



## INTEGRATED RISK MANAGEMENT PLAN 2010 - 2013

We believe working together we can make North Yorkshire and the City of York a safer place to live, work and visit.

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North Yorkshire Fire and Rescue Authority is pleased to present its Integrated Risk Management Plan for 2010-13. This document provides an innovative and challenging agenda for North Yorkshire Fire and Rescue Service and seeks to build upon previous improvements made to the safety of the communities we serve.

The Integrated Risk Management Planning process forms a key component of our strategic programme and significantly contributes toward achievement of our 125 Alive Vision. The process enables us to direct resources to areas of greater need, based upon local risk analysis, and gives the freedom to develop individual plans based around the needs of local communities.

In 2009 the Audit Commission 's assessment was that NYFRS "*performs well overall*". One outcome of this is that the traditional fire related risks posed to communities have been reduced significantly since our first IRMP in 2004. However, the diversity of risks has increased over time and now includes those connected to climate change and resilience issues. There is, therefore, no place for complacency in our planning arrangements and we will continue to introduce effective and innovative initiatives to further improve safety for both residents and visitors in North Yorkshire and the City of York.

Continued improvements can only be realised by the development, progression and delivery of prevention, protection and response initiatives. We are proud of the progress we have made since 2004 and this is testament to the continued professionalism of our staff. This plan provides a framework to build upon this progress and continue to make advancements in community safety, whilst maintaining efficiency in the use of our resources.



**John Fort**  
County Councillor and Chair  
of the Fire Authority



**Nigel Hutchinson**  
Chief Fire Officer /  
Chief Executive

## Section 1. Introduction

Our Integrated Risk Management Plan sets out how we propose to secure the safety of our communities over the next three years. The approach we adopt is one of continuous improvement and contained within this document are our aims for both improving the service and ensuring the quality of operational response to all emergency incidents we are called upon to resolve.

We take a balanced approach to keeping our communities safe, through prevention, protection and emergency response measures. Our efforts are focussed on achieving our **125Alive** Vision as set out in the Corporate Report. This approach has delivered some excellent results year on year. Although our communities tragically suffered 2 accidental fire deaths and 26 injuries during 2008/09, this is a marked improvement on the historical data forecast of 5 deaths and 33 injuries. A key feature of our work is minimising fire risk to vulnerable groups, in particular the elderly people in our communities who need our support.

Sadly, there were also 34 deaths and 440 injuries at incidents on the area's roads that the Fire and Rescue Service attended in 2008/09. While this was a reduction on the previous year, far more people are killed or seriously injured as a result of road traffic collisions than as a result of fires and we recognise that much work still needs to be done to improve this situation. To make our work in this area effective we will continue to work in partnership with local authorities, the Police, other agencies and our communities to keep reducing these incidents.

We recognise the benefits of working with our local communities and partner agencies, as this adds capacity and value to our work and improves the quality of life of our local communities. It is through this continued involvement that we can increase awareness of the important part the Fire and Rescue Service plays in community safety.

To support our Vision and significantly reduce loss of life in North Yorkshire, the majority of our activities are focused on preventing incidents occurring, through fire and road safety education, the fitting of smoke alarms in people's homes and other safeguarding measures. This approach is seen as proactive and highly important in reducing risk and is a feature of this document.

We believe in building strong links with local communities through the work of our local fire stations and officers. This helps us to understand local needs and diversity throughout North Yorkshire and the City of York, enabling us to tailor our services accordingly. Changes such as the increasing elderly population, who often live alone

and are more affected by extreme weather events than most, influence our activities and plans for the future.

As well as improvements in community safety, we are also constantly improving the Service itself. Independent audits and assessments highlight some of the excellent work that goes on 'behind the scenes'. Our achievements include:

- Accredited as performing to a high service delivery standard by the Audit Commission.
- Securing a Royal Society for the Prevention of Accidents (RoSPA) Emergency Services Sector Award, building on two consecutive RoSPA 'Gold' Awards.
- Being externally validated as 'Achieving' against the Equality Framework for Local Government (previously Level 3 of the Equality Standard for Local Government).
- Being assessed as 'performing well' and providing good value for money by the Audit Commission.

Such results show the Service is operating to a high standard but we could not have achieved these excellent results without the continued support of our dedicated staff, or without our close partnership



working with other agencies and local communities as we all aim to keep driving down risks and preventing loss of lives.

We value any feedback you have on this document and particularly any comments you may have on our objectives as set out in section 3.

If you wish to learn more about our work, please contact your local fire station or visit our website at [www.northyorksfire.gov.uk](http://www.northyorksfire.gov.uk)

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## Section 2. Risk Management Objectives for 2010 - 20013

We have 6 key objectives specifically targeted at service delivery requirements and these underpin our overall Corporate Objectives and Vision as set out in our Corporate Report.

