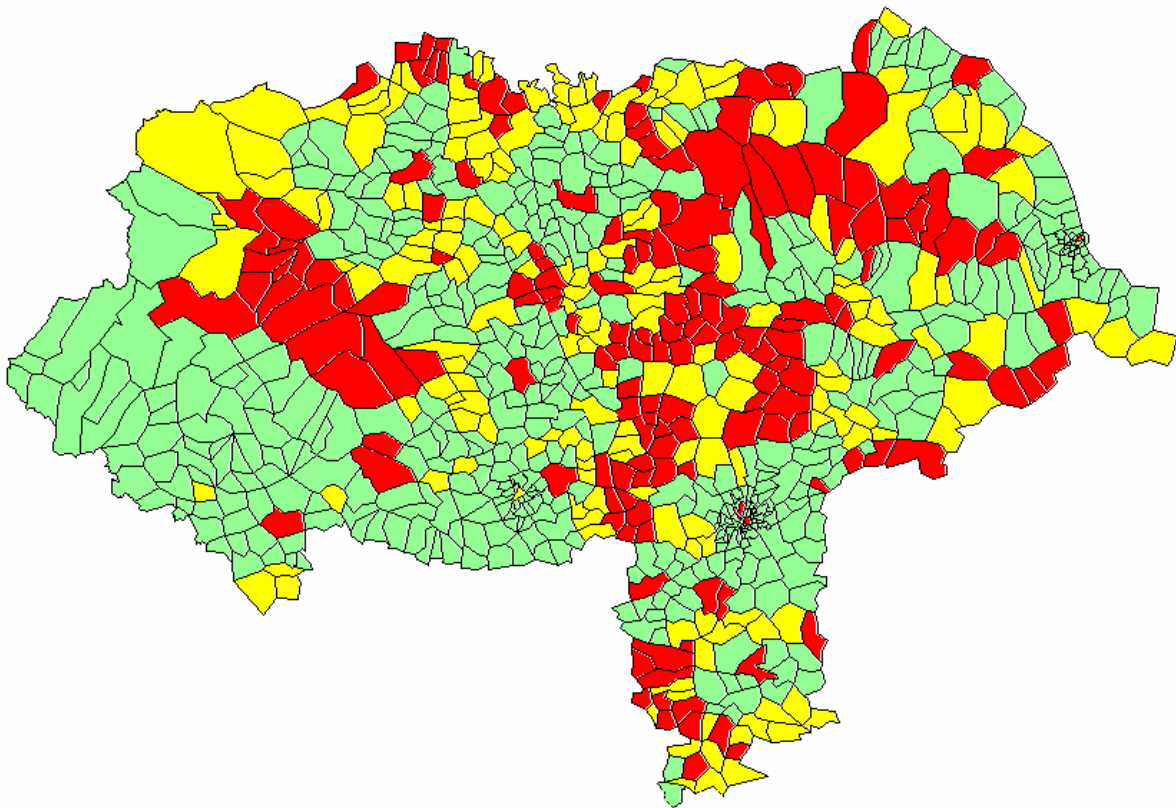


**NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY**

**INTEGRATED RISK MANAGEMENT PLAN 2004-9**

**DRAFT FOR CONSULTATION**



## FOREWORD BY THE CHAIRMAN

The attached plan sets out the Fire Authority's 5-year risk reduction programme as regards fires and certain other emergencies. It follows an analysis of risk in communities based upon actual occurrences over the past 5 years, potential future risk and the level of prevention, protection and intervention services provided currently, with a view to identifying what the Fire & Rescue Service can do independently, and with partners, to reduce significantly the number of fires, road traffic accidents and similar life threatening events in our area.

The assessment thus far has identified 20 service improvements which we can introduce in the next 12 months whilst further analysis is being undertaken to inform and develop our 5-year plan. We are anxious to deliver change in the fire and rescue service that benefits communities and it is clear that we have to strike a sensible and safe balance between investing further in prevention activity whilst maintaining an appropriate intervention service.

Hence, the Fire Authority is consulting stakeholders on its current plan, which is attached. The Authority supports Option 2, the most ambitious and challenging option for the Service as it seeks to reduce identified risk in all communities by 10% whilst targeting specifically those areas of high risk to reduce it to an appropriate level over a 5 year period. All of the options considered involve an initial investment to "kick-start" the initiative but we are extremely confident that we will identify potential savings in years 2 to 5 primarily through the use of more flexible working arrangements better enabling us to target staff time to risk reduction.

**Your Fire & Rescue Service is already, we believe, an efficient and economical organisation which has over many years provided an excellent public service and we are proud of the Service and the people we employ.** However, the outcome of an industrial dispute is a national agreement that increases the pay of 4-year firefighters to £25k by July 2004 and secures a significant reform programme for us to implement. It is therefore the responsibility of the Fire Authority to put robust arrangements in place to deliver change that improves community safety and to reward fire-fighters and their managers accordingly.

The attached document then is the first phase of a 5-year development programme and the Authority is consulting you on its outcomes. In particular, you are being asked if you support the Authority's preferred option, any of the other options, or indeed whether you have alternative views.

The consultation period extends to 31<sup>st</sup> January 2004 although it would be helpful if comments could be made earlier. You can be assured that all responses will be considered by the Fire Authority to enable us to resolve a 5-year delivery programme for the Fire & Rescue Service and set a budget for the next financial year.

Thank you for your interest in the Service. Please help us to help you.

## EXECUTIVE SUMMARY

The Government has set out its modernisation agenda for the future of the Service in its White Paper entitled, "Our Fire and Rescue Service."

The first task for Fire Authorities to undertake in responding to this central direction has been to produce an Integrated Risk Management Plan (IRMP). This Plan not only seeks integration of the prevention, protection and prevention components of the Service's work, but also integration of the Service within a wider multi-agency effort to improve community safety through partnership working.

In producing the Plan there are no national standards or other prescription to be followed. Other than a guiding principle that the Plan should seek to manage and reduce the risk to life from fire and other emergencies, the content is at the discretion of the respective Fire and Rescue Authority subject to consultation with relevant stakeholders. Government guidance is available regarding the process for production of the Plan and for the consultation arrangements prior to its implementation. No such guidance has been provided as to savings to be realised, though it is anticipated that IRMPs will deliver benefits and savings over its lifetime to fund the pay and reform programme.

The IRMP is designed as a Strategic Plan, which is to say that it defines the aims, objectives and method for achieving them, of the Community Safety Service (including support functions) over a rolling five-year timeline. However, in order to ensure that robust arrangements are in place to deliver the Plan, on time and in a co-ordinated manner, it is considered necessary to establish a Change Management Programme (MCP) to capture and manage the business streams of work which the IRMP demands. In short, the IRMP sets out the fundamental purpose of the Service and the improvements to Community Safety to be achieved over the next five years; the Change Management Programme provides the means of delivering those improvements in a co-ordinated way.

An eight-member IRMP Steering Group was established at the outset of the project and has met on several occasions throughout production of the Plan. One of the key considerations of the Group has been to establish a platform of risk measurement against which risk reduction over the lifetime of the Plan can be managed. A system of "traffic light" annotation has been developed to denote the level of risk from fire and other emergencies within communities. Three options for risk reduction (based on the traffic-light system) have been issued for consultation. The IRMP Member Steering Group support the adoption of Option 2, which is to secure a 10% reduction in risk in all Mobilising Areas, plus a further reduction in risk in "Red" areas to achieve "Amber" status. This is the most ambitious of the three presented in terms of what it wishes to achieve for our communities.

The other improvements identified in the IRMP fall into three phases; Phase 1 is concerned with the first year (2004/05) and for this a detailed Action Plan containing 20 action points is provided at Appendix 1. Phases 2 and 3 each span a two-year time frame of 2005/07 and 2007/09 respectively. As each phase is entered an Action Plan setting out the detailed improvements to be implemented in the subsequent year will be prepared.

The new framework presents a substantial and sustained challenge for management and the workforce generally and it is, therefore, essential that an appropriate organisational structure, adequate technology to facilitate capture and analysis of risk and performance information, and a competent, positively motivated workforce to successfully deliver this plan, are all in place. It is for this reason that a modest increase of £328,560 in resources is sought in the first year. Without this pump-priming investment in the first year, it is highly unlikely that any sustained improvements in community benefits, service development or value for money, beyond those which have been readily identified in year one, will be realised.

To close, the Authority has responded positively to the concept of Integrated Risk Management Plans (IRMPs) from the outset by the establishment of an eight-strong IRMP Member Steering Group. The Group, in conjunction with officers, has produced for consultation what it believes to be a challenging and appropriately balanced package of improvements to secure improved community safety having regard to effectiveness, efficiency and economy. Whilst the Plan proposes an initial investment to kick-start the new risk-based approach to community safety, work is in hand to provide a clear indication of the potential savings to be recovered during the programme and this will be reported in September 2004.

## Chapter 1 Introduction

### The Authority

North Yorkshire Fire and Rescue Authority was created in April 1996 when Local Government re-organisation created a Combined Fire Authority (the “Authority”) representing the County of North Yorkshire and the City of York, with a resident population of 753900 in an extensive area of some 830,939 hectares. The Fire Services Act, 1947 as amended, forms the legislative framework within which the Authority functions. Under this Act, the Authority is required to maintain a Fire Brigade – the North Yorkshire Fire and Rescue Service (the “Service”).

The Authority comprises 16 elected members from the North Yorkshire County Council and City of York Council.

The Authority receives funding in the main by a combination of central government grant and local council tax. The cost of providing the Service compares well with its “Family Group” - a group of Fire Authorities regarded as being similar to North Yorkshire. In 2001/2 North Yorkshire cost £3.90 less per population head than the group average. The cost of delivering the Service during 2002/3 was £32.29 per population head (Best Value Performance Plan 2003/4).

The Authority’s Vision is:

**“To deliver a quality, cost effective service, to the standard required by the Government, which is the best managed and most effective in the country”.**

### The Service

Typically the Service answers more than 22,000 emergency calls per year, which result in over 10,000 incidents. A large percentage of these do not necessarily involve fire but do require our specialist skills and equipment. These incidents are called “special service incidents” and they range from the rescue of people trapped in car accidents or equipment, to rail disasters, major chemical incidents and flooding.

To provide emergency cover to prescribed standards, stations, crews and equipment are located strategically throughout the Service’s area. (see fig 1).

The *mission statement* of the Service is

**“To safeguard the community from fire and other emergencies”**

### What do we provide?

North Yorkshire Fire and Rescue Service provides the following services:

- **Prevention** - Non statutory advice and education as part of Community Safety initiatives to reduce the incidence of fires, road traffic accidents and other life threatening hazards.
- **Fire Protection** - Enforcement of fire safety legislation, statutory and non statutory consultation concerning buildings and workplaces.
- **Intervention** - Emergency response to fire and other emergencies such a road traffic accidents, chemical spillages and flooding

### **Prevention - Advice and Education**

The Service is committed to preventing fires, road traffic accidents and other life threatening hazards. This is achieved by raising the awareness of the dangers of fires and other hazards through targeted community safety initiatives often working in partnership with other agencies.

The primary thrust of these initiatives seeks to change behaviour so that actions to avoid incidents are taken as a matter of course.

### **Fire Protection**

The Authority has a statutory responsibility to enforce fire safety in a wide range of premises including commercial, industrial and other places of work.

The Authority also has obligations as a statutory consultee on behalf of other agencies and enforcement authorities in the area of fire safety.

The Authority delegates these responsibilities and obligations to the Service. There are currently 17 specialist personnel allocated to carry out these functions.

### **Intervention**

The Service provides fire and rescue cover in the form of 46 fire appliances and 16 specialist support vehicles. It has 314 full time, 368 retained and 24 volunteer operational staff plus 20 Fire Control staff.

The arrangement of the Service to date, in terms of fire stations, emergency vehicles and personnel is based entirely on the intervention service responding to fire in buildings with a prescribed number of emergency vehicles in a prescribed period of time from point of receipt of call. These are referred to as Standards of Fire Cover as determined by Government. No account is taken in the Standards of Fire Cover to the actual life risk from fire within buildings, nor to other types of emergency such as life risk involving Road Traffic Accidents. For a predominantly rural area such as North Yorkshire, this outdated Standard results in large parts of the Service area being sparsely protected and no facility to adjust the protection provided such that it mirrors risk. This is set out in more detail below.

### **Impact of Fire and Other Hazards**

In contrast with many Fire Services, the impact of non-fire hazards is disproportionately high due mainly to the rural nature of the area. Annually there are over 500 fatalities, casualties and rescues on the area's roads. A significant part of the Service's rescue role involves Road Traffic Accidents.

The Service is frequently called upon to deal with large scale flooding incidents that place great demands on all the Service's resources for protracted periods.

Another increasing rescue role for the Service is Water Rescues and to cater for this the Service provides a specialist Water Rescue unit based in York capable of responding to incidents anywhere in the Service's area.

Due to the rural nature of the area, the Service is frequently called upon to deal with large scale moorland fires that again place great demands on the Service's resources and resilience.

The Service must also consider the requirement to respond to the newly recognised threat of terrorist incidents of a Conventional, Chemical, Biological, Radiological or Nuclear (CCBRN) nature – the "New Dimension" of Fire Service provision. The Service will be required to respond, not only to incidents within the County but also as part of a regional or national response to such incidents, anywhere in the Country.



### **Integrated Risk Management Planning**

#### **What are we working towards?**

Recent Government policy is directing the Fire Service nationally to modernise and challenge the traditional prescriptive nature that it currently operates under. Greater use of resources are to be made especially in the area of Community Safety and the prevention of fire and reduction of other hazards.

The White Paper - "Our Fire and Rescue Service" - sets out the Government's vision of the future role of the fire service and a strategy for achieving that vision, which is for a public sector fire and rescue service that:

- is proactive in preventing fires and other risks, rather than simply reacting to fires;
- acts in support of the Government's wider agenda for social inclusion, neighbourhood renewal and crime reduction;
- has effective institutions that support its role and purpose;
- is well managed and effective;
- reduces the commercial, economic and social impact of fires
- safeguards the environment & heritage (both built and natural)
- provides communities with value for money

The White Paper requires Fire Authorities to challenge the shortcomings of the outdated Standards of Fire Cover system and to replace it with a risk appropriate, integrated provision which takes due regard to life risk.

Each Fire Authority has to decide what to put in its IRMP.

The Government considers the following to be essential elements:

- Identify existing and potential risks to the community within the authority area.
- Evaluate the effectiveness of current preventative and response arrangements.
- Identify opportunities for improvement and determine policies and standards for prevention and intervention.
- Determine resource requirements to meet these policies and standards.

Additional guidance produced by the Government lists specific expectations of the Service's role which should be reflected in the IRMP. That role includes contributing to:

- Reducing the number of fires and other emergency incidents occurring.
- Reducing the loss of life in fires and other emergency incidents
- Reducing the number & severity of injuries occurring in fires & other emergencies

#### **Consultation**

Once the draft plan is completed an initial action plan should be produced. The Fire Authority is then required to undertake a consultation process.

### **Who should be consulted, and what about?**

The guiding principle in deciding how extensively the Fire Authority should consult is that any person or organisation that might have a legitimate interest in the proposals under consideration, or who may be affected by those proposals, should have the opportunity to express their view.

The consultation process should include the following:

- The general public, council tax payers, households, etc.
- Community organisations, including specific community groups, such as ethnic minorities and other often excluded groups.
- Public representatives, e.g. Members of Parliament.
- Business organisations.
- Local authorities, public agencies, and other emergency services.
- Employees of the Fire Service (uniformed and non-uniformed) and their representatives.
- HM Fire Service Inspectorate.
- Any other interested parties.

### **What happens after consultation?**

At the conclusion of the consultation process, all responses received must be evaluated and formally considered by the Fire Authority before it reaches a final decision about implementing any proposals.

The process should be open and transparent with all relevant factors and views taken into account, including perceptions of risk faced and public concerns and values. In due course a summary of the responses received, along with the Authority's response, will be made available.

The plan will be subject to annual review and a revised action plan produced. Both the plan and action plan will be subject to consultation.

## Chapter 2 Risk Profile

### 1 Community Profile

- 1.1 The risk profiling combines an analysis of demographic trends derived from the 2001 census information together with other known hazards associated with the community and property plus geographical and environmental considerations.
- 1.2 The Authority's area stretches from the North Sea in the East to beyond the Pennine watershed in the West and from the Tees in the North to the Yorkshire Ouse and beyond in the South. The principal urban areas are York, Scarborough and Harrogate. Elsewhere it is a sparsely populated area with only three towns of over 15,000 people.
- 1.3 The population of the area has grown by 5.1% since 1991, partly by indigenous growth and partly by inward migration. It has a healthy economy with low unemployment and a preponderance of small to medium sized businesses. Agriculture is an important industry, as are Tourism, Mineral Extraction and Power Generation.

**Table 1:** A general profile for North Yorkshire and the City of York.

* Total Population	753,900
** Area (hectares)	830,939
** Domestic Properties	233,868
** Non Domestic Properties	28,959
*** Visitors/Tourists per year	22,452,000

(Source \*2001 Census \*\*CIPFA Statistical Information Service 1998) (\*\*\*) District Council Figures)

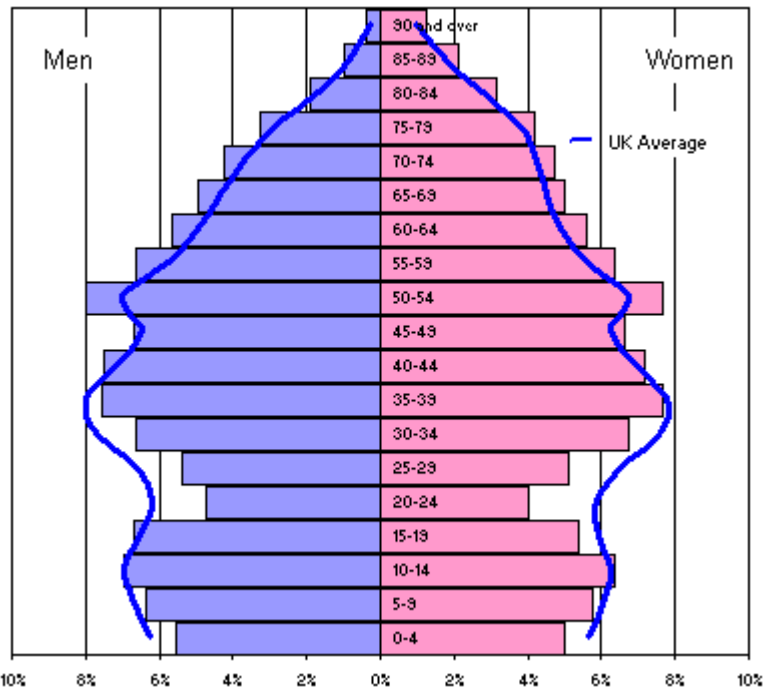
**Table 2:** Key aspects of the 2001 census data:

	People per hectare	% change since 1991	% ethnic group White:British	Average age	Deprivation index* score by District
North Yorks.	0.7	5.1	98.9		n/a
York	6.7	5.1	97.8	39.3	238
Scarborough	1.3	-2.3	99	42.7	105
Harrogate	1.2	7.9	98.4	40.2	301
Hambleton	0.6	6.3	99.2	40.9	274
Ryedale	0.3	10.1	99.4	42.5	243
Selby	1.3	6.5	99.3	38.9	212
Craven	0.5	6.6	98.5	42.2	276
Richmondshire	0.4	3.7	98.2	38.3	252
<b>National Average</b>	<b>3.4</b>	<b>2.5</b>	<b>91.3</b>	<b>38.6</b>	<b>n/a</b>

\*The deprivation index is a national ranking system of the 354 Districts, 1 being the most deprived and 354 the least.

