained duty staff member would release £12,000, which would be utilised to support the overtime and other incidental costs as the cut-over approaches.

Proposal 8: Provision of community safety in rural areas

We currently provide 4x4 fire appliances for response in some rural areas and these are due for replacement in 2009. Developments in equipment and vehicles have been significant since we first purchased these appliances and it is vital that we replace them with an effective solution to modern demands.

How will we do this?

We will review whether these vehicles are the best way to provide responses to the remote areas, in the light of modern developments, and recommend a suite of replacement options.

Financial Implications

The cost of the review will be met from existing salary budgets. The cost of replacing the vehicles is already included in the capital plan. It is anticipated that the review will recommend solutions within the existing budget.

Proposal 9: Incident Command Unit – Development Opportunity

We have previously utilised a Fire Safety Education unit which reached the end of its functional life a couple of years ago. We will replace this unit with a dual purpose Mobile Command Centre / Community Education Unit.

How will we do this?

The Incident Command Unit (ICU) was originally purchased to provide a Mobile Command Centre for use at large or extended incidents and is now reaching the end of its serviceable life. This presents an opportunity to purchase a revised design that makes the vehicle suitable for use as a Community Education event hub. The current vehicle has been adapted for this role and is proving very useful, although this use is compromised by the original design. This is an opportunity to create a dual use resource that will be primarily used for prevention work.

Financial Implications

This is included in the 2007/2008 capital programme with a current budget of £200,000. The Community Education role is not anticipated to increase this cost.

Proposal 10: Review of salvage and environmental control capability

The Fire and Rescue Services Act 2004 placed new environmental protection responsibilities on the Fire Service. We will review our current provisions to ensure that we are effectively meeting our statutory responsibilities.

How will we do this?

This is a joint review with the Environment Agency to examine the ways that the Service meets its duties in relation to the protection of the environment. We have an existing Salvage and Environmental Control Unit which will be due for replacement soon and this is an ideal opportunity to thoroughly examine the facilities we provide to meet our new duties.

Financial Implications

The review work will have no additional costs and will recommend items for consideration in the 2008/2009 budget.





Proposal 11: Fire and Emergency Support Service

We are committed to working in partnership to provide the best service that the community as a whole can deliver. Victims at incidents are often at a loss as to what to do once the immediate danger is dealt with by the emergency services. We will introduce a support service to provide assistance to victims of fires and other emergencies.

How will we do this?

In a joint initiative with the British Red Cross we will put in place arrangements to provide a vehicle and staff to support victims of fire and other emergencies. We will provide garaging and basic support needs plus call-out procedures. BRC will provide the vehicle and trained staff.

Financial Implications

Approximately £1200 per year.

Large Print versions of this report can be provided, on request to:

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North Yorkshire Fire & Rescue Service
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Thurston Road
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Email: ciu@northyorksfire.gov.uk

If you would like a copy of the report in braille or another language please contact our Corporate Information on 01609 788501.

Copies of the full Integrated Risk Management Plan 2006 – 2011 can be found on our website at:

www.northyorksfire.gov.uk