### Objective 1.

We will ensure that we have the operational resilience and ability to deal with local and larger scale incidents, and provide support for regional and national operational needs when necessary.

### Objective 2.

We will continue to minimise risk to the public through our community safety, fire protection and partnership programmes.

### Objective 3.

We will reflect the community we serve and ensure our workforce is highly trained, flexible and safe.

### Objective 4.

We will contribute to building stronger, healthier and more sustainable communities by tackling inequalities and improving outcomes for people in the most vulnerable circumstances.

### Objective 5.

We will deliver value for money and continuous improvement in services, taking account of good operational practice and best value principles.

### Objective 6.

We will assess both our organisation's impact on the environment and that of emergency incidents and seek to improve the way we manage our performance in this regard by implementing a proactive environmental strategy.

Over the next three years specific proposals which materially affect the service provided will be brought forward in support of the objectives and our vision. If such proposals are of a fundamental nature and will change the way we manage risks all interested stakeholders will be formally consulted upon at the appropriate time. Other changes that do not impact on front line service provision in a material way will be taken forward via the Service Corporate Improvement Programme.

We are committed to taking the views of our communities into account as we respond to changing risks. The Community Engagement Strategy will encompass all parts of our community and will include reporting back to our communities on how their views have affected our IRMP action plans.

## How we provide the Service

The emergency service is provided from the 39 Fire Stations across the area. We have 4 duty systems to provide a response appropriate to the local risk –

**Shift** – 24 hour crewing, every day.

**Day crewed** – crewed 0800 to 1800. Night-time cover is provided by fire fighters responding from home within 5 minutes. 5 day crewed stations also have retained staff crewing an additional fire engine.

**Retained** – Fire fighters respond from home or work within 5 minutes.

**Volunteer** – for two remote small stations, we use volunteer staff who respond like retained but without prescriptive response times and have a more limited capability.

We also have mobile officers who respond to support the crews across the county. A rota system ensures that there are always 8 officers available.

These resources, together with staff from the non-operational roles, also provide the prevention and community safety services to drive down risk.

The stations and their duty systems are shown below –



### Section 3. Integrated Risk Management Planning

The term "Integrated Risk Management Planning" is drawn from the Government's Fire and Rescue Service National Framework document. Integrated Risk Management Planning is a holistic and flexible approach to enabling Fire and Rescue Authorities to identify, measure and mitigate the social and economic impact of fires and other emergencies. Presented in this document is the approach to integrated risk management planning that North Yorkshire Fire and Rescue Service intends to take over the next three years (2010 - 2013). Progress against the Objectives set in this Plan are reported in the annual Corporate Report which gives details of the Service's performance against key targets and National Indicators.

As a public sector Fire and Rescue Service it is vital that our approach to service provision is transparent, open to scrutiny and reflects the needs of the diverse communities we serve. We work on a daily basis with many representative groups in partnerships at local Station, District and County level. This guides our planning and ensures that we are providing a service that is relevant to the needs of the community. However, we recognise the importance of the widest possible engagement with the public. The Sustainable Communities Act 2007 places a Duty to Involve on Fire Authorities and requires them to actively seek the views of our local communities, stakeholders and partners. Involvement of the community in our planning and decisions making processes brings these benefits:

- Enabling us to access the widest range of views possible which adds to the quality of our decisions.
- Alerting us to issues or concerns we may have overlooked.
- Assisting with the review of our existing service provision and help decide if changes are needed

Proposals for any major changes will be consulted upon at the appropriate time and summarised as an annual plan when necessary. Such proposals will underpin our objectives as set out in Section 3 and allow us to tailor our services to meet stakeholder expectations.

#### Purpose of the Integrated Risk Management Plan

The Fire and Rescue National Framework (2008-2011) sets out the Government's expectations for the Fire and Rescue Service. These expectations include a requirement to publish an IRMP covering at least a three year timespan. This IRMP supersedes the current 5 year IRMP and provides a foundation for us to meet the needs of local communities across North Yorkshire over the next three years and ensure the Government's expectations in this respect are met. There will be a new Framework published in 2011 and we will include any changes in the Framework in our routine review process.