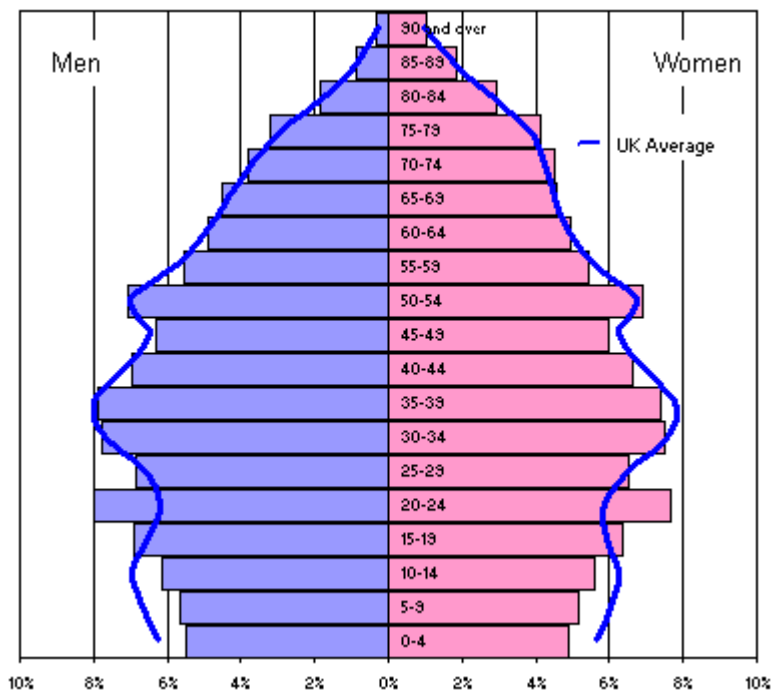
- 1.4 Overall the figures show a significant population increase in all Districts except Scarborough, a low level of ethnicity, sparsely populated areas (except York), an older population (except Selby and Richmond) and low levels of deprivation (except Scarborough). However, some Wards within Districts will show localised higher levels of deprivation, even in the rural Districts.
- 1.5 Tables 3 and 4 below show the distribution by age group of the population within North Yorkshire and York respectively compared with the UK average. Further more detailed information is available by Ward and is examined to inform community safety initiatives in targeted areas.

**Table 3** North Yorkshire age profile (2001 census)



The North Yorks Profile shows an older than average population in the 50 years and older categories and significantly less in the 15 to 34 age groupings.

**Table 4** York age profile (2001 census)



The York profile largely follows the national average from the over 25 range upwards however there are significant differences in the 20-24 age group reflecting the high level of student population and lower than average in the 14 and under age bracket.

1.6 Table 5 shows the estimated number of visitors and tourists that are attracted to each District/Unitary Council area per year. It is particularly worthy of note that large numbers of the visitors attracted to North Yorkshire and York stay on caravan or camping sites. The nature of

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

sites varies and may include static caravans, chalets, touring caravans and camping facilities. The number of bed spaces available in such accommodation is approximately 140,000.

**Table 5: Estimated Visitors/Tourists per year to York and North Yorkshire**

Authority	Approx. No. of Tourists per year
Craven	2,500,000
Hambleton	1,400,000
Harrogate	2,938,000
Richmondshire	2,500,000
Ryedale	3,300,000
Scarborough	5,400,000
Selby	414,000
City of York	4,000,000
<b>Total</b>	<b>22,452,000</b>

*(Source: District and Unitary Authority data)*

## 2 Military Establishments

2.1 North Yorkshire and York have many military establishments including a number of bases staffed and run by the United States. These highly populated areas are not reflected in census information and comprise largely transient groups of young families. Catterick Garrison is the largest in the country. A number of other military establishments present risks equivalent to small towns. These establishments include:

- RAF LEEMING
- RAF DISHFORTH
- RAF STAXTON WOLD
- RAF CHURCH FENTON
- RAF TOPCLIFFE
- RAF LINTON-ON-OUSE
- CLARO BARRACKS
- IMPHAL BARRACKS
- STRENSALL BARRACKS
- THE ARMY APPRENTICE COLLEGE
- HMS FOREST MOOR
- USAF MENWITH HILL

## 3 Operational Risk - Premises

3.1 In addition to the attendance criteria applied to the risk categorised areas, there are a number of premises identified throughout the Authority's area that require specialist operational tactical plans either due to the nature and layout of the premises or the risk presented to firefighters. Premises that come within the specialist category include hospitals, larger industrial sites, chemical risks and places where a large number of people sleep on the premises. The distribution of these premises is shown in Table 5:

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

**Table 5: Operational Risk Premises in York and North Yorkshire**

Authority Area	No. Of Operational Risk Premises
Craven	26
Hambleton	16
Harrogate	79
Richmondshire	27
Ryedale	27
Scarborough	87
Selby	34
City of York	76
<b>Total</b>	<b>372</b>

*(Source: Premises on North Yorkshire Fire and Rescue Service Operational Risk Register)*

#### 4 Legislative Fire Prevention and Protection Services

- 4.1 There are some 9,000 premises within the Fire Authority's area which have been identified as requiring significant involvement in terms of on-going Fire Safety advice and supervision. The Fire Authority's statutory responsibilities for fire safety matters emanate from the Fire Precautions Act 1971, the Fire Precautions (Workplace) Regulations 1997 and the Fire Services Act 1947 Section 1(1)(f). The Fire Authority is also a statutory consultee under a range of property based legislation.
- 4.2 The Fire Precautions Act 1971 designates a range of categories of premises which are required to have a Fire Certificate to demonstrate their compliance with Fire Safety standards. This covers most medium to large places of work and hotels and boarding houses. The provisions focus on the safety of the persons in the premises. Table 6 shows the approximate number of premises, by District/Unitary Council area, to which we provide ongoing Fire Safety advice and supervision.

**Table 6: Fire Safety Premises in York and North Yorkshire**

Authority	Number of Fire Safety Premises (and % of risk category)		
	High Risk	Medium Risk	Low Risk
Craven	363 (7.7)	246 (8.1)	135 (6.9)
Hambleton	264 (5.6)	427 (14.1)	205 (10.4)
Harrogate	793 (16.9)	528 (17.4)	379 (19.3)
Richmondshire	167 (3.6)	201 (6.6)	71 (3.6)
Ryedale	242 (5.1)	261 (8.6)	128 (6.5)
Scarborough	1512 (32.2)	483 (16.1)	455 (23.2)
Selby	185 (3.9)	333 (11.0)	242 (12.3)
City of York	1174 (25.0)	548 (18.1)	350 (17.8)
<b>Total</b>	<b>4700 (100)</b>	<b>3027 (100)</b>	<b>1965 (100)</b>

*(Source: Premises on North Yorkshire Fire and Rescue Service Fire Safety Premises Register)*

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

4.3 The classification of High, Medium and Low is a standard classification that reflects the life risk associated with the type of premises. Non-residential premises where people sleep (eg Hotels) are rated as a High risk. Medium risk premises include primary schools and an office building is typical of Low risk Premises.

## 5 Schools

5.1 Schools pose a significant risk due to their vulnerability to arson, occupation and value to the community. The loss of a school can have far reaching implications for the pupils, who may have to be dispersed over a wide area while repairs are carried out. Table 7 shows the distribution of schools for each District and Unitary Council.

**Table 7 : Number Of Schools in York and North Yorkshire**

Authority	Secondary Schools	Primary Schools
Craven	5	48
Hambleton	6	62
Harrogate	10	86
Richmondshire	4	37
Ryedale	4	32
Scarborough	9	50
Selby	6	48
City of York	10	80
<b>Total</b>	<b>54</b>	<b>443</b>

## 6 Heritage

### 6.1 Historic Buildings

North Yorkshire and York have almost 12,000 listed buildings, some of which are of national importance in terms of the Country's heritage. This figure does not include the National Parks areas for which details are not available. These figures are high in comparison with national figures. Moreover, the City of York has a particularly high level of historic properties.

### 6.2 Geographical and Environmental

A large proportion of the area comprises agricultural land and recreational parkland. Sparsity is a key issue covering an area that runs approximately 65 miles north to south and almost 100 miles from east to west. The communities within that area are well dispersed, with only the high moorlands being free from settlements. The Authority's area covers 830,939 hectares. This equates to a fire station for each 23,079 hectares. This is the second largest area per station amongst the non-metropolitan counties of England and over twice the average.

### 6.3 Forestry and Moorland

6.3.1 North Yorkshire and York contains large areas of moorland and forestry, providing valuable areas of environmental diversity and support for the local economy through tourism and leisure activities. These areas are mainly concentrated within:

- The North Yorkshire Moors National Park in the east of North Yorkshire
- The Yorkshire Dales National Park in the west of North Yorkshire

- 6.3.2 The National Parks are a major tourist attraction and there are also large areas of common land particularly around the York area. During periods of drought the vegetation becomes extremely dry and this type of land constitutes a considerable fire risk. There are in excess of three hundred named moors within the area which together make up large swathes of unfenced open moorland. In the majority of cases the individual moors are managed as parts of much larger estates, of which there are sixty-four. Numerous forestry plantations exist in the whole of the North Yorkshire Moors area as well as around York. The Forestry Commission controls some 21,605 hectares of land and they estimate an equal amount of woodland exists which is not under their control. Protecting these features of the landscape and economy from serious damage must feature highly in the risk management plan.
- 6.3.3 The risk to these areas from fire is increased both as a consequence of long attendance times and the potential for extensive fire spread. Logistically such fires create a number of difficulties. Rural fires are more likely to occur during dry spells and the scarcity of water hinders the firefighting efforts. Lack of water requires more resources to deal effectively with the fire, placing greater strain on the whole Service. The attendance of significant resources at an incident in a remote area for extended periods reduces the emergency cover in the rest of the area and prevents Community Safety work being undertaken. The use of helicopters to provide firefighting water has recently been adopted by the Service as a cost effective way of dealing quickly with potentially protracted moorland fires.

## **7 Other considerations**

### **7.1 Weather**

#### **7.1.1 Flooding**

The Fire Authority's area almost spans the width of the country from the western Pennines to the East Coast and the consequences of weather extremes play a major part in the risk assessment of an area. The elevation varies from the extremes of 794 metres at Wherside to sea level on the coast. There are also extensive low areas inland, such as the Vales of York and Pickering. The River Ouse is tidal up to Naburn locks. Heavy rainfall or a sudden thaw can cause flash flooding in the upper reaches of the valleys that later lead to major generalised flooding right across the Authority's area. In recent years major floods have occurred when the Rivers Swale, Ure, Ouse and Wharfe have all burst their banks resulting in sustained flooding. These incidents may continue for a number of days presenting additional problems to the Service. In November 2000 the Service committed the majority of its resources to Malton, Selby and York over a period of some ten days and had to enhance its provision through the use of reserve and training vehicles plus a number of Home Office Emergency Fire Service vehicles and portable pumps. During this period demand for Service resources was met by the voluntary commitment of a large number of off duty staff.

#### **7.1.2 Snow and Ice**

Rural areas are also affected by snow and ice. Access to some valleys can be impossible during adverse winter weather. This is one of the reasons that the volunteer units have become established in Grassington and Goathland. They provide a minimal response in areas that would otherwise have no effective service, plus a valuable early response at other times.

- 7.1.3 The Service has been working with Leeds University to analyse the effects of severe weather on incident attendance times. This research (Dorian Speakman, PhD Thesis, Unpublished) shows that during such events the Service's ability to respond to other emergency incidents may be affected severely in some areas. This is due partly to the restriction in movement (blocked roads) and partly to the commitment of resources outside their normal area.

### **7.2 Coastline**

There are some forty-two miles of coast line bordering the eastern side of North Yorkshire. The area has some extremely busy shipping lanes, with cargoes being carried to and from the major ports of the North East and Humberside. Although there are no major ports within North Yorkshire, there are a number of smaller ports and harbours making up an important part of the local economy. Access for supporting resources is obviously only possible from the land side of the coastline. This reduces the effectiveness of coastal resources, which sit on the eastern edge of

their station area, rather than centrally as inland stations do. A coastal station is restricted to attending to only half of the area that it could otherwise respond to.

### 7.3 Roads

- 7.3.1 In the last 10 years there has been an increase in the use of vehicles on Yorkshire and the Humber Region roads of 19%, above the national trend of 18%. (DEFRA 2002). The Service area is crossed by a number of major arterial routes that are significant in terms of the national economic infrastructure. Major roads and motorways present challenges to the Service in terms of providing an adequate response since many pass through sparsely populated areas. They are difficult to service through intervention of emergency services and attract delayed response times compared to urban zones.
- 7.3.2 The Environmental Management Unit is responsible for over 6000 miles of road and hence it is impossible for all roads to be kept free during severe weather conditions. The A1, A19 and A66 are also used extensively for the transportation of hazardous materials to and from the North of England and most notably the major chemical plants on Teesside.
- 7.3.3 Mobilisation to motorway and major road incidents is often based on very poor information because the caller is unsure of the location of the incident. Furthermore, access to incidents can only take place via widely spaced junctions. This, coupled with the need to attend both carriageways, means that incidents on major roads are resource intensive to provide an appropriate response and the resources may be committed to the incidents for a number of hours.
- 7.3.4 Almost 600 fatalities or casualties have occurred at incidents attended by the Service on major roads over the last five years, with early afternoon being the peak period for such incidents. This is in line with current research into driving and circadian rhythms which suggests that the body is naturally more likely to sleep at this time of day.

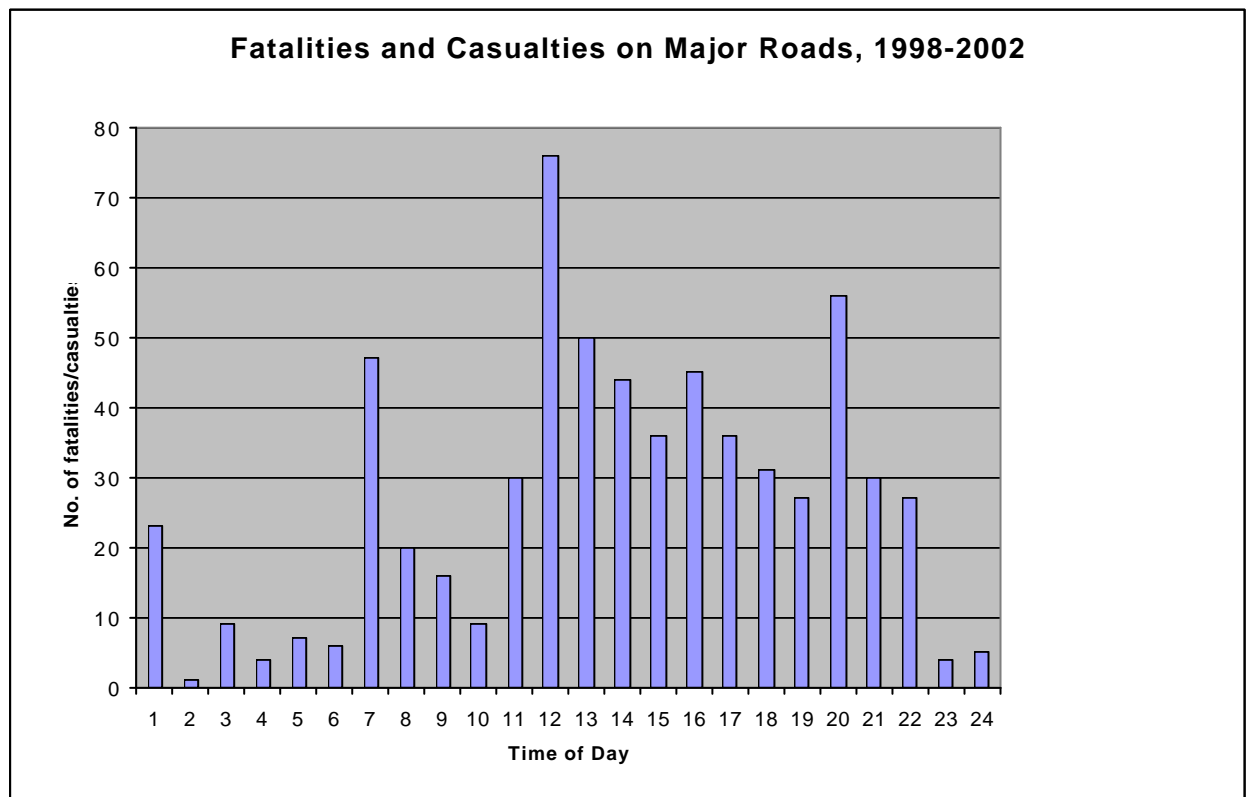


Figure 1 Fatalities and Casualties on Major Roads, 1998-2002, grouped by time of day

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7.3.5 Twelve of the Service's stations form part of the first attendance to incidents on the major roads accessing a total of fifty-four junctions. Eight junctions account for almost half of the incidents and the A1 in particular produces a large work requirement. These junctions are:

- A1 Catterick
- A1 Leeming Bar
- A1 Dishforth (Junc 49)
- A1 Baldersby
- A1 Sinderby
- A1 Boroughbridge (Junc 48)
- A1 Allerton Park (Junc47)
- A1 Wetherby
- A64 Bilbrough

7.3.6 In order to meet this risk it is vital that the Service maintains strategically located sites with good access to the major routes.

#### **7.4 Railways**

Important national rail links cross the area together with a number of local lines. These vary in scale from the extremely busy lines through the major freight and passenger station at York, which is of national importance in controlling the Country's rail network, to small unstaffed local stations on single line tracks. Running almost parallel to the A1, the East Coast Main Line lies along the length of the Service area and presents a risk of a major accident. The Great Heck rail crash provided a graphic example of this type of incident, a Major Incident in a rural area with extended attendance times. Four Fire Services worked together to deal with this incident.

#### **7.5 Air Transport Facilities**

There are a number of civil and military airfields in North Yorkshire and York. The level of air traffic is high, particularly between the Vale of York and the East Coast. Furthermore, although no airports exist within the area, two are close to the boundary - Leeds Bradford and Teesside Airport. The amount of commuter air traffic from these two is steadily increasing as is the number of international flights operating from them. It is also important to recognise that busy international flight paths from the Country's major airports also cross the airspace above North Yorkshire and York.