Our Service Delivery vision was set by the Fire Authority in 2004 and remains a clear statement of our intent:

*"Over the 10 years to 2014, in North Yorkshire and the City of York, 125 more people will still be alive through the work of the new Fire and Rescue Service. This will be due to the Service having significantly reduced the likelihood and severity of fire and other emergencies. We will achieve this through the dedication of our staff working in partnership with other agencies in the community."*

This is simply summarised as -



## Section 4. Strategies to Deal with Risk

The approach we take to risk mitigation is to develop integrated risk reduction initiatives which address identified priorities in the most cost-effective way. We then embed our initiatives in Response, Prevention and Protection Strategies. These combine to form our Community Safety Strategy. Cutting across all these areas there is a compelling case for commercial and domestic sprinklers to be a requirement in many more built environments. Sprinklers contribute significantly to saving lives, firefighter safety and reducing fire losses. On that basis we will continue to campaign actively for sprinklers to be mandatory wherever possible.

### Response Strategy

Our Response Strategy is committed to ensuring the Service delivers risk appropriate standards of emergency response. If all our efforts to prevent fires and other emergencies from occurring fail, we will respond to incidents in accordance with the statutory duties detailed in the Fire and Rescue Services Act 2004. Our Response Strategy is built upon risk assessments and standard operating procedures for all foreseeable risks. Embedded within these procedures is our commitment to firefighter safety and environmental protection. Many of these activities also support our Prevention and Protection Strategies. Key elements of our procedures are:

- Providing an appropriate response to fires and other emergencies.
- Ensuring our firefighters are highly skilled and trained.
- Practising and maintaining high standards of operational assurance and firefighter safety.
- Ensuring our operational capabilities are resilient and continually assessed against foreseeable and relevant risks, as noted in Local, Regional and National risk registers.
- Undertaking operational and environmental protection risk assessments and ensuring risk records are up to date
- Making sure our appliances, operational and personal protective equipment is the best we can provide.
- Improving our span of operations by introducing new operational capabilities, such as water rescue, and innovative new equipment and appliances to support our operational needs.
- Ensuring we have effective cross-border integration arrangements and can respond effectively to regional and national larger scale resilience events.
- Continuing to replace outdated fire stations with new community fire stations as they become due for replacement or refurbishment.

### Response Targets

Prior to the 1st April 2004 response standards to fires and other emergencies were based on a prescriptive framework of nationally recommended standards of fire cover. On the 1st April 2004 these recommendations were withdrawn. New guidance to Fire and Rescue Authorities gave them the freedom to manage their own operational response needs in a more integrated way. This shifted the focus from categorising areas by the types of buildings there to safeguarding lives through a combination of measures. Recent research has indicated that although response times remain important, community safety measures provide greater long term benefit to the community and there needs to be a balanced approach to resource requirements in this regard.

In accordance with the new guidance, we have undertaken a review of our response targets taking into account a number of factors:

- National research into deaths and injuries.
- The advances in risk assessment methodology, including the Fire Services Emergency Cover model (FSEC) and Geographical Information Systems (GIS) mapping.
- The evidence from 4 years of historical incident data.
- Experiences of other Fire and Rescue Services and the approaches they have taken.

These factors allow us to look at response times and actively monitor our response capability to ensure our intervention service supports our overall community safety strategy. NYFRS response times have not been affected by this change in approach, as evidenced by the reduction in risk levels since we adopted this more balanced way of securing community safety.

### Prevention Strategy

The primary aim of this strategy is to prevent fatalities and injuries from fire and other emergencies by reducing the probability of incidents occurring in the first place. Whilst we embrace a thematic approach to community fire safety awareness and education, there are three core elements to our longer term Prevention Strategy approach:

- The Community Fire Safety Plan
- The 95 Alive Road Safety Plan
- The Children and Young People Plan

Partnership working underpins the delivery of each element and is facilitated at both a local and strategic level.

**Our Community Fire Safety Plan** centres on the need to inform and educate groups and communities considered to be most at risk. This is where our partnership working has the most impact. Through the Community Safety Partnerships established in North Yorkshire and the City of York, we work jointly with local partners in health, social services, housing, education, the voluntary sector, other emergency services and local communities to identify, educate and inform those vulnerable and hard to reach groups who are most at risk.

**The 95 Alive Road Safety Plan** acknowledges that the number of people killed or seriously injured on the roads in North Yorkshire is a significant social problem. We consider the best way to prevent fatalities and injuries due to road traffic collisions is through a multi-agency approach which brings together government departments and key service delivery agencies and interest groups at a local level. Through partnership working NYFRS is supporting various educational campaigns, specific safety initiatives such as speed warning signs and focussing on high risk groups such as young drivers and motorcyclists.

#### **Our Children and Young People Plan.**

NYFRS has a unique position within the community which allows it to engage with young people in a very positive manner. Our firefighters act as role models through the delivery of highly regarded initiatives such as;

- LIFE (Local Intervention Fire Education) Scheme
- Firesetters Scheme
- Young Firefighters
- Schools Fire Safety Education Programme

LIFE offers an intensive week of fire service based training to children who face a range of challenges. They are selected by partner agencies as being most likely to benefit from the disciplined approach to the week's activities and we aim to show them that they can contribute effectively to their community.

Firesetters is a one to one scheme that addresses children who have a history of setting fire to things in

a minor way. By working with them at an early stage we aim to prevent their habits leading to major fires.

We have 5 Young Firefighter groups for 13 - 17 year olds and we plan to develop other groups in the future. Our Young Firefighters are able to achieve a BTEC qualification and take part in a range of activities that support their development.

Our Community Safety Officers, supported by frontline firefighters, deliver a fire safety education programme to all key stages in the City of York and North Yorkshire schools on an ongoing basis.

#### **Protection Strategy**

Our Protection Strategy centres on a risk based inspection framework for premises regulated by the Regulatory Reform (Fire Safety) Order 2005. We have legislative powers to inspect, advise, direct and, where necessary, enforce actions required from those persons who are responsible for ensuring the safety of others in cases of fire. Our intentions are to make sure there are measures in place which provide for people to escape unharmed from buildings, reduce damage to property and the environment and minimise the risks to firefighters.

In accordance with Government guidance, we produce an annual risk-based inspection programme which ensures inspections are appropriately targeted. Included in the programme is the inspection of non-domestic properties and heritage buildings. The programme is also sufficiently flexible to ensure that when priorities change we can focus on the premises most at risk.

Collectively our Response, Prevention and Protection Strategies form an integrated approach to community risk management. For this approach to be successful, we ensure our progress and performance is subject to robust monitoring and review so that we can identify existing and future risks in the community, and develop strategies for dealing with such risks.

## Section 5. Risk Priorities

### Community Fire Safety

#### Fire in domestic premises

We will develop fire prevention initiatives that are designed to educate and help people reduce risk. This will remain at the heart of our work in local communities, and will be delivered in partnership with other agencies as part of the Local Area Agreement Strategies. We will focus on safeguarding vulnerable members of our communities including, for example, elderly people and those people with disabilities. We will also support those areas of our community that have high levels of rented accommodation, houses in multi occupation, and inherent social problems, which may increase fire and road risk levels.

#### Fires in non-domestic properties

With the statutory responsibility for enforcing the Regulatory Reform (Fire Safety) Order 2005 falling to the Combined Fire Authority we have undertaken a major exercise to analyse the community risk profiles associated with non domestic properties. This analysis has identified that it is important that the enforcement work undertaken by our fire protection officers is supplemented by integrated risk inspections carried out by operational crews. Risk inspections include the following aspects:

- Fire Service Emergency Cover planning tool (FSEC) data intelligence gathering - including building height, construction, occupancy.
- Business type, potential for property/ business loss, loss of heritage, loss to the community and the potential for environmental damage.
- Giving advice on fire protection and how to comply with the Fire Safety Order.
- Gathering operational risk information, regarding industrial processes or storage risks.
- Access and the availability of firefighting equipment.

Our analysis shows we need to continue to review the frequency of our inspection programme to not only keep our risk records up to date, but also assess the level of compliance with the Fire Safety Order and ensure there are appropriate control measures in place in those properties which are identified as high risk.

#### Firefighter safety

The role of a firefighter has developed significantly in recent years. On a daily basis firefighters deal with;

fires and other emergencies in complex buildings, hazardous material incidents, technical rescues and extrications from road traffic collisions.

Hence, one of the most important aspects of our risk analysis is firefighter safety. The Fire Authority has always considered firefighter safety as paramount. This is reflected in the funding the Authority continuously commits to ensuring its firefighters are equipped with the best operational and personal protective equipment available.

Ensuring firefighters are competent requires regular training in the use of firefighting and rescue equipment, the practising of standard operating procedures and firefighting and rescue techniques. Additionally, operational crews must keep up to date with risk information relevant to their area. We need to maintain our operational competences at the highest standard possible if we are to ensure firefighter safety. This is monitored, audited and reviewed through our operational assurance procedures which are designed to continuously seek improvement.

#### Safety from Arson Related Anti Social Behaviour

Working together with other agencies as part of the Local Strategic Partnerships and Crime and Disorder Reduction Partnerships we will continue to reduce the number of arson incidents on an annual basis. The Children and Young Person's Strategy is a key part of this work.

#### Road Traffic Collision Reduction

Reducing the number of people killed or seriously injured on the roads is one of our key priorities. Our approach follows the National Road Safety Strategy detailed in "Tomorrows roads: safer for everyone", produced for 2000—2010 by the Department for Transport. This

acknowledges the responsibilities placed on Local Authorities to reduce road injuries through local road safety partnerships, as expressed through Local Transport Plans and more targeted delivery plans. This is included within the "Safer Roads" objectives that promote travel choice and healthy communities and address road traffic issues, particularly the antisocial use of vehicles. We will monitor developments of the national approach beyond 2010 and seek to follow best practice to make our roads safer.