##### **7.5.1 Air Transport - Military**

There are a number of military airfields within the area, concentrated within the Vale of York. These are operated by either the Royal Air Force or the Army Air Corps. They present an on-site risk, to which the Fire Service provides a supporting response to the Defence Fire Service, as well as a risk off-site from air accidents, where Fire Service personnel must be prepared to deal with armed ordnance as well as dangers from a crashed aircraft.

##### **7.5.2 Air Transport - Civil**

These are small aerodrome type establishments which cater for small light aircraft and gliders, generally for recreational purposes. These airfields are mainly in the Vale of York. The sites include:

CATTERICK	RUFFORTH	FELIXKIRK	WOMBLETON
FADMOOR	ACASTER MALBIS	BAGBY	STRENSALL
SHERBURN IN ELMET			

#### **7.6 Chemical Hazards**

There are a number of sites where hazardous chemicals are stored or processed and many of these present substantial risks. These include a number of military locations where the exact detail of

the hazard is not provided. The agricultural industry has a number of risks associated with the storage and distribution of agrochemicals. Two sites within the area are covered by the 'Control of Major Accident Hazards' Regulations (COMAH) - one at Ripon and one at Selby.

**7.7 Chemical Hazards – Underground Pipelines**

The Trans-Pennine ethylene pipeline conveys ethylene from ICI Chemicals and Polymers Works at Wilton (Cleveland) to Mond Division's Costner Kellner Works at Runcorn (Cheshire). The pipeline is 137 miles long and buried at a depth of at least 1 metre. There is a booster station on the pipeline near Masham. The operation and maintenance of the pipeline is covered by the Pipelines Act 1962. There are 2 other pipelines carrying various gases underground across the area. One pipeline site operates under the requirements of the COMAH Regulations.

**7.8 Explosives**

Twenty five sites are licensed within the North Yorkshire and York as explosives stores. These premises include quarries, mines and fireworks manufacture and storage. This does not include military establishments.

**7.9 Radiation Hazards**

North Yorkshire and York contain a large number of premises which house radioactive materials. However, in the majority of cases the radioactive sources are small with little activity from each source. Most of these sources are in educational or industrial establishments. The major presence of radioactive hazards lies at university, hospital and power generating premises, although there is also a significant reclamation facility.

**7.10 Biological Hazards**

A number of research establishments exist within North Yorkshire and York where biological hazards exist with pathogens which range up to the highest level of hazard. These pose a special hazard both to firefighters who may be called to deal with them and to the general population and environment if they are released.

**7.11 Conventional, Chemical, Biological, Radiological and Nuclear terrorist attack (CCBRN)**

7.11.1 Since September 11<sup>th</sup> 2001 the need to plan to respond to severe terrorist attacks has become a priority. The management of a CCBRN incident would draw heavily on the Service's resource if it were to happen within the Service area. It is also likely that a regional or inter regional incident would require the commitment of significant resources from the Service. The Service is committed, as part of a national agreement, to mobilise on request five pumping appliances, an Emergency Tender or Heavy Rescue Unit, an aerial appliance and three support officers to incidents declared beyond the capacity of the local Fire Service. The Service will be taking responsibility for an Incident Response Unit (IRU) in the latter part of 2003. This vehicle is a part of the national resource for CCBRN incidents and requires a total of eight supporting pumping appliances and crews to set up and function for an hour.

7.11.2 Within the Service there are sixteen sites identified as SEVERE risk and seventeen that have been identified as HIGH risk of a CCBRN attack. This assessment of risk is based upon national guidance covering property type and the number of people likely to be placed in danger. For reasons of security details of these sites cannot be released within this document. It is therefore important to consider the potential demands that could be placed on the Service in order to respond to a catastrophic attack. As part of its response to CCBRN incidents the Service will also take on an enhanced role in relation to Urban Search and Rescue activities.

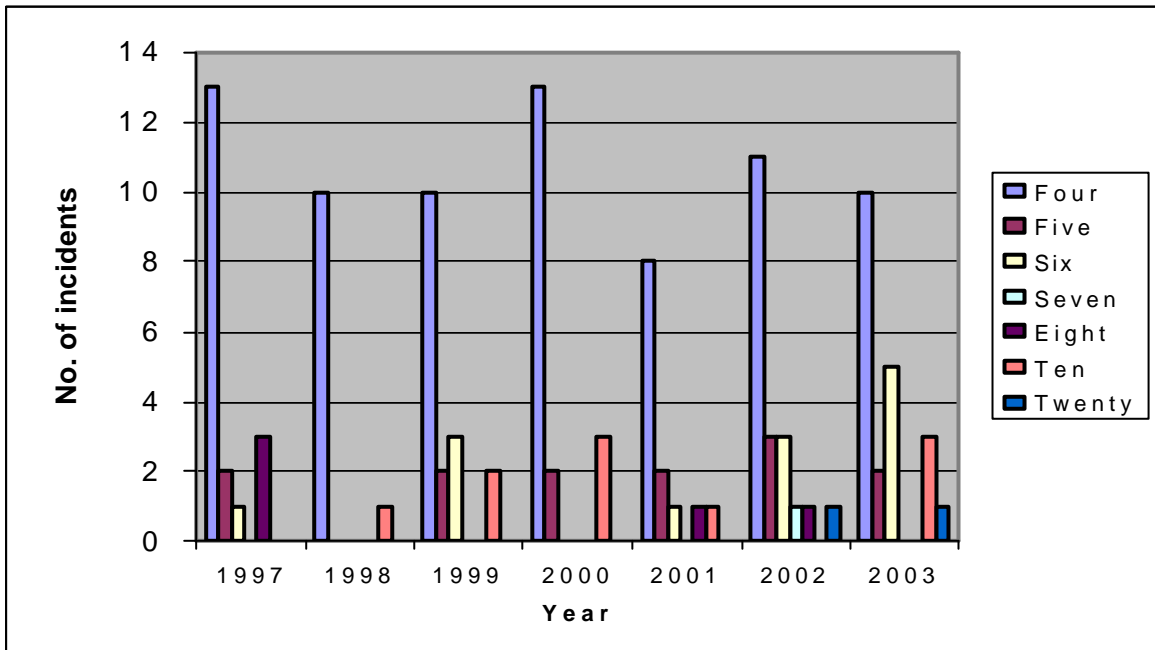
**7.12 Major Incidents - Planning Resilience**

7.12.1 Major Incidents, although rare, are still an element of the risk to the Community and the Service is committed to joint working with other agencies under the Joint Emergency Response to Major

Incident Plan (JERMIP). The area is crossed by major elements of the national rail network and is overflowed regularly by both commercial and military aircraft. The Service needs to be in a position to be able to provide a resilient approach to such incidents. Within the last decade the Service has managed a number of major incidents from the Dunkeswick air crash to the Great Heck rail incident. These incidents involve a large number of resources for a prolonged period. Whilst the initial rescue phase is of a relatively short duration the control and recovery phases may go on for a number of days.

- 7.12.2 The Service is also, on occasion, faced with severe fires in premises. The fire in 2002 at the Vale of Mowbray meat processing plant resulted in almost half of the Service's fleet being committed to a single incident. Major moor fires make similar demands on the ability of the Service to maintain an adequate emergency cover while also dealing with the larger incident.
- 7.12.3 The Service needs to plan to not only be able to provide a response but also to be able to sustain that response at an appropriate level. The Service can maintain a level of commitment up to about thirty appliances for a period of eight hours. After that time, there is a sliding scale where the resources that can be maintained over time reduce progressively as personnel are used and then rested before they are able to be re-used.
- 7.12.4 An incident of five appliances can be maintained almost indefinitely, whilst an incident of ten pumps or more is difficult to maintain for any period exceeding twenty four hours. This is due largely to the number of retained appliances that the Service depends upon. After a relatively short period of time retained personnel are unable to maintain their commitment to an incident. This is more likely to be the case when the incident is remote from their local community. At around twenty pumps the period of sustainability decreases dramatically and difficulties are experienced if the incident carries on beyond twelve hours.

**Figure 2: Incidents requiring four or more appliances**



- 7.12.5 As the period extends it is necessary to place a greater reliance on wholetime personnel and as the period extends still further that reliance moves towards wholetime shift personnel. Day crewed personnel who are on duty for four days will eventually reach a point where fatigue affects their ability to respond and be safe on an incident ground. Shift personnel have the advantage that they work with guaranteed rest periods between shifts and the most prolonged they could be expected to have to sustain at an incident would be two fourteen hour night shifts.

- 
- 7.12.6 Resources from other Services can be called upon for assistance both under written agreements in areas which border other authority areas and a general agreement to provide assistance *in extremis*.
- 7.12.7 In the past, the Service has shown that it is able to maintain resources at the required level for extremely long periods due to the voluntary commitment of its staff, but the jeopardy of operating in this way must be recognised. Fatigue can lead to accidents and the Service must take this into account when planning its resilience. The European Working Time Directive will have a significant impact on these arrangements and the Service is monitoring legal developments closely.
- 7.12.8 It is also important to recognise that whilst large numbers of appliances are committed to a single event, large parts of the Service area will be left with emergency cover that includes extended travel times which would normally be regarded as unacceptable. Even when calling on neighbouring Brigades for assistance the emergency cover will be affected.
- 7.12.9 The mobilisation of large numbers of resources creates difficulties in terms of logistics such as fuel and feeding. Only through the use of a robust command structure and facilitation by Fire Control is it possible to meet such demands. In considering the resilience of the Service it is important to recognise the role played by Fire Control and to provide support to this group of employees as well as firefighting personnel.

## **8 Potential Risk**

### **8.1 Introduction**

- 8.1.1 The Structured Plan provided by North Yorkshire County Council and incorporating the City of York, and National Parks provides a clear picture of the location of planned development. This considers population and housing growth and economic growth. This information is invaluable in informing the Service of developments in risk up until 2016.
- 8.1.2 There is a very clear indication as to the way that NYCC and City of York see the Service area developing over the period. The urban areas of York, Harrogate and Scarborough should be the main focus of new development in the Plan area.
- 8.1.3 Elsewhere, provision should be made mainly in the following principal rural service centres;
- Filey
  - Knaresborough
  - Malton/Norton
  - Northallerton
  - Richmond/Catterick Garrison
  - Ripon
  - Selby
  - Skipton
  - Thirsk
  - Whitby
- 8.1.4 There is clear guidance as to what criteria are to be applied in relation to development and any restrictions. The aim appears to be ensuring the growth of the larger towns and the market towns, whilst at the same time not undermining the more rural areas, with particular reference being made to preserving the areas heritage both built and natural.

### **8.2 Housing**

- 8.2.1 The increase in housing is in direct proportion with the likely increase in population. Currently the Service area's population is growing at around 3600 per annum. This is largely due to inwards migration from neighbouring conurbations.

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

8.2.2 Provision will be made for up to 45,000 (an annual average of 2,500) additional dwellings in the plan area in the period 1998 to 2016. This will be distributed as follows:-

- **Craven**                    **2,600 (140pa)**
- **Hambleton**                **4,500 (250pa)**
- **Harrogate**                **7,500 (420pa)**
- **Richmondshire**         **3,000 (170pa)**
- **Ryedale**                    **2,700 (150pa)**
- **Scarborough**             **6,200 (340pa)**
- **Selby**                        **6,300 (350pa)**
- **City of York**              **12,200 (680pa)**

8.2.3 Over the period 1998-2016, 53% of the additional dwellings proposed for the plan area will be built on land that has previously been used for other purposes, thus emphasising the urban growth.

8.2.4 Little detail is currently available as to the precise locations and these are to be determined through local plans. However, current indications suggest that in York substantial building will occur in the Heslington and Fulford Road areas in order to accommodate the growth that is proposed for the University and the subsequent increase in student numbers. Additional growth is anticipated around Leeman Road. Within Selby an area south-west of the town has been identified as the most likely site for development.

8.2.5 Due to the high cost of housing within the area considerable emphasis is placed upon the provision of affordable housing.

### **8.3 Economic Development**

8.3.1 Over the period 1998 – 2016 provision should be made for about 480 hectares of land for industrial/business development distributed as follows:-

- **City of York**                **145ha**
- **Craven**                        **20ha**
- **Hambleton**                 **50ha**
- **Harrogate**                 **60ha**
- **Richmondshire**         **25ha**
- **Ryedale**                     **25ha**
- **Scarborough**             **75ha**
- **Selby**                         **80ha**

8.3.2 The assessment of how this land is to be used is related to local plans. However, within the York area there is an emphasis on bio-technologies, whilst in the Harrogate area it is recommended that existing financial services be built upon. There is also a confirmed aim to provide regeneration to the Selby area in particular following the closure of the Gascoigne Wood Coalfield in 2004.

8.3.3 New retail and commercial leisure floor space are expected to be located in the centres of:

- **York;**
- **Harrogate;**
- **Scarborough;**
- **The principal rural service centres; and**
- **Other smaller towns identified as suitable in local plans.**

8.3.4 It is also planned that development that supports the tourism industry be encouraged due to the significance of the industry within the area.

**8.4 Transport**

8.4.1 The following schemes are currently planned in terms of development of the road network:

**Highways Agency Schemes**

- **A1(M) Ferrybridge – Hook Moor**
- **A1(M) Bramham - Wetherby**
- **A1(M) Wetherby – Walshford – under construction**
- **A1(M) Dishforth - Leeming**
- **A1(M) Leeming – Barton**
  
- **A63 Selby Bypass – under construction**
- **A64 Rillington Bypass**
- **A66 Greta Bridge – Stephen Bank**
- **A66 Carkin Moor – Scotch Corner**

**NYCC Schemes**

- **A19 Burn Bypass**
- **A19 Shipton by Beningborough Bypass**
- **A61 Killinghall Bypass**
- **A165 Scarborough Integrated Transport Scheme**
- **A165 Reighton Bypass**
- **A684 Bedale/Aiskew/Leeming Bar Relief Road**

8.4.2 A number of other bypass schemes have been the subject of review and are currently not in the programme.

- **A56 Thornton in Craven Bypass**
- **A19 Thormanby Bypass;**
- **A65 Conniston Cold, Gargrave and Hellifield – Long Preston Bypasses**
- **A59 Harrogate Northern Bypass;**
- **A167 Northallerton Bypass;**
- **A170 Pickering Bypass;**
- **A171 Burniston/Cloughton Bypass;**
- **A661 Spofforth Bypass;**
- **A684 Ainderby/Morton on Swale Bypass;**
- **B1248 Malton/Norton Relief Road.**

8.4.3 The detail of the schemes suggests a considerable investment in the road network. Despite higher road speeds it is anticipated that these upgrades will cause a reduction in the number of road traffic accidents on the major arterial routes as many of the schemes relate specifically to accident black spots. The upgrades of the A1 and A66 are particularly likely to bring about a reduced risk.

8.4.4 This may not be true with the by-pass sections. Experience shows that whilst bypasses do reduce traffic flows in the town or village concerned there may be a subsequent increase in the number of high speed accidents. Anecdotally the Service is able to point at the following:

- A59           Skipton
- A65           Settle
- A19           Easingwold
- A64           Malton

8.4.5 All of the above locations have become areas with high levels of road traffic accidents with high casualty rates.

**8.5 Population Profile**

- 8.5.1 Predicted changes in population profile up to 2008 suggest that whilst there will be minimal growth in either the 0-40 or 40-60 age groups there will be a considerable increase in the number of older people. Current analysis indicates that an increasingly older population will also give rise, if unchecked, to an increase in the number of deaths and injuries from fire due to increasing levels of vulnerability.
- 8.5.2 A small proportion (5%) of people of pensionable age currently live in residential or care homes, with 95% therefore living in their own homes of which 39% live alone. The government has shown previously its support for people remaining within their own homes and at this stage it seems unlikely that this will be reversed.
- 8.5.3 The British Crime Survey has indicated that whilst older people are generally less likely to have a fire, that they are at considerably greater risk of death or injury when a fire does occur.

**9 Summary**

- 9.1 The area of North Yorkshire and the City Of York contains a great variety of risks associated with the residents, their homes, workplaces and leisure activities. Added to these risks are those arising from the enormous number of tourist visitors and those from travel across the area. The resident population is growing strongly in all but one District and the proposals for future development indicate that this growth will continue. This variety of increasing risk is placed across a large geographical area that poses additional problems due to the travel times between fire service resources.

## Chapter 3 Effectiveness of Current Arrangements

### 1 Introduction

- 1.1 The Authority provides Fire and Rescue cover in the form of 46 Fire Appliances and 16 specialist support vehicles positioned at strategic points throughout the Service's area. It has 314 full time, 368 retained and 24 volunteer operational staff as well as 20 Fire Control staff. These staff are engaged in Intervention, Protection and Prevention roles as part of their core workload. In addition a further seventeen staff are primarily engaged to deliver the Service's Fire Safety function. The Authority provides two volunteer fire stations in such areas to support remote communities.
- 1.2 The Service currently maintains 36 Fire Stations, a Service Headquarters and a Training Centre. Four crewing methods are used to provide an intervention service. Alternative duty systems have not been allowed in the past. This restricts the flexibility of the service and is one of the areas that will be changed to meet the actual demand for services.
- 1.2.1 **Shift Stations**  
Of the Service's 46 Fire Appliances 7 are available all times of day on an immediate response basis. Personnel employed on a 42 hour week, 2 day, 2 nights, 4 days off rota shift system provide this immediate response.
- 1.2.2 **Day crewed stations**  
A further 7 Appliances are available on immediate response from 0800-1800, seven days a week. These appliances are on 5 minute delayed response outside these hours as the crews are available from home.
- 1.2.3 **Retained stations**  
The remaining 32 appliances are crewed by Retained staff providing a 5 minute delayed response at all times. These personnel have other primary jobs and respond to fire calls using a pocket alerter system.
- 1.2.4 **Volunteers**  
There are two additional vehicles provided to cover remote areas. These are in addition to the statutory requirement and have a long history of providing community fire intervention. The personnel are trained and equipped by the Service but do not receive payment when they attend incidents.
- 1.3 In addition to these service delivery units the Service also requires a number of support activities and functions. These sections provide the logistical and administrative support to the Service. These functions operate, in general, from Fire Service Headquarters, Training Centre or Fire Control.

### 2 Disposition of resources

Location	Fire Appliances	Specialist Appliances	Personnel
York	2 x Shift	1 x Aerial Platform 2 x Water Rescue Units	4 shifts of 15 Ff's W/T
Harrogate	2 x Shift	1 x Aerial Platform 1 x Salvage unit	4 shifts of 15 Ff's W/T
Scarborough	2 x Shift	1 x Aerial Platform	4 shifts of 15 Ff's W/T
Acomb	1 x Shift 1 x Retained	1 x Incident Support Unit	4 shifts of 7 Ff's W/T 1 shift of 12 Ff's Retained
Malton	1 x D/C 1 x Retained	1 x Emergency Tender	2 shifts of 8 Ff's W/T 1 shift of 12 Ff's Retained

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

Location	Fire Appliances	Specialist Appliances	Personnel
Northallerton	1 x D/C 1 x Retained	1 x Incident Command Unit 1 x Moors Firefighting Unit	2 shifts of 7 Ff's W/T 1 shift of 12 Ff's Retained
Richmond	1 x D/C	1 x Emergency Tender	2 shifts of 8 Ff's W/T
Ripon	1 x D/C 1 x Retained	1 x Fireground Feeding Unit 1 x Emergency Tender	2 shifts of 8 Ff's W/T 1 shift of 12 Ff's Retained
Selby	1 x D/C 1 x Retained	1 x Decontamination Unit	2 shifts of 7 Ff's W/T 1 shift of 12 Ff's Retained
Tadcaster	1 x D/C 1 x Retained	1 x Emergency Tender 1 x Foam / Water Bowser	2 shifts of 8 Ff's W/T 1 shift of 12 Ff's Retained
Whitby	1 x D/C		2 shifts of 7 Ff's W/T
Bedale	1 x Retained		1 shift of 12 Ff's Retained
Bentham	1 x Retained		1 shift of 12 Ff's Retained
Boroughbridge	1 x Retained	1 x Foam / Water Bowser	1 shift of 12 Ff's Retained
Colburn	1 x Retained		1 shift of 12 Ff's Retained
Danby	1 x Retained		1 shift of 12 Ff's Retained
Easingwold	1 x Retained		1 shift of 12 Ff's Retained
Filey	1 x Retained		1 shift of 12 Ff's Retained
Hawes	1 x Retained		1 shift of 12 Ff's Retained
Helmsley	1 x Retained		1 shift of 12 Ff's Retained
Huntington	1 x Retained		1 shift of 12 Ff's Retained
Kirkbymoorside	1 x Retained	1 x Moors Firefighting Unit	1 shift of 12 Ff's Retained
Knaresborough	1 x Retained		1 shift of 12 Ff's Retained
Leyburn	1 x Retained		1 shift of 12 Ff's Retained
Lythe	1 x Retained		1 shift of 12 Ff's Retained
Masham	1 x Retained		1 shift of 12 Ff's Retained
Pickering	1 x Retained		1 shift of 12 Ff's Retained
Reeth	1 x Retained		1 shift of 12 Ff's Retained
Robin Hoods Bay	1 x Retained		1 shift of 12 Ff's Retained
Settle	1 x Retained		1 shift of 12 Ff's Retained
Sherburn	1 x Retained		1 shift of 12 Ff's Retained
Skipton	2 x Retained		1 shift of 20 Ff's Retained
Snainton	1 x Retained		1 shift of 12 Ff's Retained
Stokesley	1 x Retained		1 shift of 12 Ff's Retained
Summerbridge	1 x Retained		1 shift of 12 Ff's Retained
Thirsk	1 x Retained		1 shift of 12 Ff's Retained
Goathland	1 x Volunteer		1 shift of 12 Ff's Volunteers
Grassington	1 x Volunteer		1 shift of 12 Ff's Volunteers

Key:

Fire Appliance: Standard Fire Engine crewed with 4 to 5 firefighters.

Specialist Appliance: Strategically located appliance carrying specialist equipment to deal with specific types of incident.

Shift: Shift - Wholetime employed personnel working a day and night shift.

WT See "shift"

D/C Day crewed – Wholetime employed personnel working day shifts and on call from home at night.

Retained: Retained – Community firefighters (personnel who live and work in the local community and respond to incidents via a pager system when required).

Volunteer: Unpaid restricted response community firefighters.

\* Emergency Tender to be withdrawn this year.

\*\* Emergency Tender to change to Heavy rescue unit.

### 3 Historical performance data

3.1 The existing risks in the Service area have been analysed to provide a summary that can be used for both planning and consultation purposes. Three major strands of information were used in this process:

- Past Incident Type and Location (1998-2002)
- Past Fatality and Casualty data (1998-2002)
- Building Risk Survey (current)

**4 Past Incident Type and Location, Past Fatality and Casualty data**

- 4.1 50,829 incidents were analysed for severity of potential life risk, location and numbers of fatalities and casualties. The Service uses a “Mobilising Area” to identify incident locations. These are commonly understood names for “settlements” – villages, towns and parts of large towns. The boundaries of 858 mobilising areas are defined on a Geographic Information System, which enables spatial analysis to be carried out.
- 4.2 Incidents are classified according to a number of criteria and it is possible to identify those which present a more significant life risk than others. To simplify this analysis, a weighting system has been adopted.

Weighting	Incident Classification
0	False Alarms
1	Precautionary Standby
2	Officer Only Incidents
3	Non Urgent Special Service Calls
4	Animal Rescues
4	Assist Police
5	Non Rescue Special Service Calls
5	Chimney
6	Making Structures Safe
7	Secondary Fires
8	Aircraft Incidents
9	RTA Persons Trapped
9	Persons Trapped in Machinery
9	Primary (FDR1 Reportable) Fire

- 4.3 Note that the Service has decided to award no weighting to False Alarms. These incidents are a significant part of the workload in some station areas but present no risk to life at the incident. Using this weighting, the operational risk for each mobilising area has been calculated.
- 4.4 Fatalities and casualties have been summed for each mobilising area. This has been done because the number of fatalities is low and not reliable for use alone in statistical profiling.

**5 Building Risk Survey**

- 5.1 A building risk survey has been carried out using a format similar to that used in the ENTEC Pathfinder trials – the Service was one of the 13 involved in the 3 year trial. Surveys were carried out by fire station personnel in June 2003. Risk scores have been allocated to the premises according to the information provided. Premises were then allocated to a particular risk group (Very High, High, Medium, Low, Very Low). This information has been related to mobilising areas in the same way as the incident data, thus allowing a direct comparison. See Appendix 2 for details of this survey format.

**6 Results**

- 6.1 A combined score has been developed based upon the three risk assessments. The risk within any one area is comparative to the other areas of the Service area. A summary of the results of this risk analysis are presented as Appendix 3 to this document. The complete assessment is available as a background document (computer file) to this plan. It is important to recognise that this is based upon relative risk - risk cannot be measured in absolute terms.
- 6.2 In order to prioritise the level of relative risk a “Traffic Light System” has been applied. Locations which are in the top 25% of each of the risk assessment lists are categorised as “Red”, the next quartile “Amber” and the bottom half Green. The analysis of the risk in this way allows the Service to identify those areas that are at greatest relative risk and indicates where more

resources may produce the greatest reduction in risk. This mechanism also allows the Service to identify areas from which resources can be redirected if necessary.

- 6.3 This is an experimental model and care is required in the interpretation of the results. For example an area can be awarded a higher risk which on closer inspection is revealed to be solely due to road traffic accident casualties on a main road in a rural area. The allocation of resources to deal with this risk will be different from that required for an area where the predominant risk is from house fires. The results will be made available to Managers throughout the Service to point them in the direction of problem areas and they will use local knowledge to decide on the most appropriate actions to reduce the risk, incorporating the work into their Station Plans. The work on the model has highlighted a number of aspects regarding the “fineness” of data that must be addressed to take the model use forwards to give greater detail and more robust results. In particular, data collection must include an accurate location down to the nearest metre, while past demands have been satisfied with the nearest town or village. This work will form part of Action Point 3.1 detailed in Appendix 1.

## **7 How effective is the Intervention Service?**

- 7.1 Measuring the effectiveness of the Intervention Service is a difficult problem. There are standards for attendance times and crewing levels on appliances but these measure only the input of services, not output in a form that can be interpreted as a measure of “effectiveness”. In the absence of formal guidelines, a number of approaches have been taken to establish a base-line for effectiveness.
- 7.2 In order to carry out an analysis of the Service’s existing arrangements in relation to its Intervention Service use has been made of the Norstar / Blue 8 Geographic Information System. This allows the prediction of how long it takes for a fire appliance to travel to a given mobilising area following receipt of call. Personnel then validated the times that were calculated against real predicted travel times.
- 7.3 The data produced was then compared against the level of risk in each area. There is a quite clear correlation between an individual’s chance of survival in a fire and the length of time that is taken for fire fighting media to be applied to that fire. The Service used the model that had previously been detailed within the ENTEC report on Fire Cover. That report was produced by ENTEC consultants and commissioned by the Home Office, in order to recommend an improved system of emergency risk management.
- 7.4 Work has also been carried out to identify those areas which are furthest from a firefighting resource and subsequently where intervention provides the least effective control measure. In those areas it is most important that other control measures such as fire safety protection through legislation, or fire safety prevention through education, are optimised.
- 7.5 Following on from the analysis that has been carried out it has been identified that the Service’s level of rescue provision for special service calls such as Road Traffic Accidents may be improved upon. This is currently provided by four strategically placed Emergency Tenders with the majority of fire appliances carrying some rescue equipment. A wider distribution of heavy rescue equipment will provide an improved level of service to the Community.
- 7.6 The Service’s work with the Geographic Information System will allow a validation exercise in order to ensure that all of its resources are in the right place and that they are crewed appropriately. The way that the Service is analysing this information allows this to be done in such a way as to take account of the time of day, week or year. Early trials of this work have been used to identify the best location for the fire station in Harrogate, which will need to be rebuilt in the next few years.
- 7.7 The net result of the work carried out to date is that it is not currently possible to provide an answer to the question “How effective is the Intervention Service?” Developments in the collation of data and Quality Assurance as a part of the IPDS implementation will inform this process.

**8 How effective is the Protection Service?**

- 8.1 There are currently 17 officers within the Service who have a direct responsibility for legislative Fire Safety matters. These are supported by station based personnel and by the Service's central Fire Safety Support Section.
- 8.2 The frame work which Fire Safety Legislation operates within is based upon two main strands:
- **Design:** including Building Regulations, ensuring Fire Safety is designed into new or significantly altered homes, offices, factories, public entertainment venues and other buildings.
  - **Inspection:** through Fire Safety legislation, in order to ensure that employers and other responsible persons both provide and maintain an environment that reduces the risk of fire and mitigates its effects.
- 8.3 A detailed analysis has been carried out in relation to the amount of work in respect of the Service's legislative Fire Safety function. This has been based upon the time of involvement and on the risk to life at each individual premises. By considering the amount of effort and the quality of each inspection within a mobilising area it is possible to compare where the Service is likely to make the biggest impact. This work has been built into the Risk Management Tool.
- 8.4 In considering the effectiveness of legislative Fire Safety a comparative approach within the Service has been adopted. This has allowed the Service's management to consider whether this is the best possible use of resources.

**9 How effective is the Prevention Service?**

- 9.1 Ever since the publication of "Safe as Houses" (Report of the Community Safety Task Force), the Service has been heavily involved in this type of work. From the initial launch of the Service's Community Fire Safety Plan in 1998 through to its current strategy document, "Community Safety Vision", the Service has recognised the importance of this work and developed its programmes accordingly.
- 9.2 The Service has taken the decision that Community Safety is the responsibility of every one of its employees rather than that of a dedicated team. The function is managed centrally but it is carried out by all personnel.
- 9.3 The work that is carried out in relation to Community Safety has at its core the expectations of the Community itself. For that reason the Service is structured in such a way as to allow co-terminus working with the constituent District Councils. The Service is represented on each Local Strategic Partnership and Crime and Disorder Reduction Partnership across the area. The importance of these partnerships is recognised at all levels of the organisation and the fact that the Service is involved with such a significant number allows a cross germination of ideas within the Service and between the Service and partner organisations.
- 9.4 The Service has a well-developed programme of Smoke Detector fitting and Home Fire Risk Assessments. A number of schemes are carried out with the Service's partners thus providing better value for money. The Service is also involved in the education of young people through both its Schools Programme and through Multi-Agency events such as Crucial Crew. Where the effectiveness of these has been monitored it is clear that the Service is achieving success with its target audience. Further success has been found with the Service's Young Firefighters Scheme that currently operates from Tadcaster Fire Station.

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

- 9.5 Further to its Community Fire Safety activities the Service has also been working at the forefront of other safety campaigns, such as road traffic accident reduction initiatives and child safety seat schemes. In these schemes the Service has worked very closely with its partners.
- 9.6 In assessing how effectively the Service is at managing its risk in relation to Prevention analysis has been carried out both on “generic” activities such as Crucial Crew and “specific” activities such as Home Fire Risk Assessments. These two factors have been built into the Risk Management Tool in order to consider their effect.

**10 Performance Measurement**

- 10.1 The following table shows key out-turns reflecting a measure of performance of the foregoing components of service delivery. For comparative purpose a family group average is included.

**Table 8: Four-year performance figures compared against Family Group average.**

PI	Description	99/2000	2000/1	2001/2	Group Av. 2001/2
142(ii)	Primary fires per 10,000 population	26.2	27.7	27.6	33.8
142(iii)	Accidental fires in dwellings per 10,000 population	17.31	18.9	14.3	18.8
143(i)	Deaths arising from accidental fires in dwellings per 100,000 population	0.68	0.4	0.27	0.6
143(ii)	Injuries (excluding precautionary checks) from accidental fires in dwellings per 100,000 population	10.8	8.7	10.1	12.7
146	Number of calls to malicious false alarms per 1000 non domestic properties	0.5	0.5	0.5	0.8
149	False alarms caused by automatic fire detection equipment per 1000 non domestic properties	103.9	107.1	113.3	89.5

**11 Summary**

- 11.1 The Service has carried out an exercise that considers the risk that is present within each area and examines what we are doing in order to reduce that risk. This has been carried out using a systematic approach based upon sound principles of risk management, whereby the effect of each control measure has been considered. A residual level of risk then remains.
- 11.2 In order to consider whether the residual risk is acceptable a banding system has been used, based upon “traffic lights”. Risk is relative and the Service seeks by its efforts to reduce the risk in each and every mobilising area. However, this system has effectively provided an order of priority. The aim of the Integrated Risk Management Plan is to ensure that all areas are brought down to a level of risk that is currently shown as amber and ultimately to an area shown as green. The current level of risk will be used as the base line against which future results are measured.

## **Chapter 4 Areas for Improvement**

### **1 Introduction**

#### **1.1 Purpose**

1.1.1 The Government's White Paper "Our Fire Service" challenges Fire Authorities to establish fire and rescue services that are capable of delivering a 'mainstream' community safety service working with others to provide value for money. This requires that we

- place the same emphasis upon preventative and protective activities as are currently placed on intervention;
- develop a broader rescue role to reduce deaths and injuries from a range of civil emergencies including the threat of terrorism;
- seek through strategic partnerships and other collaborative ventures to secure the economic, environmental and social sustainability of communities.

1.1.2 This plan is the mechanism by which the above requirements will be met. It highlights the type and range of risks that relate to each area and how those risks will be managed in terms of Prevention, Protection and Intervention measures. The aim is to make improvements to community safety and provide value for money.

1.1.3 Key parts of this plan are changes to the way that employees work, train and are qualified. The staff need to form a competent and diverse workforce, who are able to work flexibly to meet the needs of communities and the organisation, whilst providing greater opportunities for work/life balance. This change will be secured through the Integrated Personal Development System' (IPDS), which seeks to deliver human resource best practice, and through further industrial relations agreements, both of which have been agreed in principle and are under development at a national level.

1.1.4 In order to implement the development of the service in the lifetime of the IRMP it is necessary to adopt a Change Management Programme (CMP). This chapter gives details of the Areas for Improvement in terms of a process of Change Management. This has been designed to assist the fire authority and the service not only to meet its aspirations, but to do so in a cost effective and efficient manner which is open and transparent to the community and to those responsible for auditing the performance of the Authority.

#### **1.2 Core principles used to develop this plan**

1.2.1 The following core principles have been adopted when developing the proposals in this plan. The combined effect of all the measures in our plan will be to make North Yorkshire and the City of York a safer community.

1.2.2 The Service will:

- Ensure community safety services develop to reflect the differing needs of North Yorkshire's diverse communities.
- Provide a risk appropriate emergency response to calls for assistance that is effective, resilient and safe;
- Maintain and develop the resilience to handle major and prolonged incidents (including possible major acts of terrorism);
- Continue to secure best value in all our activities.

### **1.3 Regional perspectives**

1.3.1 Regional Management Board (R.M.B.) developments are expected to impinge on most of the Business Streams but it is not yet possible to say how the Board's activities will develop and when they will begin to have an effect. The R.M.B.s are responsible for robust management arrangements for the delivery at regional level of the following six strategic functions -

- Ensure resilience to emergencies especially potential CCBRN attack
- Specialist or common services where appropriate such as fire investigation
- Establishing regional control rooms
- Introducing regional level procurement or procurement to national standards
- Developing regional training strategies and delivery
- Introducing regional personnel management and human resources management functions.

The extent to which the Action Plans stemming from this IRMP will be affected will depend on the rate of development of the Regional Board. It is not anticipated that the first year Action Plan will be affected since the Regional Boards will not be constituted until the beginning of April 2004. Subsequent IRMPs will take the Regional Board's decisions into account.

## **2 Change Management Programme**

2.1 The changes planned for the Service are profound and it is essential that they are planned and controlled over the long term, with a clear vision of where the "end" lies. To assist in the process, goals at two intermediate points will also be used. The three "phases" in this programme are:

### **2.1.1 Phase 1 - 31 March 2005**

As the first IRMP is approved and the consequential flexible arrangements for staffing are put in place, it is essential to plan for and deliver some immediate improvements which balance reform and pay to the satisfaction of key stakeholders and the wider community. Hence, by March 2005 the following must be evident:

- Immediate improvements delivered;
- working examples of good practice;
- good understanding of business case;
- key people on board..

This first phase of the Change Management Programme has been captured in the Action Plan for year 1. Details the current Action Plan are shown in Appendix 1.

### **2.1.2 Phase 2 - 31 March 2007**

In 3 years it is essential to bring together the prevention, protection and intervention services into one integral, seamless community safety service and to have delivered some important benefits and improvements.

It is reasonable to expect:

- a 'joined up' (multi-agency) community safety service in place;
- some tangible benefits in place;
- modern service evident throughout;
- some projects still to complete.

This second phase will be described in two Annual Action Plans, the details of which will be developed as a part of the first year's Change Management Programme.

### **2.1.3 Phase 3 - 31 March 2009**

In 5 years, it should be possible to complete most of the outcomes of early IRMP developments and have refined the process to a point where long term plans can be prepared with some confidence. At the end of the next 5 years it is reasonable to expect the following end state:

- totally integrated multi-agency community safety service in place;
- identified societal benefits, service improvements and value for money delivered;
- all “change work” passed into normal working practise;
- flexible working regarded as the norm;
- longer term plans produced

The third phase will also be described in two Annual Action Plans, the details of which will be developed as a part of the Change Management Programme.

## **2.2 Business Streams**

The Change Management Programme is divided into 9 Business Streams involved in delivering a modern Fire and Rescue Service:

1. Community Safety
2. Human Resources
3. Information
4. Physical Assets
5. Corporate Risk
6. Devolution/Change Agents
7. Communication and Consultation
8. Performance Management
9. Funding

These separate streams will be managed to ensure that the processes keep in step and meet the expectations of the plan.