There have been significant reductions in road deaths and injuries since the National Road Safety Strategy was introduced but there is still much to be



done to bring incident numbers down further and to deal with the harmful effects of road traffic. Whilst there is no statutory duty placed on NYFRS, we recognise that this is a vital area of our work and the Service plays a key role in the York and North Yorkshire Road Safety Partnership.

The trend in recent years has been a steady reduction in the number of road casualties but there are still approximately 600 people killed or seriously injured on North Yorkshire's roads every year. Joint research by the York and North Yorkshire Road Safety Partnership has identified continuing problems in specific areas of the county and among certain types of road user. This is the evidence that our own emphasis on the safety of young drivers and motorcyclists is based. NYFRS also work with cross-boundary agencies such as the Greater North East Road Safety Partnership to jointly address these issues, as many collisions involve drivers from outside our own area.

### Natural Heritage

The National IRMP guidance for combating wildfires is designed to assist NYFRS in understanding the scope of wildfire



considerations in the planning process and to undertake risk analysis, develop response and prevention strategies. We use this information to put in place action plans and to monitor, review and evaluate such activity.

Forest, heathland, agricultural, and other vegetation fires have considerable direct and indirect impacts on society, the economy, health and well-being, and can directly affect the transport and recreation sectors. Projected climate change highlights the urgency with which fire prevention planning for wildfires should be addressed.

In aiming to successfully deliver its Wildfire Strategy NYFRS will need to work in partnership with other stakeholders. NYFRS will work with policy advisors, such as Natural England, the Forestry Commission, the Environment Agency, Rural Development Agency and National Parks as well as Local Authority Officers to:

- Ensure that habitats that are susceptible to fire have appropriate fire management plans that ensure prevention practices and operations are in place.
- Encourage landowners to engage with NYFRS to ensure partnership working.
- Provide relevant spatial data sets to increase the effectiveness of Risk Analysis Systems (RAS).

In the context of the natural environment, peatlands are the single largest carbon reserve in the UK. The

moorlands alone store between 16 and 20 million tonnes, with 80% of all carbon losses from UK soils originating from upland peat soils. Scientists estimate the environmental impact of wildfires results in erosion and drainage from UK peatlands which could emit up to 381,000 tonnes of carbon a year. In the moorlands, up to 100 tonnes of carbon per km<sup>2</sup> is lost annually in areas where fires create large areas of bare peat.

### Protection of Heritage Buildings and Structures

The National IRMP guidance for Heritage Protection is used to assist NYFRS in understanding the scope of heritage risk that needs to be considered in the planning process. Over 12,000 listed buildings and other heritage sites contribute significantly to the economy of North Yorkshire, attracting millions of visitors to the county each year. Many communities rely heavily on the tourism these buildings and sites create.

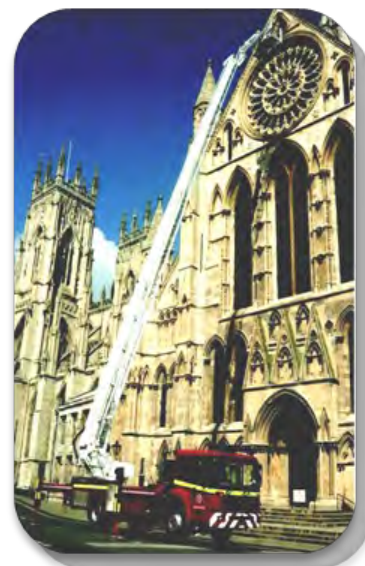
It is essential we identify these risks and quantify their size, location, value and nature, so that we can plan an integrated approach to sustaining the highest standards of risk management and fire protection in these buildings. As a contingency, we have worked with heritage sites to develop "Salvage Plans" that, in the event of a major fire occurring, will enable occupants and firefighters to identify and recover the most important contents of our historic buildings.

Our Fire Service Emergency Cover toolkit currently contains English Heritage data on all Grade I and Grade II listed buildings within the county. This enables us to plot the risks these buildings present but it does not give a full picture of the actual risk profile. In order to develop the risk profile we intend to conduct thematic inspections so we can keep our risk records up to date and ensure the risks of fire in these premises are minimised.

### Flooding

Historical incidents, environmental trends, the Community Risk Register and recent Central Government reviews such as the Pitt Report have led us to make flooding an IRMP priority even though this is not a statutory duty.