## **2.3 Community Safety**

2.3.1 The Community Safety business stream is the major interface with the community. It will be an integrated service that recognises the risks, provides services to reduce the risk and an emergency intervention service. Consultation with the public, other stakeholders and employees on the outcomes of IRMP's, will inform the Authority's decision making process and provide an obvious and clear link with the new precepting arrangements for the Fire Authority which take effect from the 2004/05 financial year.

2.3.2 So what might the new front-line service look like? The risk assessment work has produced evidence in the form of overall Brigade, Council level and mobilising area risk profiles. The number and type of emergency incidents, their locations, time of call, day, month and year have been profiled over a 5 year period. Further information relating to fatalities and injuries, cause and attendance time has been added. Fire service inputs have been considered - the location, type and number of responding appliances and crews, the number of fire safety inspections - as have performance indicators that measure fire service outputs and outcomes.

2.3.3 Data analysis will become more sophisticated, developed as a part of Stream 3 (Information) and through collaboration with key stakeholders (e.g. police, ambulance and local authorities). This

will enable a greater focus of effort to reduce the risk across the area as a whole and in those areas recognised as showing greater risk than others. This will allow resources to be used flexibly to meet the assessed risk more closely than is currently the situation. For example, appliances and equipment may need to be closer to a particular risk at different times of the day. In others it may be assessed that improving intervention measures is not a practicable solution - significant and concentrated effort in preventative measures may be more likely to obtain the desired reductions in risk in a particular area.

- 2.3.4 Working in partnership will lead to the agreement of common solutions to tackle common problems e.g. when the elderly or infirm are discharged back into the community from hospital, a health related visit to the home can incorporate a fire safety check in addition to the normal health related inspection. There are many similar opportunities to be grasped.
- 2.3.5 The full integration of our prevention, protection and intervention services is integral to the effective management of risk. Hence, it is envisaged that the majority of front-line service providers will remain uniformed, although there will be an increased use of part-time staff, and they will all contribute to the intervention service effort albeit majoring in prevention and/or protection measures. This will provide a significant number of staff available in each district for a variety of uses throughout any 24 hour period, week, month or year. Flexibility and teamwork will be the key to maximising benefit to the community.
- 2.3.6 The white paper "Our Fire and Rescue Service" places a responsibility on Fire and Rescue Authorities to manage and reduce risk in their areas; consequently to decide to maintain the risk at its present level is not an option. In fulfilling its future responsibilities to manage and reduce risk within communities from fire and other emergencies, is proposing three options. Taking due regard to any preferences expressed from the consultation exercise in respect of this plan, one of the following, will be adopted in Phase 1 as a target for achievement by the end of Phase 3 (March 2009):

**Option 1 – To secure a 10% reduction in risk in all Mobilising Areas.**

**Option 2 – To secure a 10% reduction in risk in all Mobilising Areas, plus a further reduction in risk in "Red" areas to achieve "Amber" status.**

**Option 3 - To secure a reduction in risk in "Red" Mobilising Areas to achieve "Amber" status and maintain the current level of risk in other areas.**

## **2.4 Human Resources**

- 2.4.1 All public, private and voluntary services employ staff, or outsource services, to meet their primary purpose and provide essential support activity. The Fire and Rescue Service is no different in this regard. The current Service revolves substantially around its intervention capability and through the competence and attitudes of staff it has built a reputation as a high performing public service, thereby gaining the regard and respect of the community in general.
- 2.4.2 The alignment of staff to meet the new 'purpose' of the Service will be delivered through the use of the IPDS framework and an industrial relations pay/reform agreement. Job roles will embrace new job requirements and competencies that will provide opportunities for people with different skills and attributes to join the Service and add to the pool of competent staff already employed. In particular this will enable the Service to attract people who relish challenge and change, are independent thinkers, innovative and competent in motivating others to meet the organisation's purpose. This will also add substantially to the current pool of potential leaders of the Service. Such a policy is also likely to increase the interest of women and ethnic minority members. IPDS will also secure the essential new competencies that are required and provide a wide range of development opportunities beyond those that exist currently. This will make it easier to appoint specialists to posts such as schools education, fire investigation or disaster management officers, in addition to the managerial roles involving extensive project management and human relations.

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- 2.4.3 We will structure our organisation to serve the best interests of the community and to enable the best practices of partnership working to be effective. By doing so we will ensure that the service is cost effective and deliverable. The Service is currently undergoing a restructure to align with Local Authorities. The strategic Headquarters function ensures the strategic control and integrated delivery of community safety protection, prevention and intervention measures. This function co-ordinates and supports a Group based structure aligned to the geographical and political boundaries of the seven District Councils and the City of York Unitary Authority. This Group based management structure will improve access to Council and crime and disorder reduction partnerships whilst providing a direct link to the needs of their local communities. This structure will be reviewed as a part of the Change Management Programme to account for future changes.
- 2.4.4 These initiatives seek to ensure that the Service retains a high level of intervention skill but develops, both integral and alongside, new expertise to meet the modernisation programme. The balance between development of existing staff, and appointment of specialists will depend fundamentally upon the quality and motivation of current staff particularly as regards a leadership and management responsibility.

## **2.5 Information**

- 2.5.1 Every organisation depends upon quality information to succeed. The Fire Service has struggled to define what it needs at local level to progress its business at the same time as providing data for use at Government Department level because the information requirements are not always compatible. This Authority has taken ownership of its information needs, providing hardware and software accordingly over a 3 year programme. However, the White Paper proposal sets out a new agenda for information gathering, risk profiling and performance management. Existing data and data gathering systems will not satisfy future needs but much of the infrastructure is in place. Development for internal needs will be included in the work to meet the e-government agenda that seeks to deliver electronic access to communities, service users and service providers in a way not previously envisaged.
- 2.5.2 Front-line service providers will have crisis management information available to them on the incident ground whilst those involved in prevention and protection services will be able to access relevant risk material in a routine way. The challenge is to ensure that Service needs for information can be satisfied efficiently within the provided infrastructure and that people are appropriately trained to use and develop the data systems. In the modern Fire Service, everyone will be computer literate and every workplace will input and access relevant information. The performance of the Service as regards its service delivery outcomes and outputs, support services, and communication and consultation objectives will be managed electronically. The latter will benefit from a review of customer care and engagement as current thinking will not satisfy future requirements.
- 2.5.3 We will develop our data capture and analysis for managerial and statutory purposes to form an integrated and auditable information source. Our database systems will be consolidated where practicable to promote a system of data warehousing. We will work towards being able to present appropriate data using database systems that utilise electronic mapping systems, enabling detailed spatial analysis. This will inform how we collate and process data for future versions of the IRMP and enable more effective risk analysis and measurement.
- 2.5.4 Where our systems support service delivery to the public, or our suppliers and contractors, we will ensure that they are constructed to ensure the most appropriate accessibility. This includes meeting government targets for electronic service delivery but will be tailored in all cases to meet the needs of the end service user

## **2.6 Physical Assets**

- 2.6.1 The Fire Service building stock has been provided to meet the internal needs of the organisation. Fire stations have been built to ensure a rapid response and to accommodate firefighters, their

training needs and equipment. Social and welfare facilities have been introduced on a historical basis to satisfy the extended shift hours worked, 'stand-down' time and the need for rest periods. The same facilities exist today, when firefighters work 42 hours per week on shift duties, as were provided when firefighters worked 24 hours on duty and 24 hours off. Modern fire stations will have to provide a better customer interface if we are to make a major impact upon driving down the risk and number of emergency incidents. This will need publicly accessible receptions, meeting rooms and training areas, which will in turn focus on premises' problems in terms of the Equality and Diversity Agenda and Disability Discrimination Act requirements. Conversely, new work patterns and duty systems may enable some of the current accommodation used presently to provide social and welfare facilities to be reduced supporting fully the need to change the image of the Service. Such a shift in emphasis could lead to the development of community fire service centres providing prevention, protection and intervention services, in many of our localities.

- 2.6.2 IRMP's will encourage innovation in the way we deliver the wider role and responsibilities of the Service so we can envisage the procurement of new types of fire and rescue appliances and equipment and a different approach in the logistics of mobilisation and delivery. All modes of transport will therefore be considered in a new light and in some cases, response units will need to 'follow' changing risk profiles. New stations may be needed as communities develop. Furthermore the establishment of regional management boards create a new perspective for sharing the use of fire and rescue appliances where it is appropriate.
- 2.6.3 There is also a need to adapt and modernise our premises to give access to facilities to all members of our community, including disabled persons.
- 2.6.4 IPDS will stimulate change to facilitate the employment of differing types of people having a range of knowledge and skills to meet new job roles. Inevitably, this will lead to the consideration of how accommodation, plant, machinery and facilities should be provided or adapted in the future. This will involve new designs of fire appliances, giving a greater flexibility to meet both community safety and intervention needs.

## **2.7 Corporate Risk**

- 2.7.1 Currently, the Service is developing its Corporate Risk Strategy by bringing together all the perceived risks that the Authority faces into a risk register. Each risk will be assessed on a priority basis and, where appropriate, risk control measures put in place through a programme of improvement. The new fire and rescue service will change and challenge the present risk profile and therefore it is essential that risks are re-evaluated as the Service develops so that major decisions are made cognisant of the risk to the Authority, Service or Community. For example, precepting for budgetary purposes presents a new risk of not providing sufficient contingency funding to cover unusual increases in operational demand, a major incident or an increased number of unplanned ill-health retirements.

## **2.8 Devolution/Change Agents**

- 2.8.1 The new emphasis upon Community Service and engagement to secure reductions in risk, demands significant devolution of authority and responsibility to those closest to where the Service is delivered. The new roles of Group Manager (appointed to head up the development of strategic local partnerships), station and watch managers (with responsibility for the actual delivery of prevention, protection and intervention services) are key to the success of the organisation. They must be given the necessary power to use resources effectively in meeting the demands placed upon them within communities. Any devolution of power and authority presents a potential risk to the Service and robust and resilient arrangements including performance audit, must be put in place as devolution unfolds.
- 2.8.2 The key role of group, station and watch managers must be to secure effective leadership to ensure that the required modernisation programme takes place. These 'leaders' must therefore become the 'change agents' and must be given the necessary direction, support and training to undertake their new roles. Effective local leaders should receive rewards for their achievements and the pay/reform package will allow such arrangements to be introduced. Conversely,

procedures need to be in place to remove personnel who find that their new responsibilities do not match their competencies and capabilities.

## **2.9 Communication and Consultation**

2.9.1 The Authority and the Service must be clear as to its future direction and must develop its change process in a structured manner. Effective consultation and communication is essential if the community is to retain its confidence in the Service and if staff are to be motivated as agents of change rather than opposing the Authority's policies. Proposals for change therefore need to be based upon sound research and balanced to take account of a wide range of interests. They should also have the potential to deliver real and tangible benefits to communities, make significant improvements to the Service or provide greater value for money for the people we serve.

2.9.2 It is therefore vital for the Authority to embrace this approach to service change by explaining its commitment and to put in place a robust mechanism to manage and measure the effects of the change programme. This will assist greatly in facilitating the necessary consultation and communication with key stakeholders as changes are developed, resolved and delivered, it is likely to produce a significantly increased activity for members for the Authority and officers of the Service alike.

2.9.3 To this end, we shall ensure that all forms of internal or external communication are:

- Timely
- Accurate
- Understandable and
- Accessible

to all end users and recipients.

## **2.10 Performance Management**

2.10.1 The final step in the management of performance is obviously to be clear as to the desired performance outcomes and how they may be measured. It is important to have a baseline of current performance, where that can be achieved, so that real improvement can be measured. The annual Action Plans will give details of how the improvements will be produced and delivered. These Action Plans need to be clear as to how they contribute to the realisation of the target and give details of how performance will be measured.

2.10.2 All staff must be focused upon performance management and measurement. Regular and routine information must be readily available throughout the organisation particularly for use by managers, day to day, and in the management of structured meetings. This can best be achieved electronically and such a system is a high priority for the Service and will assist greatly the Authority in the management and audit of its performance (see Business Stream 3). An effective performance management system will aid both external audit and provide clarity of purpose and outcome to the Comprehensive Performance Assessment Process. It is also integral to the production and delivery of the Best Value Performance Plan.

## **2.11 Funding**

2.11.1 The Authority/Service Business Plan for the future will need to incorporate a fully developed Financial Plan and in this context, that will take account of all of the key risks and opportunities which prevail in undertaking change. An alignment of performance improvement and benefits to society, service improvement and value for money will help in this regard as they provide a focus for effective performance management which, in turn, aids the consultation and communication process and presents some conviction and organisation to influence Comprehensive Performance Assessment (CPA). CPA will have a direct effect upon future funding opportunities and the

flexibility of ongoing audit. Those that perform well will be rewarded; those that do not will receive greater scrutiny.

- 2.11.2 Whilst the outcomes of IRMP and IPDS are relatively unknown, it is believed that they will produce an increased financial commitment for the Authority because of the nature of the Service and its risk profile. The Service is lean and inexpensive to run currently and previous fire cover reviews have identified a risk intervention service of predominantly retained crewing. However, this does not rule out the possibility potential savings and appropriate 'invest to save opportunities'.
- 2.11.3 There may be some opportunities as regards income generation when the Government drafts its White Paper into a Bill. The Service needs to be ready to take advantage of any funding streams that are made available. Finally, the new regime for capital and revenue finance has produced some flexibility for use at local level and precepting from Combined Fire Authorities provides greater openness and transparency in linking the purpose of the organisations and its development to funding requirements.

## **2.12 Summary**

- 2.12.1 In Phase 1 we aim to improve our methods of risk analysis and risk reduction to inform and create a definitive structural, process and financial model which will deliver the medium and longer term service objectives. This model will be subject to the scrutiny of the ODPM and the Audit Commission and satisfy the principles of Best Value. The management of the transition to this new model will be via the Change Management Programme.
- 2.12.2 The improvements are intended to satisfy the findings and actions outlined in the government White Paper and progress the outcomes of the pay dispute Heads of Agreement. They are also designed to reduce the risk to the community utilising the best available professional practises.
- 2.12.3 The improvements we intend to deliver are to satisfy the needs of the community and our partner organisations. The variation to the current arrangements arising out of these identified improvements is laid out in chapter 5.

## **Chapter 5 – Resource Implications**

### **Introduction**

This chapter is concerned with translating the improvements detailed in Chapter 4 into tangible resource implications over the term of this Plan. By necessity, detailed resource implications are only available for the short term – Phase 1 (2004/05). Resource implications for Phases 2 (2005/07) and 3 (2007/09) can only be outlined at this stage, as each successive annual Action Plan needs to be prepared before each year's resource implications can be accurately assessed.

#### **Phase 1**

The resource implications for Phase 1 are set out in the table below. The reference to Ranks in the table will need to be amended to match the Role orientated structure that will be implemented under IPDS developments.

#### **Phase 2**

There are potential for savings in Phase 2 as more detailed analysis enables a business case to be made for changes in the disposition and use of intervention resources. There will also be opportunities arising from new work patterns arising from Action Point 2.1 in Phase 1.

#### **Phase 3**

This phase of the plan will depend very much on the success and progress of the previous two phases.

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

<i>Item</i>	<i>Detail</i>	<i>Variation to 2003/04</i>	<i>Cost</i>	<i>Benefits derived</i>
Staffing – Uniformed Restructure	<p><b>Investments:</b> Group Managers Group Managers Fire Safety Risk Officer Operational Risk Officer, Fire Safety Trainer Fire Safety Officers Technical Support Officers Operational Equipment Officer Community Safety Officers Community Safety Firefighters CBRN Officer ADAC Officer</p> <p><b>Savings:</b> Supervisory Officers Fire Safety Officers Rider Firefighters Rider Firefighters</p>	<p>+ 3 Divisional Officer (Grade 3) + 5 Assistant Divisional Officer + 1 Station Officer (FDS) + 1 Station Officer (FDS) + 1 Station Officer (FDS) + 5 Sub Officers + 3 Sub Officers + 1 Leading Firefighter + 8 Firefighters + 0 to 24 Firefighters + payment of FDS Supplement + payment of FDS Supplement</p> <p>- 9 Assistant Divisional Officer - 5 Station Officers (FDS) - 8 Firefighters - 0 to 24 Firefighters</p> <p><b>Balance</b></p>	<p>140,207 222,451 41,635 41,635 41,635 149,590 89,754 28,162 211,080 633,241 6,939 6,939 <b>1,613,269</b></p> <p>400,411 208,177 211,080 633,241 <b>1,452,910</b></p> <p><b>+160,360</b></p>	<p><b>Societal Benefits:</b></p> <ul style="list-style-type: none"> <li>• Clear point of contact within the Service for members of the community and partner groups at local level by introduction of a Group structure base of Local Authority Districts.</li> <li>• Re-assign resources to bolster the prevention and protection services by increasing the amount of time spent on such work by those personnel integral to the intervention service and those working alongside.</li> </ul> <p><b>Service improvements:</b> Improved internal communication with the workforce. Alignment of skills commensurate with complexity of protection work. Enhance the development staff by Pursue a cultural change within the Service to ensure prevention is established as a core role. Provide improved career opportunities in the prevention and Protection aspects of the Service.</p> <p>Further details are provided in Appendix 1, Para 2.5 All references to rank are subject to change arising out of IPDS once national guidance</p>
Staffing – Wholetime Retained	<p><b>Investments:</b> Introduce an arrangement whereby wholetime staff are employed to provide retained cover outside their core contracted hours.</p> <p><b>Savings:</b> Salaries equivalent to the temporary shortfall in retained crew strength.</p>	<p>Introduction of a policy, procedures and processes to operate a system of wholetime – retained duty.</p>	<p><b>£0</b></p>	<p><b>Societal Benefits:</b> Maintain appliance availability at retained stations during periods of staff shortage.</p> <p><b>Service improvements:</b> Better integration of wholetime and retained personnel. Additional skills to complement retained crews. Reduce the number of occasions when the appliance is unavailable</p>

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

<i>Item</i>	<i>Detail</i>	<i>Variation to 2003/04</i>	<i>Cost</i>	<i>Benefits derived</i>
Staffing – Pre-arranged Overtime	<p><b>Investments:</b> Payment of overtime to staff (wholetime and retained) to undertake additional work relating to any or all of the intervention, protection or prevention services, but primarily the latter. Community Safety work primarily in retained areas.</p> <p><b>Savings:</b> Payment of overtime is cheaper than employing additional staff to carry out this work.</p>	<p>Introduction of a Policy, procedures and processes to operate a system of wholetime – retained duty.</p> <p>+ £45,000 for Prevention or Protection work in retained areas.</p>	<b>+£45,000</b>	<p><b>Societal Benefits:</b> Greater flexibility in the availability and deployment of staff as and when required.</p> <p><b>Service improvements:</b> Greater opportunities for staff to provide useful work outside core time rather than with alternative employers. Greater ownership of and continuity in problem resolution.</p> <p><b>Value for Money improvements:</b> Maximising the use of trained employees.</p>
Staffing – Retained Training	<p><b>Investments:</b> Additional training for all retained staff to assist in attaining competence against rolemap</p>	<p>An additional 2 hours training per month per retained member of personnel</p>	<b>+£65,000</b>	<p><b>Societal Benefits:</b> More effective intervention capability</p> <p><b>Service improvements:</b> Competent workforce. Reduced corporate risk</p>
Staffing – Fire Safety Training	<p><b>Investments:</b> Provision of initial training to newly appointed Fire Safety Officers and rider personnel, plus continuation training for existing fire safety staff</p>	<p>A range of courses at the Fire Service College and elsewhere to establish and maintain a competent safety capability.</p>	<b>+£75,000</b>	<p><b>Societal Benefits:</b> A competent and professional legislative fire protection service</p> <p><b>Service improvements:</b> Attainment and maintenance of a competent workforce. Reduced Corporate risk</p>