We are working closely with our Local Resilience Forum partners to ensure plans are in place to provide a robust response to incidents of river and



tidal flooding and flash flooding caused by rainfall. Internally, we are reviewing our operational



response to flooding to ensure we are in a position to provide the population of North Yorkshire and the City of York with a response based on the best available national practice. This is an

expensive commitment as our crews need to be trained to the correct standard and provided with the right equipment to meet community expectations. To effectively manage this risk we will continue to profile and plan for our attendance at locations most at risk from flooding, so crews attending these incidents have up to date electronic risk data available at the scene.

### Environmental Strategy

The primary way we protect the local environment is through our ability to quickly and effectively deal with emergency calls. This approach ensures we reduce the release of pollutants into the environment and is seen as a core function within the IRMP. Every fire releases large volumes of potentially harmful smoke into the atmosphere. The sooner they are extinguished the less the pollution.

In the emergency and non-emergency phases of an incident, not only can NYFRS' early intervention stop pollutants being released into the atmosphere but it can also significantly reduce the impact of spillages or firefighting water run off, which may contain environmentally damaging materials. Such actions provide public health benefits by reducing the chances of pollutants entering rivers, lakes and groundwater which may supply our drinking water needs. NYFRS activities to protect these drinking water supplies and consequently public health, fulfilling the duties under Section 7(1)(b) of the FRS Act 2004. Non-fire incidents, such as flooding, may also have an environmental impact and NYFRS is working with partners to reduce these risks in line with this approach.

In addition, we are committed to reducing our own impact on the environment and climate change. This means cutting the fuel and energy we use as much as possible and looking at energy efficient designs for new buildings and equipment.

### Business Continuity Management

The British Insurance Brokers Association (BIBA) reports that nearly 1 in 5 businesses suffer major disruption every year. Such disruption not only occurs in the commercial arena. Local Authorities such as ourselves and other public and voluntary sector organisations can also be victims of a major adverse event. As a consequence of this we actively plan to mitigate such occurrences and exercise such

plans so that we are prepared for foreseeable risks.

As a stand alone Service and through the Local Resilience Forum we recognise that there will be incidents and events that may impact on normal service provision. Our approach as a Service is to effectively manage any such events through the provision of a robust business continuity plan and support a multi-agency approach to safeguard the community when necessary.

### Common Threads

#### Equality and Diversity

Valuing and promoting equality and diversity are central to the effectiveness of NYFRS. The ability to protect the public through fire prevention, fire protection and emergency response depends on understanding the differing needs of the diverse communities we serve.

At the core of NYFRS' IRMP is the assessing and analysing of local risks and the action required to prevent and limit their impact on our communities. Included at the core of this planning process must be issues of equality and diversity. The strategic planning and mainstreaming of equality and diversity enables NYFRS to analyse and identify the risks facing our communities, develop appropriate policies and prioritise resources to deliver an efficient and effective response.

#### Value For Money

Not a Risk Priority as such, but Value for Money is a thread which runs through all our considerations. The Authority is a legally defined 'Best Value Authority', and must plan, review and manage performance in order to deliver continuous improvement in services, having regard to a combination of economy, efficiency and effectiveness. A resource allocation process is applied in the assessment of expenditure and investment proposals to ensure value for money in the achievement of the Authority's objectives.

A reasonable balance has to be struck between risk, service delivery plans and consequently the burden those plans place directly on Council Tax payers. In delivering our IRMP we will continue to provide Value For Money services and manage our resources (both financial and non-financial) in a cost effective way.

We will continually review the way we deliver both support services and service delivery to the community to meet the requirements of this integrated risk management plan in the most cost effective and efficient way in line with the risk analysis methodology set out in section 8.

## Section 6. Major influences on Services Provided

A key purpose of the IRMP process is to make Fire and Rescue Authorities more responsive to locally identified needs. However, there are many influences which impact on our responses to existing and future risks which must be considered as a part of the planning process.

These influences include -

### The Fire and Rescue Services Act 2004

This states that Fire and Rescue Authorities must make provision for extinguishing fires, protecting life and property from fire, promoting fire safety, fire investigation, rescuing people from road traffic collisions and responding to other emergencies such as chemical, biological, radioactive and nuclear incidents, major transport incidents, search and rescue incidents and rescues from flooding.

### The Fire and Rescue Service National Framework 2008 - 2011

This sets out the Government's priorities and objectives for the Fire and Rescue Service and identifies the support that will be provided by the Government to meet those expectations. Its replacement in 2011 will need to be carefully considered to ensure that NYFRS continues to comply with its requirements.

### Health and Safety Legislation

This places significant responsibilities on Fire and Rescue Authorities to ensure there are arrangements in place for suitable and sufficient arrangements in place to assure safe systems of work and analyse actual and potential risks to the workforce.