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

<i>Item</i>	<i>Detail</i>	<i>Variation to 2003/04</i>	<i>Cost</i>	<i>Benefits derived</i>
Appliances & Equipment	<p><b>Investments:</b> Capital: Heavy Rescue Incident Support Rescue Equipment</p> <p><b>Savings:</b> Emergency Tenders</p> <p>Revenue: Health &amp; Safety / Operational Equipment</p>	<p>Capital: +2 Heavy Rescue Vehicles +2 Incidents Support Vehicles +14 Rescue Kits</p> <p>-4 Emergency Tender Vehicles</p> <p>Revenue: Uniform economies</p>	<p>£0</p> <p><b>-£34,800</b></p>	<p><b>Societal Benefits:</b> Shorter time to intervene with appropriate equipment at road traffic and rescues. Additional release of personnel to undertake community safety duties.</p> <p><b>Service improvements:</b> Enhanced rescue capability. Broader skills base amongst personnel.</p> <p><b>Value for Money improvements:</b> Capital allocation utilised to greater advantage</p>
Premises	<p><b>Investments:</b> Alteration /acquisition of premises to improve accessibility of the Service to the public</p>	<p>Consultancy and architect fees in scoping project.</p> <p>Property schemes.</p>	<p>Funded from asset management plan</p>	<p><b>Societal Benefits:</b> Greater accessibility of the Service to members of the community. Greater opportunity for members of the public to learn about community safety and the Service.</p> <p><b>Service improvements:</b> Cultural change of the Service becoming more integrated within the community it serves</p>
Data – Risk Information	<p><b>Investments:</b> Facility to capture and analyse data relevant to risk within the community. IT-based means for quantifying and managing the reduction of risk within communities</p>	<p>Introduce a Risk management (geo-spatial) data warehouse</p> <p>Introduce a Risk management information system</p>	<p>Funded from implementing electronic government budget</p>	<p><b>Societal Benefits:</b> To deliver, over the medium term, safer communities, through application of risk profiling predictive analysis.</p> <p><b>Service improvements:</b> Improved risk information on which to base operational decisions</p> <p><b>Value for Money improvements:</b> Invest to save</p>

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

<i>Item</i>	<i>Detail</i>	<i>Variation to 2003/04</i>	<i>Cost</i>	<i>Benefits derived</i>
Data – Performance information	Facility to capture and analyse data relevant to performance in service delivery.  IT-based means for quantifying and tracking performance	Develop further the Performance management data warehouse  Develop further the Performance-based Management Information System	Funded from implementing electronic government budget	<p><b>Societal Benefits:</b> To deliver, over the medium term, safer communities, through performance monitoring and management.</p> <p><b>Service improvements:</b> Improved performance information on which to base management decisions.</p> <p><b>Value for Money improvements:</b> Invest to save</p>
Publicity materials and / Education initiatives	<p><b>Investments:</b> Media campaigns, Leaflets and associated costs Extends Young Firefighters Scheme Extend Arson Reduction initiatives in partnership with other agencies. Projectors</p>	<p>Provide targeted media campaigns and publicity activities.</p> <p>Extend the availability of Young Firefighters schemes within the brigade area.</p> <p>Extend the capacity of the existing education programme for Young Firesetters and Young Offenders.</p>	+£18,000	<p><b>Societal Benefits:</b> Reduction in anti-social behaviour amongst youths. Improved awareness of fire safety within communities. Improved accessibility of the Service to the young and potentially disaffected. Promote social cohesion, inclusivity, skills within communities.</p> <p><b>Service improvements:</b> Enhanced range of prevention services available for deployment. Cultural change for service generally by expanding the range of services provided. Increased job satisfaction, appealing to a broader range of current and potential members of the service. Means of inciting interest amongst a diverse group of potential entrants to the Service.</p> <p><b>Value for Money improvements:</b> Invest to Save</p>
		<b>TOTAL COST</b>	<b>+ £328,560</b>	

\* This figure does not include pay awards of 7% and 4.2% due under the pay agreement

## **Chapter 6 – Consultation**

### **1 Introduction**

- 1.1 Section 19 (4) of the Fire Services Act 1947, as amended, provides that a fire authority may not close a fire station or reduce the number of fire appliances or fire fighting posts without the consent of the Secretary of State. The Government now believes that democratically accountable fire authorities should take these decisions, acting on the professional advice of chief fire officers, and taking account of the views of the local communities.
- 1.2 The Local Government Bill currently before Parliament repeals Section 19(4) of the Fire Services Act 1947, but maintains the requirement on fire authorities to consult under the Best Value provisions of the Local Government Act 1999.
- 1.3 This chapter puts the requirement to consult into the context of the new Fire Authority Integrated Risk Management Planning process. It includes the Secretary of State's expectation that consultation about each fire authority's arrangements for managing the risks from fire and other non-fire emergency incidents will continue to be undertaken after section 19 (4) is repealed.

### **2 Why should fire authorities consult?**

- 2.1 Fire authorities have a statutory duty to consult the public in respect of the Best Value requirements embodied in the 1999 Local Government Act. Section 3 of this Act requires fire authorities to consult council tax and business ratepayers, service users and others with an interest, to help decide how to fulfil the duty of securing continuous improvement and to take a broader view of needs and priorities. This will be the means by which fire authorities will routinely inform and consult their communities about how they are meeting the targets and standards set.
- 2.2 The Fire Services Act 1947 contains no explicit statutory requirement to consult on any proposal to make any variation in the establishment that requires approval under section 19 (4). However, Secretaries of State have long considered it desirable that any such proposal should have been sufficiently widely publicised, in sufficient detail and with adequate time allowed to enable any interested party to make representations.
- 2.3 Applications to reduce fire cover, for example by closing a fire station, or by reducing the number of fire-fighting appliances and/or fire-fighters available, can frequently raise issues of genuine concern among communities and employees. Proposals to alter or even increase fire cover, for example by constructing a fire station in a new area, can also attract opposition for other reasons.
- 2.4 As with all Best Value authorities, fire authorities are expected to collaborate with other public and private sector agencies to improve their efficiency and effectiveness, and in particular, to promote and take part in community safety partnerships extending beyond the traditional 'fire safety' role. Plans are being made to collaborate with local community safety partnerships to improve both effectiveness and efficiency.
- 2.5 The Authority will consult widely as part of the process of preparing the Integrated Risk Management Plan to ensure it will draw on the widest possible range of data and views, and represent the best possible response to local needs and wishes. It is the intention of the Authority to establish and maintain effective consultation to act as a catalyst for greater community participation.

Plans for the first round of consultation include:

- a general survey of public opinion, by local authority district,
- use of workshops and focus groups
- adverts and open days

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**3 Who should be consulted, and about what?**

3.1 The guiding principle determining the extent of consultation is that any person or organisation that might have a legitimate interest in the proposals under consideration, or who may be affected by those proposals, should have the opportunity to express their views.

3.2 The scope of the consultation will be proportionate to the nature and extent of the changes proposed. The public is clearly most interested in those aspects that impinge directly on the service provided to them, and their perception of its impact upon their safety. This will include those instances when proposed changes will improve the service provided as well as when the reverse occurs, e.g. when resources are permanently redeployed from one location to another to meet identified needs. Staffing and related issues are usually of lesser importance to the public, but are of great importance to employees and their representatives.

3.3 Section 19 (4) of the Fire Services Act, as amended by section 7 (1) of the Fire Services Act 1959, currently includes a requirement to obtain prior approval from the Secretary of State for closure of a fire station as well as any reduction in appliances and crews. For approval to be given, the Authority has to demonstrate that adequate consultation has been undertaken and the responses considered. The Authority will therefore consult about any changes in the provision of appliances and crews.

3.4 The principal areas for consultation are:

**3.4.1 The draft IRMP and initial Action Plan**

Before final decisions are made on either the draft Integrated Risk Management Plan or the Action Plan the following will have been consulted:

- The general public, council tax payers, households, etc,
- Community organisations, including specific community groups, such as ethnic minority and other often excluded groups,
- Public representatives, e.g. Members of Parliament,
- Business organisations,
- Local authorities, public agencies, and other emergency services,
- Employees (uniformed and non-uniformed) and their representatives,
- The Office of the Deputy Prime Minister,
- Any other interested parties.

**3.4.2 The annual Action Plans**

The Authority will also consult on subsequent annual Action Plans if they include any changes in the fire authority's standards and/or provision of resources for intervention services. The principle set out in paragraph 3.1 above will form the basis for decisions about those who should be consulted. Examples of the sort of situations that might arise, and those you might be expected to consult upon, are given in Figure 1 below.

**3.4.3 Changes in intervention standards and/or resources not included in an annual Action Plan**

In the event the Fire Authority might deem it appropriate to amend the policies/standards it has set for prevention and/or intervention activities, or the provision/location of resources, which have not been included in annual Action Plans. The Authority will make arrangements to consult those who may be affected by such changes. Figure 3 shows who will be consulted on specific types of issues.

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

**Figure 3**

Examples of proposals for change	Who should be consulted?
Alteration in the policies/standards set by the fire authority for attendance to specific types of emergency incident.	Communities, business organisations, and local authorities in the area covered by the appliance(s) concerned; Employee representatives.
Alteration in the standards and/or targets set for preventative activities to achieve improvement in community safety.	Communities, business organisations, and local authorities in the area covered by the appliance(s) concerned: Employee representatives
Removal from service of pumping and/or special appliances.	Communities, business organisations, and local authorities in the area covered by the appliance(s) concerned: Employee representatives
Permanent relocation of pumping appliances (other than to meet day-to-day operational requirements and pre-determined movement to meet the changing nature of risk by time of day).	Communities, business organisations, and local authorities in the area covered by the appliance(s) concerned: Employee representatives
Permanent relocation from one fire station to another of a special appliance providing cover across part or all of the Service's area	Employee representatives
Changes in the number of personnel provided to crew appliances	Employee representatives
Change in crewing patterns of one or more appliances, e.g. shift crewed to day-crewed, constant crewed to variable crewed, etc	The community, business organisations, and local authorities in the area covered by the appliance(s) concerned: Employee representatives

**4 What is the best way to consult?**

4.1 The Authority will seek to maximise the value of consultation through partnerships with appropriate agencies in order to access skills and experience that may not be available within the service. The initial survey to be conducted will be undertaken using a professional research company to provide robust calculation of sample size and data analysis.

4.2 The Fire Authority will make available the following information to consultees:

- Details of the proposed changes in standards and/or resource allocation,
- Why these proposals are being made, including alternative options considered by the authority to achieve improved performance/community safety ,
- How the net effect will improve community safety, and what the local impact will be on consultees,
- Any additional actions planned to be taken to ensure the proposed changes will deliver the improvements expected,
- The timescales in which it is expected that the changes will be implemented and the benefits realised.

4.3 The Authority has determined to survey by use of a mail-shot to a sample of 5,200 residents throughout its geographic boundaries, taking account of the relative populations within each of the local authority boundaries.

4.4 The Authority has also made arrangements for

- adverts/articles in local newspapers
- informing 300,000 households of the exercise
- sending letters to other agencies, public/business representatives, MPs, etc
- placing information on the Fire Service website
- holding focus groups, citizens' juries, etc
- displays in libraries, public buildings, etc
- meetings with local authority representatives and other agencies, and
- meetings with employees and/or representatives

4.5 The Authority has allowed 12 weeks for considered responses from all groups with an interest in accordance with Cabinet Office guidelines

5 **What happens after consultation?**

5.1 At the conclusion of the consultation exercise, all responses received must be evaluated and formally considered by the fire authority before it reaches a final decision about implementing any proposals. The process will be open and transparent with all relevant factors and views taken into account, including perceptions of risks faced and public concerns and values. In due course, the Authority will make available a summary of the responses received, along with their response to the points raised.

## **Appendix 1**

### **Phase 1 Action Plan 2004/2005**

The 20 Actions planned as a part of this Integrated Risk Management Plan are divided into four of the Business Streams identified in the Change Management Plan.

#### **1 COMMUNITY SAFETY**

- 1.1 Improve intervention capability to road traffic accident and machinery rescues.
- 1.2 Dual Crewing Aerial Appliances.
- 1.3 Implement a Co-responder scheme in conjunction with Ambulance Service.
- 1.4 Implement measures to reduce Unwanted Fire Signals.
- 1.5 Provide a limited response to Automatic Fire Alarm actuations.
- 1.6 To further develop partnership working in the community
- 1.7 Seek to further establish the volunteer role in remote communities
- 1.8 Develop partnerships to assist in the limitation of damage and assist recovery.
- 1.9 Pursue establishment of a Road Traffic Accident Reduction Task Force
- 1.10 Pursue initiatives arising from the Arson Reduction Task Force
- 1.11 Develop more risk-based approach to building and Workplace inspections.
- 1.12 Put one Community Fire Safety Firefighter in post in each Council area.

#### **2 HUMAN RESOURCES**

- 2.1 Determine a range of duty systems to provide a flexible response to the communities of North Yorkshire and the City of York.
- 2.2 Introduce a system of Dual Contract (Wholetime – Retained) working.
- 2.3 Introduce a system for Pre-arranged overtime.
- 2.4 Adopt the IPDS model to ensure identified existing and improvement measures are matched by roles and competencies required.
- 2.5 Construct an organization aligned to local authority Districts.

#### **3 INFORMATION**

- 3.1 Refine and develop the data and risk profiling framework for future IRMPs.

#### **4 PHYSICAL ASSETS**

- 4.1 Commence a programme of making the Fire Service more accessible to the Community.
- 4.2 Pursue joint development of fire stations with other agencies.

### **1 COMMUNITY SAFETY BUSINESS STREAM**

#### **1.1 Improve intervention capability to road traffic accident and machinery rescues.**

- 1.1.1 Currently the Service undertakes its rescue role with the provision of a number of Fire Appliances fitted with specialist rescue equipment primarily focussed towards rescues involving road traffic accidents. These vehicles are supported by four specialist appliances (Emergency Tenders) located at strategic locations, which provide enhanced rescue equipment.
- 1.1.2 The Fire Authority has already accepted the proposal to withdraw the Emergency Tenders and provide at the outset 14 Fire Appliances fitted with comprehensive rescue equipment, located strategically across the Service area. This will result in no road traffic accident being more than 30 minutes away from a station with enhanced equipment, and the majority will be within 15 minutes.
- 1.1.3 Two Heavy Rescue Units (HRU) will be provided at two strategic locations (Tadcaster and Ripon) to significantly enhance the Services rescue capabilities where larger and higher capacity equipment is required. These units will carry a wide range of equipment to enable the Service to deal effectively with large vehicle accidents, rail, aircraft incidents, building

collapse, decontamination, and general incident support. Two Incident Support Units (ISU), carrying miscellaneous additional equipment, will also be provided to complete the replacement of the Emergency Tender function.

- 1.1.4 The crewing arrangement of the new vehicles (HRU and ISU) will be “dual crewing” – personnel crewing a fire appliance will split to crew both the appliance and the special vehicle only when the special vehicle is needed. This maximises the use of the personnel while ensuring that the specialist equipment is available when required.
- 1.1.5 This change is self-financing due to the reduction in cost of replacement Emergency Tenders and the crewing change frees up 8 firefighters to be re-allocated to Community Safety posts (Action point 1.12).

**1.2 Examine and Implement Dual Crewing for Aerial Appliances if supported by risk assessment and business case.**

- 1.2.1 Aerial appliances provide a capability to gain access beyond the reach of normal ladders carried on first line fire engines. They are also used to provide high level water jets.
- 1.2.2 They are currently “primary crewed” – a dedicated crew is allocated to them throughout the shift. Other special support appliances are dual crewed. This is a more cost-effective method of providing personnel for occasionally used special appliances. Personnel crew a fire appliance normally and one or two switch to provide crew for the special appliance when it is needed. It is proposed to risk assess the likely consequences of dual crewing aerial appliances and a business case will be presented to the Authority.
- 1.2.3 This change reduces the cost of the intervention service and makes resources available for re-deployment in Community Safety activities. The business case will provide a range of options for consultation as to the best way to utilise the freed resources.

**1.3 Implement a Co-responder scheme in conjunction with TENYAS.**

- 1.3.1 The Service is currently involved in discussions with Tees, East and North Yorkshire Ambulance Service (TENYAS) with regards to providing support to the community. There are two phases to the scheme – Co-responders and shared accommodation (dealt with in Action Point 4.2).
- 1.3.2 In order to provide an early life saving response the Service and TENYAS are considering the allocation and subsequent mobilisation of defibrillators on a number of Fire Stations. These will be mobilised to Category ‘A’ patients – those suffering from heart attacks or who are having respiratory difficulties leading to collapse. This scheme is not intended to replace the services of TENYAS, but rather to complement it, with an ambulance being mobilised to all such incidents as well as the closest first responder fire service unit.
- 1.3.3 Phase one of this partnership will be cost neutral with the benefit that our personnel receive training above that normally provided. Personnel will be in a position to utilise their first responder skills at fire incidents prior to the arrival of Ambulance crews.

**1.4 Implement measures to reduce Unwanted Fire Signals.**

- 1.4.1 An unwanted fire signal is the actuation of an automatic fire detection system, resulting in an attendance by the Fire Service, where the cause of the alarm is a fault on the system or an accidental, non-fire actuation (dust, small insects etc).
- 1.4.2 One third of all the incidents attended by the Service are unwanted fire signals. The problem is greatest in the more urban areas (Scarborough, Harrogate and York) where the number of automatic fire alarm systems in non-residential buildings is greatest.

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1.4.3 The Service currently identifies premises giving rise to a high incidence of calls. Contact is made with the management and ways to reduce the number of calls are discussed and actioned. These premises continue to be monitored for measurable and sustained improvement. We will seek to identify further measures that can be taken to reduce this constant unnecessary demand on resources.

1.4.4 This initiative is cost neutral. Better data analysis will come from the Information Business Stream (Action Point 3.1).

**1.5 Provide an appropriate response to Automatic Fire Alarm actuations.**

1.5.1 Calls to commercial premises where an automatic fire alarm has actuated are almost always found to be false alarms due to faulty or wrongly sited equipment with no risk to the occupants. Responding to such calls redirects fire appliances from providing fire and rescue cover and reduces the opportunity for community fire safety activities. We will risk assess the type of properties involved in these incidents and provide a variable night/day response to match the likely risk.

1.5.2 This will be a cost neutral initiative that frees up personnel for more productive activities.

**1.6 To further develop partnership working in the community**

1.6.1 The Service has built up a number of partnerships with other agencies in pursuance of Community Safety objectives. It will continue to develop and expand upon these partnerships.

1.6.2 The Service has aligned its structure to mimic the council district boundaries and created a Group Manager post on a trial basis to coordinate all the Services activities within the aligned areas. The role of the Group Manager includes focusing on forming and developing targeted partnership working.

1.6.3 Our partners include:

- **District Councils / Unitary Authority**
- **Police**
- **Primary Care Trust (health)**
- **Youth workers / youth offending teams.**
- **Road safety**
- **Education authority, etc**
- **Crime & Disorder Reduction Partnerships**

1.6.4 The Service will develop its involvement in the following initiatives:

- **Schools Programme:** Delivering fire and road safety messages at key stages to both Primary and Secondary school children.
- **Crucial crew:** An annual multi-agency initiative delivering life skills to all 10 to 11 year olds.
- **Living Dangerously & Impact Road Show:** Another annual multi-agency initiative targeting 11 to 15 year old school children in aspects of road / fire safety.
- **Juvenile fire-setters.** The Service provides a small but highly trained team of people whom through referral seek to change the behavior of juveniles with an unhealthy fascination with fire.
- **Extend Young Firefighters scheme**

1.6.5 Financing partnership activities is a joint responsibility for all those involved. As partnerships develop, the skills of the agencies at attracting funding from external sources should increase, although match funding is often required. This work will be supported by the Community Fire Safety pre-arranged overtime budget.

**1.7 Seek to further establish the volunteer role in remote communities**

- 1.7.1 There are two operational volunteer units at Grassington and Goathland and a number of smaller limited capability units in remote areas where incidence of fire is low and the distance to the nearest fire station is greater than 20 minutes. Their role in terms of prevention, protection and intervention will be reviewed as informed by the IRMP data. Successful initiatives will be built upon to enhance the service in those areas.
- 1.7.2 These initiatives are generally low cost and we will seek to attract sponsorship from the local communities themselves to support these local provisions. There may be a training cost as the units become established.

**1.8 Develop partnerships to assist in the limitation of damage and assist recovery.**

- 1.8.1 Support for recovery after the fire is currently very limited. More robust links with insurance companies may provide speedier support to limit damage caused and a return to normal minimizing stress and loss of production. An approach has been made to the Service by a damage mitigation provider with a view to establishing an operational partnership across the whole of the area. We will progress these discussions to achieve a practical service provision.
- 1.8.2 It is anticipated that such partnership working can be achieved at no additional cost to the Authority.

**1.9 Pursue the establishment of a Road Traffic Accident Reduction Task Force**

- 1.9.1 The highest risk identified by the IRMP is that from Road Traffic Accidents. Many agencies impact upon the ability to reduce the incidence and effect of such incidents including Highways, Police, and Ambulance. There is an identified need for a strategic approach, which will seek to support further joint initiatives and data sharing for targeting. This work will co-ordinate the activities carried out by the Crime and Disorder Partnerships.

**1.10 Pursue initiatives arising from the Arson Reduction Task Force**

- 1.10.1 Arson is responsible for many of the fires in the area. We will engage with our existing partners and engage new ones, to establish an Arson Reduction Task Force with the Service as the main co-ordinating agency. The purpose of the ARTF is to promote arson reduction initiatives.
- 1.10.2 The ARTF will seek to improve the interface with younger people in the community, specifically for the purpose of delivering education initiatives to reduce the incidence of arson.
- 1.10.3 A significant problem encountered when analysing the causes of fire is the number of fires where the cause is "unknown". We will seek to improve our level of expertise in the investigation of arson through joint activities coordinated by the ARTF.

**1.11 Develop a more risk-based approach to building and Workplace inspections.**

- 1.11.1 The programme of inspection of High-Risk premises will be reviewed to ensure operational intelligence is improved and identified risks reduced through the application of appropriate prevention and protection measures. The recent building survey will be continued and frequency of inspection based upon assessed risk.
- 1.11.2 A key part of this development is the use of a new database to coordinate all risk information in a single source. This will be delivered through Action Point 3.1

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**1.12 Put at least one Community Fire Safety Firefighter in post in each Council area.**

- 1.12.1 The change in the crewing of Emergency Tenders releases 8 firefighters from primary crewing duties. These will be placed into Community Fire Safety posts with the aim of improving the co-ordination of work that has been agreed by the local Group Manager as a part of the Crime and Disorder Partnership commitment.
- 1.12.2 This is a cost neutral initiative, provided that the Emergency Tenders, Heavy Rescue Units and Incident Support Units move to dual crewed status.

**2 HUMAN RESOURCES.**

**2.1 Determine a range of duty systems to provide a flexible response to the communities of North Yorkshire and the City of York.**

- 2.1.1 The current shift system involves long periods on duty which requires extended unproductive rest periods - only emergency intervention work is carried out during these periods. Where operational activity extends over the whole shift period (up to 14 hours) there is an increasing risk of accidents caused by fatigue. The system is not considered family friendly and provides little flexibility to the employer in dealing with peaks and troughs of demand.
- 2.1.2 The day crewing system places heavy demands on the availability of the personnel – they are available for work for 96 continuous hours, during which they work at least four 10 hour days. Attendance to incidents at night are an additional work load. This system is becoming harder to support as personnel value their family life more and the rise in house prices is preventing personnel from finding accommodation as close to the fire station as they need to be.
- 2.1.3 Retained firefighters form the crews at the majority of our fire stations. These are people with primary employment outside the fire service who make themselves available for incidents most of the time – sometimes all the time. While this is supportable if the number of calls is low, it becomes more of a problem as the number of calls increases.
- 2.1.4 Best practice will be sought to formulate improved systems on a regional basis that meet the demands of the Fire Service, the safety and welfare of the employee and considers the needs of the primary employers of retained personnel.

**2.2 Introduce a system of Dual Contract (Wholetime – Retained) Duties.**

- 2.2.1 Off duty wholetime firefighters could provide valuable support at retained stations where recruitment is increasingly difficult and training requirements considerable. Wholetime firefighters are already competent to the standard required. Currently there is no system in place to allow wholetime to undertake additional retained duties. The system will need to ensure the safety and welfare of those participating and comply with working time regulations.
- 2.2.2 The use of wholetime firefighters at retained stations is a cost neutral initiative, since they are filling a vacancy that is already funded. There are, however, non-cashable benefits because the wholetime firefighters will already be competent (and hence will not need the training that a new retained firefighter would need) and will be able to offer some training and guidance to the retained staff.

**2.3 Introduce a system for Pre-arranged overtime.**

- 2.3.1 The Service needs to develop a system for pre-arranged overtime. This should cover unexpected absences such as short-term sickness, training requirements, protracted operational incidents, and to support some Community safety initiatives that can't be supported by personnel on station duty rosters.

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**2.4 Implement the IPDS model.**

- 2.4.1 The Integrated Personal Development System (IPDS) model is recognized as best practice in ensuring role competence and development is achieved within a supported framework. This will be adopted as it rolls out nationally.
- 2.4.2 This is a significant development for personnel and the Service and will require investment to put in place the structure to run the complete IPDS package.

**2.5 Construct an organization aligned to local authority Districts.**

- 2.5.1 The current established organisation is not aligned to District Boundaries creating difficulties with communications being less identifiable geographically. We are currently trialling an organisation aligned to local authority Districts and the City of York with support functions provided by Service Headquarters. This trial structure will be reviewed and made permanent, with any necessary changes suggested by the trial period incorporated.

**2.5.2 Societal benefits:**

- 2.5.2.1 Group Managers are an essential point of contact for members of the local community and with Local Strategic and other partnerships. Without them there would be no clear point of contact and reference with the Service at a local level, leading to potential confusion and frustration.
- 2.5.2.2 The direct replacement of 5 Fire Safety Officers is to ensure maintenance of a competent legislative Fire Safety capability upon forecasted retirement of an equivalent number of the existing experienced pool of Fire Safety Officers by March 2005.
- 2.5.2.3 The redeployment of 32 Fire-fighters through two separate initiatives (Action Points 1.1 and 1.2) significantly enhances the capacity of the prevention side of the Service's role.

**2.5.3 Service Improvements:**

- 2.5.3.1 Group Manager posts are key to effective leadership, cultural change and transfer of information internally between Brigade / Area Managers and front line personnel. Without them, the necessary motivation and direction would be inadequate to deliver the change management programme.
- 2.5.3.2 The Risk Officers (Fire Safety and Operations) are an essential resource to undertake the new and substantial work concerning risk profiling within communities to aid subsequent risk management and risk reduction decision-making in subsequent IRMP Action Plans. Without them the allocation of resources to mirror risk would be piecemeal and flawed leading to uncertainty as to the robustness of identified potential savings to be delivered in future Action Plans.
- 2.5.3.3 The Fire Safety Training Officer is required to train a substantial influx of new, inexperienced Fire Safety Officers as part of succession planning for those existing experienced Fire Safety Officers due to leave the service by March 2005. Also, these posts will develop new entrants and existing station-based personnel to an appropriate level of competence to undertake more legislative fire safety work than at present as part of their routine duties.
- 2.5.3.4 The replacement of 5 Fire Safety Officers at Station Officer level with Sub Officers ensure cost effective use of the officers on work of an appropriate complexity and also provides greater career development opportunities for personnel earlier in their careers.
- 2.5.3.5 The three Technical Support Officers are required to provide the necessary support to front line staff in terms of supplies, transport and premises issues. Without them, the work will continue to draw on the time of Group and Area Managers which is not cost effective utilisation of their time.
- 2.5.3.6 The addition of an Operational Equipment Officer at Leading Fire-fighter rank to undertake evaluation of new equipment and monitor compliance with service-wide marking and testing

of safety critical operational equipment, releases a proportion of the time currently devoted to this task by more senior managers with the consequent inefficient utilisation of their time.

2.5.3.7 The increased job variety brought about by re-assigning a number of dedicated rider posts to prevention posts (subject to supportive outcomes of respective risk assessments and business case) at fire-fighter level serves to affirm the Authority's intention to deliver a cultural change within the organisation which places equal emphasis on prevention and protection as on intervention.

2.5.3.8 The payment of FDS supplement to two posts simply records the reallocation of those supplements to other posts in consequence of the changes to the uniformed structure outlined above and the need to maintain the existing level of operational officer standby cover, pending review during Phase 1.

#### **2.5.4 Value for Money**

2.5.4.1 The replacement of 5 Fire Safety Officers at Station Officer level upon retirement, with 5 Sub Officers, is a direct year-on-year cost saving to the Authority.

2.5.4.2 The addition of an Operational Equipment Officer at Leading Fire-fighter rank removes an opportunity cost through better utilisation of more senior officers' time.

### **3 INFORMATION**

#### **3.1 Refine and develop the data and risk profiling framework for future IRMPs.**

3.1.1 We need to develop the way that the Service captures and interprets data and the risk profiling framework for use in the production of future IRMPs. Detailed community profiles need to be refined and developed. This requires that the Service commit to a long term change to a data warehouse facility. Consultants have been engaged to provide a framework for the future work to achieve this aim. This work will move forwards in tandem with the work already initiated to meet the e-government goals.

3.1.2 The cost of this work is likely to be significant but it is essential that this work be done. £97,500 has been committed this year to the e-government project. A sum of £290,000 is already earmarked for the next two years of this project.

### **4 PHYSICAL ASSETS**

#### **4.1 Commence a programme of making the Fire Service more accessible to the Community.**

4.1.1 In order to assist in educating and influencing the behavior of members of the communities of North Yorkshire and York it will be necessary to ensure the accessibility of the service particularly harder to reach groups. The improvement programme will address electronic access, telephonic communications, premises access and ethnic and other minority groups.

4.1.2 In addition many fire service premises are located in rural areas and would provide a useful meeting / training facility open to the public where such facilities may be limited. Any new premises can easily be designed at no additional cost to provide a secure separation between operational and non-operational areas and provide better access to the community including disabled access. The non-operational areas are dual use with basic facilities which are used by firefighters for training and increasingly will be used more for community based events aimed at reducing the incidence and consequence of fires and other emergencies.

#### **4.2 Pursue joint development of fire stations with other agencies.**

4.2.1 The Service already has three stations where the facilities are shared with other agencies (Sherburn, Robin Hoods Bay and Bedale). There are a number of opportunities for further partnerships both in developing the use of existing buildings and in new builds. The use of Fire Stations to provide local information technology training centres will be developed at no

cost to the Service.

- 4.2.2 We will seek to establish partnerships for the provision of a new fire station in Settle. Where this involves re-location, the new site will have to satisfy the requirements of the risk analysis for the local area. These schemes are designed to be less costly than the option to replace fire stations as stand alone units and hence reduce the funding requirement of the Authority.
- 4.2.3 The second phase of the work with TENYAS (see Action Point 3) will be to consider the housing and crewing of Ambulance response vehicles within remote sites across the area. The level of training and equipment will be to a higher standard than that provided by a fire appliance under the co-responder scheme. This provision will allow for a more focused response. If this scheme is successful consideration will be given to extending it to West Yorkshire Metropolitan Ambulance Service (WYMAS). This scheme should be cost neutral, but a business case for the entire scheme will include details of the costs as they emerge through discussion and development.

## **Appendix Two**

### **Buildings Risk Survey**

#### **1 Background.**

- 1.1 This appendix details the methodology used in the production of the buildings risk survey.
- 1.2 Prior to the survey the Service did not currently have a non-domestic buildings database in which risk-profiling information was held on individual buildings. It is estimated that there are in excess of 25,000 commercial premises currently within the Service area.
- 1.3 Many of these buildings are relatively small and pose no greater risk than an average dwelling. However, what the Service did not know was how many significant buildings do we have, their location and relative life risk that they pose.
- 1.4 The Service does have a Fire Safety Premises database, which holds details of all the premises which the Service currently has some fire safety involvement. This database currently holds 10409 records and provides some general information about the premises and details of the reason for our fire safety involvement.

#### **2 Methodology**

- 2.1 The Fire Safety database was used as the main basis on which to conduct the buildings survey, the view being that the majority of the significant non domestic building that the survey should consider will be contained within this data base.
- 2.2 Local knowledge was also applied to capture other significant buildings not currently listed on the Fire Safety premises database.
- 2.3 A simple survey form and guidance was devised, copy attached as annex A.
- 2.4 This form incorporated the general principles of the “Pathfinder” emergency cover trials, in that it focused on life risk as opposed to property risk currently contained with the existing standards of fire cover.
- 2.5 The main headings of the survey are as follows:
  - Occupancy Group
  - Construction / size
  - Fire protection provided, quality of the means of escape.
  - Occupancy numbers by four hour periods.
  - Vulnerability of the occupants – relative to the occupancy group.
  - Management of the building.
  - Significant risk posed to Fire-fighters.
  - Significant risk posed to the environment.
  - Significant financial loss
  - Significant risk to National Heritage.
  - Significant risk to National Security.

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

- 2.6 Each Group manager was tasked with arranging for the survey to be undertaken within their Group stations. Only a very short time scale of four weeks was available for this survey to be undertaken.
- 2.7 The guidance offered by the steering group was to ensure that a cross selection of premises from each Home Office Category were surveyed, trying to ensure that the most significant buildings in each category were included.
- 2.8 In view of the short time scales available crews were allowed to complete the survey forms from local knowledge of individual premises utilising both operational and fire safety personnel. Where crews felt they had insufficient information then a risk visit was required.
- 2.9 Completed survey forms were checked by Group Managers where possible and then entered into an access database.
- 2.10 At the conclusion of the survey period (27<sup>th</sup> June 2003) 6172 surveys had been entered onto the database.
- 2.11 All groups with the exception of Richmond surveyed approximately half of the total premises listed on the Fire Safety premises database. Richmond actually surveyed all the premises listed.
- 2.12 Assuming that each station surveyed the most significant buildings in a priority of most significant first (as directed by the steering group) then the results are proportionally equal.

**3 Weighting**

- 3.1 Once the data had been entered onto the database it was necessary to weight each answer in order to provide a meaningful risk profile.
- 3.2 The Occupancy Group (Home Office Category) was the first criteria to be weighted.
- 3.3 From the Pathfinder trials and the evidence supplied by the ENTEC consultants a pecking order or Occupancy Groups in terms of risk to life is as listed below. A simple initial weighting has then been added to signify the risk to life for each group as determined by the steering group.

HO Cat	Weighting
C10 HOSPITAL	20
CROWN PREMISES VERY HIGH	20
C14 HIMO (HOSTELS)	20
C9 RESIDENTIAL HOME	20

HO Cat	Weighting
CROWN PREMISES HIGH	15
C11 BOARDING SCHOOL	15
C12 PENAL ESTABLISHMENT	15
C13 FLATS	15
C15 HIMO (FLATLETS)	15
C16 OTHER RESIDENTIAL ACCOMMODATION	15
A1 HOTEL	15

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

HO Cat	Weighting
D23 PUBLIC ENTERTAINMENTS (OCCASIONAL)	10
D22 PUBLIC ENTERTAINMENTS	10
D24 SCHOOLS	10
CROWN PREMISES MEDIUM	10
D17 THEATRES	10
D18 CINEMAS	10
D19 BINGO HALLS/CASINO	10
D20 SPORTS CENTRE	10
D25 DESIGNATED SPORTS GROUNDS	10
D26 REGULATED STANDS	10
D21 LICENCED PREMISES	10

HO Cat	Weighting
A2 FACTORY	5
A3 OFFICE	5
A4 SHOP	5
A5 RAILWAY PREMISES	5
B6 FACTORY	5
B7 OFFICE	5
B8 SHOP	5
E28 PETROLEUM INSTALLATIONS	5
D27 OTHER NON RESIDENTIAL PREMISES	5
CROWN PREMISES LOW	5
E29 EXPLOSIVES / FIREWORKS	5

- 3.4 Each subsequent question would modify this initial weighting score. The actual values can be seen as red entries on the survey form attached as annex A.
- 3.5 The weighted data was then divided into five bands as follows:

Banding	Points range from weighted database
Very high	51 to 72
High	36 to 50
Medium	21 to 35
Low	6 to 20
Very low	-9 to 5

**4 Analysis of results.**

- 4.1 The weighted data has been sorted into 858 mobilising areas. This produces a ranking order of risk and allows comparison between areas.
- 4.2 This information has been used as a key element in the analysis process along with Incident data and Fatalities and Casualties.