### The Regulatory Reform (Fire Safety) Order 2005

This legislation requires responsible persons in all premises, other than single private dwellings, to carry out fire risk assessments. Enforcing this legislation is the statutory responsibility of Fire and Rescue Authorities .

### Building Regulations

These play a vital role in assisting Fire and Rescue Authorities discharge their statutory duties. For Fire and Rescue Authorities there is a statutory duty of consultation which links with the responsibility to enforce the Fire Safety Order and promote and give fire safety advice in accordance with the Fire and Rescue Services Act 2004.

### The Civil Contingencies Act 2004

Fire and Rescue Authorities, through Local Resilience Forums (LRFs), must work in co-operation with other responders to assess the risk of an emergency and maintain plans to ensure, in the event of an emergency, statutory functions can

continue to be discharged.

### Local Government Legislation

This includes legal requirements to ensure effective arrangements for governance, the securing of Best Value and consultation with local communities about matters which impact on service delivery.

### National and Global Issues

As with other public services there is a range of national and global issues which impact on how services are delivered. Examples include;

- The impact of climate change, not only in the context of our response to increased flooding risks and water incidents but also the need to become more energy efficient and minimise the environmental impact of fires and other emergencies.
- Economic factors, which may lead to increased unemployment and other societal challenges.
- Social changes, such as the expectation that the number of older people who will live independently in their own homes for longer will increase.
- The continuing growth in online services which will result in increased warehouse distribution centres where construction methods pose challenges for the provision of fire protection and fire fighting. This may also contribute to a significant change to the character of our town centres.

### Regional Management Board

The Fire and Rescue National Framework requires the Fire and Rescue Authorities in each of the Government Regions to constitute a Regional Management Board (RMB). The role of the RMB is to develop greater collaboration and partnerships between the respective Authorities. There are four Fire and Rescue Authorities in the Yorkshire and Humber Region - North Yorkshire, West Yorkshire, South Yorkshire and Humberside. There is an increasing number of joint agreements contributing to more efficient and effective provision of services.

### Local Area Agreements

Both the City of York Council and North Yorkshire County Council have a suite of priority improvement indicators for each Local Area Agreement (LAA). These indicators are the main focus for partnership working within the City of York and the County of North Yorkshire for the next 3 years.

## Section 7. Our Approach to Risk Analysis

Integrated Risk Management Planning is primarily about establishing the nature of risks in the area. Once established, we analyse the consequences of those risks and consider what we as a Fire and Rescue Service can do to prevent or mitigate the effects of those risks and the potential consequences on people and the environment, both built and natural. We recognise that failure to analyse risks effectively can have a detrimental impact both externally within the communities we serve and internally within the Service. At the centre of our approach to risk analysis is our commitment to safeguard vulnerable members of our community and support and promote equality and diversity. We will ensure that consideration of these issues forms an integral part of our planning processes, both as an organisation and in terms of the services we deliver to our communities.

There are two fundamental categories of risk which impact on our approach to integrated risk analysis.

The first category comprises those risks that may impact on the safety of our communities. To assess this we develop and analyse community risk profiles using a number of methods.

The second category is corporate risks which have the potential to impact on the Service internally, inhibiting our ability to deliver our core activities. To ensure we continuously analyse these risks, we have developed an assurance framework and corporate risk register.

Through the corporate risk register we have defined the control measures which are needed to manage and mitigate such risks and have monitoring and review processes in place to maintain our ability to manage them.

A key aspect relevant to both risk categories is the overall operational resilience of the Service. A specific tool for assessing operational resilience has been developed and features in the analysis of both categories of risk. This ensures that the Service has the ability to deal with both multiple and large scale incidents whilst still maintaining the general operational cover requirements for other parts of North Yorkshire and the City of York.

*On October 3rd 2009, more than 30 pumps were committed to 4 separate moor fire incidents at the same time yet we continued to provide a response to other emergencies, using both our own resources and pre-arranged support from surrounding Fire Services.*

The approach we have adopted for overall risk management is considered to be robust and innovative and one that is built on good practice and highly regarded.

### Risk Modelling Methodology

The main risk analysis tool we use to quantify the risk to individuals in the home from fire fatalities and injuries is the Fire Services Emergency Cover Model (FSEC). FSEC is a nationally developed computer based planning tool. It utilises over 5 years of validated local historical incident data, which assists us in assessing the risk from fire and other emergencies within any given geographical or community boundary. Research recently published by the Government has redefined the Potential Fire Risk Factors (PFRF) used in FSEC from those previously established. The research points towards the need to support specific high risk socio-demographic groups.