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

Annex A – Survey sheet with weighting values

<b>RISK ASSESSMENT SURVEY FORM</b>		HO Cat. <input style="width: 50px;" type="text" value="5,10,15,20"/>	Fire Station Area <input style="width: 50px;" type="text"/>
1) Name of building		<input style="width: 100%; height: 20px;" type="text"/>	
2) Address of building		<input style="width: 100%; height: 30px;" type="text"/>	
<b>NOTE - IN THE EVENT OF THE PREMISES BEING CLOSED DOWN (I.E. NO LONGER TRADING) COMPLETE THE FORM AS FULLY AS POSSIBLE</b>			
		Post Code	<input style="width: 100%; height: 20px;" type="text"/>
		(Essential)	
3) Contact on site – Name and Job title		<input style="width: 100%; height: 20px;" type="text"/>	
4) Telephone number inc. STD code		<input style="width: 100%; height: 20px;" type="text"/>	
5) What is the main occupancy type of the building? In the case of multi occ express percentage e.g 50%Factory, 50% shop		<input style="width: 100%; height: 20px;" type="text"/>	
6) Is it the sole supplier of goods or services in the UK?		<input style="width: 30px;" type="text" value="0"/> NO	<input style="width: 30px;" type="text" value="5"/> YES
7) Is the property value exceptionally greater than normal for occupancy type?		<input style="width: 30px;" type="text" value="0"/> NO	<input style="width: 30px;" type="text" value="5"/> YES
8) Would a fire in the building pose a serious environmental risk?		<input style="width: 30px;" type="text" value="0"/> NO	<input style="width: 30px;" type="text" value="5"/> YES*
*If YES-specify nature of risk and estimate quantities of contaminants/corrosives etc.		<input style="width: 100%; height: 20px;" type="text"/>	
9) Would a fire in the building pose any special fire-fighter risk?		<input style="width: 30px;" type="text" value="0"/> NO	<input style="width: 30px;" type="text" value="5"/> YES*
9a) Would an incident other than a fire pose any special fire-fighter risk? *If YES-specify the nature of the risk		<input style="width: 30px;" type="text" value="0"/>	<input style="width: 30px;" type="text" value="5"/>
		<input style="width: 100%; height: 20px;" type="text"/>	
10) How large is the building? (total aggregated area of all floors in m <sup>2</sup> )		<input style="width: 30px;" type="text" value="-3"/> Small up to 999	<input style="width: 30px;" type="text" value="0"/> Medium 1000-4999
		<input style="width: 30px;" type="text" value="3"/> Large 5000-9999	<input style="width: 30px;" type="text" value="5"/> V.Large 10000+
11) What is the height of the building in storeys (if a range of heights specify predominance)		<input style="width: 30px;" type="text" value="none"/> Below ground	<input style="width: 30px;" type="text" value="none"/> Above ground (Ground counts as one storey)
12) Does the building have a fire alarm?		<input style="width: 30px;" type="text" value="3"/> None	<input style="width: 30px;" type="text" value="0"/> Siren or sounder
			<input style="width: 30px;" type="text" value="-3"/> Voice
Is the fire alarm system linked to an AFA centre?		<input style="width: 30px;" type="text" value="0"/> NO / DON'T KNOW	<input style="width: 30px;" type="text" value="-2"/> YES
13) Does the building have a sprinkler system?		<input style="width: 30px;" type="text" value="-10"/> YES	<input style="width: 30px;" type="text" value="0"/> NO
If partially sprinklered, estimate the %age of the total floor area covered by the sprinklers		<input style="width: 50px;" type="text" value=""/>	
		If =50, then -5 If > 50, then -10	
*If YES-estimate how well the system is designed and managed by examining the installation and records if they are readily available. Select one of the following:			
Well Managed - Well maintained system with regular maintenance and testing.		<input style="width: 50px;" type="text"/>	
Averagely managed - Some evidence of testing and maintenance.		<input style="width: 50px;" type="text"/>	
Poorly managed - Little or no inspection or testing regime. System appears unreliable.		<input style="width: 50px;" type="text"/>	
14) What is the MAXIMUM number of people that may be in the ENTIRE building at any one time		<input style="width: 50px;" type="text" value="none"/>	
<b>IMPORTANT NOTE : IF THERE ARE LESS THAN 20 PEOPLE IN THE BUILDING AT ALL TIMES GO TO QUESTION 20</b>			

15) Has the building any smoke control systems in common areas or Means of Escape (MOE)  NO  YES

16) What is the maximum number of people in THE MOST HIGHLY OCCUPIED COMPARTMENT

Tick one column for each time period on WEEKDAYS (WD) and another for WEEKENDS (WE)

NOTE - If the building is open on Saturday and Sunday take details of the busiest day of the two

Time period	Number of people									
	0		1 - 19		20 - 99		100 - 999		1000+	
	WD	WE	WD	WE	WD	WE	WD	WE	WD	WE
00.00 to 04.00	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
04.00 to 08.00	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
08.00 to 12.00	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
12.00 to 16.00	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
16.00 to 20.00	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
20.00 to 24.00	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
	0		1		3		5		10	

all the ticks (WD are x5, and WE are x2) then are added together then divided by 42 to give an average

17) How mobile are the buildings normal occupants?

Untypically mobile       Average       Untypically vulnerable

18) Means of Escape - How many 'fire rated' exits from each highly occupied compartment?

For single storey premises - Does it have MULTIPLE 'fire rated' exits?  NO  YES

For buildings of more than one storey - Does it have **ONE** 'fire rated exit'?   
Does it have **TWO or MORE** 'fire rated exits'?

If the building has **NO 'fire rated exits'**, specify the maximum height of the building (in storeys) by ticking relevant box below:

1 to 2       3 to 5       6 or more

19) Are flammable materials stored on the means of escape that would:

Severely hinder evacuation

Hinder evacuation

Pose no hindrance to evacuation

20) If a fire went unchecked in ANY PART OF THE BUILDING fire and smoke damage confined to:

The **Compartment** of origin

The **Floor** of origin

The **Building** of origin

It would spread to **adjacent buildings**

**21) Fire loading of building and contents**

- High**, flammable materials occupy more than 75% of the floor area
- Medium**, flammable materials occupy between 25 & 75% of floor area
- Low**, flammable materials occupy less than 25% of floor area

**22) What is the possibility of a fire being started deliberately?**

- Highly possible** - building open to the public with little or no supervision of customers or visitors
- Possible** - building is open to the public with some supervision of customers or visitors.
- Unlikely** - access restricted & visitors limited to authorised persons accompanied by staff.

**23) What is the possibility of a fire breaking out accidentally?**

- Highly possible** - smoking is not restricted. Electrical installations appear in poor condition. Unsupervised use of ignition sources such as portable heaters.
- Possible** - smoking allowed but restricted to designated areas. Electrical Installations appear in good condition but may be overloaded
- Unlikely** - smoking prohibited in the building and this is strictly enforced. Electrical installations appear in good condition. No unsupervised ignition sources..

**24) How well were FIRE DOORS managed (I.e. number wedged open or defective at time of inspection)**

- Good**            less than 1 in 5 wedged or defective
- Average**        around 1 in 5 wedged or defective
- Poor**             around 1 in 2 to 1 in 3 wedged or defective
- Very poor**        2 in 3 wedged or defective

**25) Would a fire in this building affect national security?**

- NO**     **Significant**     **Highly significant**

**26) Would a fire in this building affect national heritage?**

- NO**     **Significant**     **Highly significant**

**FURTHER INFORMATION (notes, sketch plans etc)**

Name     Number     Station Area     Insp date

### Appendix 3

#### Integrated Risk Management Plan - Summary of Outcomes of the Risk Assessment Process

The following tables are based upon the Integrated Risk Management Tool. A full table of results is available on request as a background paper to this plan.

Averages for Districts	
District	Average
Craven	57.12
Hambleton	70.79
Harrogate	60.62
Richmondshire	67.89
Ryedale	71.23
Scarborough	66.30
Selby	69.25
York	55.15
<b>Service Average</b>	<b>65.85</b>

The table below shows the average Station Area Risk plus the highest and lowest Mobilising Area scores in each Station Area.

District Council	Station	Ave. Score	Highest and Lowest Score in the Area
<b>Craven</b>	Bentham	53.07	Ingleton (65), High and Low Bentham (45 and 44)
	Settle	57.66	Horton in Ribblesdale (63), Langcliffe (46)
	Skipton	60.63	Skipton (107), Threshfield (45)
	<b>Average</b>	57.12	
<b>Hambleton</b>	Bedale	69.28	Kirklington (77), Firby (59)
	Easingwold	75.26	Sheriff Hutton (82), Crayke (61)
	Northallerton	63.17	Northallerton (87), Yafforth (49)
	Stokesley	73.03	Bilsdale (80), Newby (59)
	Thirsk	73.22	Hutton Sessay (83), Sowerby (62)
<b>Average</b>	70.79		
<b>Harrogate</b>	Boroughbridge	67.44	Thorpe Underwood (78), Minskip (61)
	Harrogate	33.56	Harrogate Town Centre (72), New Park (19)
	Knaresborough	71.03	Knaresborough (88), Plompton (59)
	Ripon	64.22	Ripon (109), Ripon Parks (50)
	Summerbridge	66.84	Thruscross (74), Summerbridge (57)
<b>Average</b>	60.62		
<b>Richmond</b>	Colburn	70.69	Hipswell (74), Tunstall (66)
	Hawes	70.84	Aysgarth (79), Hawes (60)
	Leyburn	68.40	Bishopdale (75), Finghall (70)
	Masham	63.74	Colsterdale (74), Burton on Yore (56)
	Reeth	64.49	Muker (73), Reeth (52)
	Richmond	69.15	Newsham (80), Aske (52)
<b>Average</b>	67.89		
<b>Ryedale</b>	Helmsley	73.95	Hawnby (80), Helmsley (62)
	Kirkbymoorside	69.05	Nunnington (79), Kirkbymoorside (57)
	Malton	69.29	Malton (78), Broughton (54)
	Pickering	73.10	Dalby Forest (81), Pickering (63)
	Sherburn	70.78	Helperthorpe (79), Sherburn (58)
<b>Average</b>	71.23		

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

District / Council	Station	Ave. Score	Highest and Lowest Score in the Area
Scarborough	Danby	72.89	Glaisdale (82), Danby (62)
	Filey	66.38	Hunmanby (71), Muston (62)
	Lythe	69.29	Roxby (81), Lythe (58)
	Robin Hoods Bay	69.53	Fylingdales Moor (75), Robin Hoods Bay (64)
	Scarborough	55.05	Northside (74), Sandy Bed (43)
	Snainton	65.45	Troutsdale (77), Snainton (60)
	Whitby	65.53	Whitby W (99), Newholm (55)
<b>Average</b>		66.30	
Selby	Selby	71.86	Selby (133), Heck (105), Wistow (60)
	Tadcaster	66.64	Sherburn in Elmet (86), Catterton (55)
<b>Average</b>		69.25	
York <sup>1</sup>	Acomb	64.72	Kingsway North (80), Beckfield Lane (54)
	York	45.58	City Centre (90), Clementhorpe (32)
<b>Average</b>		55.15	
<b>Service Average</b>		<b>65.85</b>	

<sup>1</sup> Note: Huntington has not been included as a separate Station area for this purpose.

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

## Summary of the Residual Risk

The table below details the average residual risk for each station area and the number of Mobilising Areas in each state. The average for each District / Unitary Authority is also presented within the table. The “boundary scores” are

**RED** above 73.5,  
**AMBER** between 73.5 and 67.45 and  
**GREEN** below 67.45

District / Council	Station	Average	Red	Amber	Green	Total
Craven	Bentham	53.07			7	7
	Settle	57.66			24	24
	Skipton	60.63	1	4	42	47
	<b>Summary</b>	<b>57.12</b>	<b>1</b>	<b>4</b>	<b>73</b>	<b>78</b>
Hambleton	Bedale	69.28	5	8	7	20
	Easingwold	75.26	21	6	1	28
	Northallerton	63.17	1	17	32	50
	Stokesley	73.03	10	10	4	24
	Thirsk	73.22	15	14	4	33
	<b>Summary</b>	<b>70.79</b>	<b>52</b>	<b>55</b>	<b>48</b>	<b>155</b>
Harrogate	Boroughbridge	67.44	2	7	9	18
	Harrogate	33.56		1	54	55
	Knaresborough	71.03	6	9	5	20
	Ripon	64.22	2	9	22	33
	Summerbridge	66.84	5	3	10	18
	<b>Summary</b>	<b>60.62</b>	<b>13</b>	<b>29</b>	<b>100</b>	<b>144</b>
Richmond	Colburn	70.69	3	2	3	8
	Hawes	70.84	4	2	2	8
	Leyburn	68.40	9	9	12	30
	Masham	63.74	1	1	10	12
	Reeth	64.49		5	7	12
	Richmond	69.15	12	14	10	36
	<b>Summary</b>	<b>67.89</b>	<b>29</b>	<b>33</b>	<b>44</b>	<b>106</b>
Ryedale	Helmsley	73.95	12	2	3	17
	Kirkbymoorside	69.05	4	4	8	16
	Malton	69.29	13	15	17	45
	Pickering	73.10	8	3	4	15
	Sherburn	70.78	4	1	2	7
	<b>Summary</b>	<b>71.23</b>	<b>41</b>	<b>25</b>	<b>34</b>	<b>100</b>
Scarborough	Danby	72.89	2	1	1	4
	Filey	66.38		3	4	7
	Lythe	69.29	2	4	4	10
	Robin Hoods Bay	69.53	1	1	1	3
	Scarborough	55.05	1	4	41	46
	Snainton	65.45	1	1	6	8
	Whitby	65.53	1	2	8	11
	<b>Summary</b>	<b>66.30</b>	<b>8</b>	<b>16</b>	<b>65</b>	<b>89</b>
Selby	Selby	71.86	11	20	15	46
	Tadcaster	66.64	9	4	17	30
	<b>Summary</b>	<b>69.25</b>	<b>20</b>	<b>24</b>	<b>32</b>	<b>76</b>

NORTH YORKSHIRE FIRE AND RESCUE AUTHORITY  
INTEGRATED RISK MANAGEMENT PLAN 2004-9

District / Council	Station	Average	Red	Amber	Green	Total
York	Acomb	64.72	6	6	26	38
	York	45.58	1		71	72
	<b>Summary</b>	<b>55.15</b>	<b>6</b>	<b>6</b>	<b>97</b>	<b>110</b>
<b>Service Summary</b>		<b>65.85</b>	<b>170</b>	<b>192</b>	<b>493</b>	<b>858</b>

Notes:

- 1 The preliminary results from this Risk Management Tool show the risk that exists given the existing provision of Fire Service resources. There is a clear association between the presence of stations with an immediate response and a low number of “Red” areas. It is important to note that this is a measure of relative risk – there is more absolute risk in York, Harrogate and Scarborough, but the presence of the shift stations reduces the relative risk. The rural areas tend to have a higher relative risk because the time to intervention by Fire Service resources at incidents is greater due to both the delayed response of the retained units and the travel distance from the stations. In these areas we need to concentrate on Prevention and Protection measures
  
- 2 The Building Risk survey was a sampling survey. Due to the time constraints imposed by the need to publish this Plan for consultation in October, the contribution of the Building Risk survey depends to some degree on the number of premises surveyed. This may account for some of the more rural station areas where there appear to be a disproportionate number of Red areas. If all the premises have been surveyed and counted in one area, that area may appear more “risky” than a similar area where half the premises have been surveyed. Action Point 3.1 (see appendix 1) will address this problem.

## Table of Contents

### Chapter 1 Introduction

The Authority	1
The Service	1
What do we provide?	1
Prevention - Advice and Education	2
Fire Protection	2
Intervention	2
Impact of Fire and Other Hazards	2
National Attendance Standards	3
Integrated Risk Management Planning - What are we working towards?	4
Consultation	4
Who should be consulted, and what about?	5
What happens after consultation?	5

### Chapter 2 Risk Profile

Community Profile	6
Military Establishments	8
Operational Risk – Premises	8
Legislative Fire Prevention and Protection Services	9
Schools	10
Heritage	10
Weather	11
Coastline	11
Roads	12
Railways	13
Air Transport Facilities	13
Chemical Hazards	13
Explosives	14
Radiation Hazards	14
Biological Hazards	14
Conventional, Chemical, Biological, Radiological and Nuclear terrorist attack	14
Major Incidents - Planning Resilience	14
Potential Risk	16
Introduction	16
Housing	16
Economic Development	17
Transport	18
Population Profile	18
Summary	19

### Chapter 3 Effectiveness of Current Arrangements

Introduction	20
Disposition of resources	20
Historical performance data	21
Past Incident Type and Location, Past Fatality and Casualty data	22
Building Risk Survey	22
Results	22
How effective is the Intervention Service?	23
How effective is the Protection Service?	24
How effective is the Prevention Service?	24
Performance Measurement	25
Summary	25

## **Chapter 4 Areas for Improvement**

Introduction	26
Purpose	26
Core principles used to develop this plan	26
Regional Perspective	27
Change Management Programme	27
Phases of improvement	27
Business Streams	28
Community Safety	28
Human Resources	29
Information	30
Physical Assets	30
Corporate Risk	31
Devolution/Change Agents	31
Communication and Consultation	32
Performance Management	32
Funding	32
Summary	33

## **Chapter 5 – Resource Implications**

Introduction	34
Table of Improvements	34

## **Chapter 6 – Consultation**

Introduction	39
Why should fire authorities consult?	39
Who should be consulted, and about what?	40
What is the best way to consult?	41
What happens after consultation?	42

## **Appendix 1**

### **Phase 1 Action Plan 2004/2005**

#### **COMMUNITY SAFETY**

Improve intervention capability to road traffic accident and machinery rescues.	43
Dual Crewing Aerial Appliances.	44
Implement a Co-responder scheme in conjunction with TENYAS.	44
Implement measures to reduce Unwanted Fire Signals.	44
Provide a limited response to Automatic Fire Alarm actuations.	45
To further develop partnership working in the community	45
Seek to further establish the volunteer role in remote communities	46
Develop partnerships to assist in the limitation of damage and assist recovery.	46
Pursue establishment of a Road Traffic Accident Reduction Task Force	46
Pursue initiatives arising from the Arson Reduction Task Force	46
Develop more risk-based approach to building and Workplace inspections.	46
Put one Community Fire Safety Firefighter in post in each Council area.	47

#### **HUMAN RESOURCES**

Determine a range of duty systems to provide a flexible response to the communities of North Yorkshire and the City of York.	47
Introduce a system of Dual Contract (Wholetime – Retained) working.	47
Introduce a system for Pre-arranged overtime.	47
Implement the IPDS Model	48
Construct an organization aligned to local authority Districts.	48

**INFORMATION**

Refine and develop the data and risk profiling framework for future IRMPs. 49

**PHYSICAL ASSETS**

Commence a programme of making the Fire Service more accessible to the Community. 49

Pursue joint development of fire stations with other agencies. 49

**Appendix Two**

Buildings Risk Survey

Background. 51

Methodology 51

Weighting 52

Analysis of results. 54

**Appendix 3**

Integrated Risk Management Plan

Summary of Outcomes of the Risk Assessment Process 57

Summary of the Residual Risk 59