### Super Output Areas

Our new risk analysis tool is aligned to super output areas (SOAs) which are Government determined statistical areas for comparing data over a sustained period of time. They are loosely based on wards. There are 32,482 SOAs in England and within North Yorkshire there are 488. They are based on population numbers (approx 1,500 people per SOA) and due to this they vary significantly in geographic size. Across North Yorkshire they range in size from 11 to 22,681 hectares.

### Indices of Multiple Deprivations

We chose to use SOAs for the new IRMP risk analysis tool because of the close statistical link with the nationally produced Indices of Multiple Deprivation (IMD). The IMD is a measure of 7 factors that have an impact on deprivation:

- Income
- Employment
- Health Deprivation and Disability
- Education, Skills and Training
- Barriers to Housing and Services
- Crime
- Living Environment

Each SOA is ranked according to its deprivation factor. This is of particular importance to the Fire and Rescue Service, as higher deprivation is associated with higher incidences of fire and greater potential for fires to be more serious.

### Other Factors

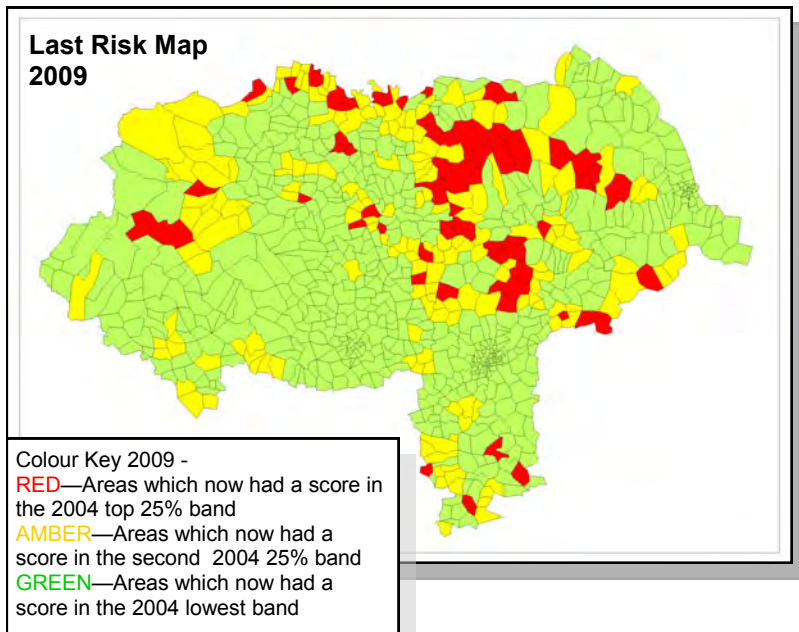
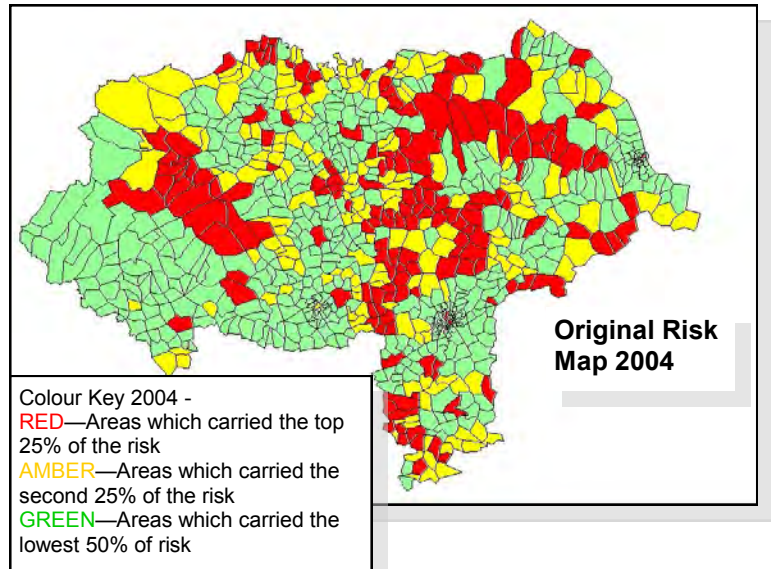
In addition to the IMD score, we include a number of other factors in the risk analysis tool. These have a proven link to increased incidence of fires and/or road traffic collisions. The factors are—

- Attendance times—average times to real incidents
- FSEC Non-domestic property risk
- 4 year incident history or
  - Fires
  - Road Traffic Collisions
  - Fire RTC deaths and injuries

### Our Previous Risk Assessment Model

Our original risk assessment tool was devised for our first IRMP in 2004. This used the data sets available at the time to produce a map of relative risk across the area. It was an effective model for the 5 years but more accurate data has become available and this cannot be incorporated in this model. This led to the new model being developed. For comparison, shown below are the original 2004 risk map of North Yorkshire and the City of

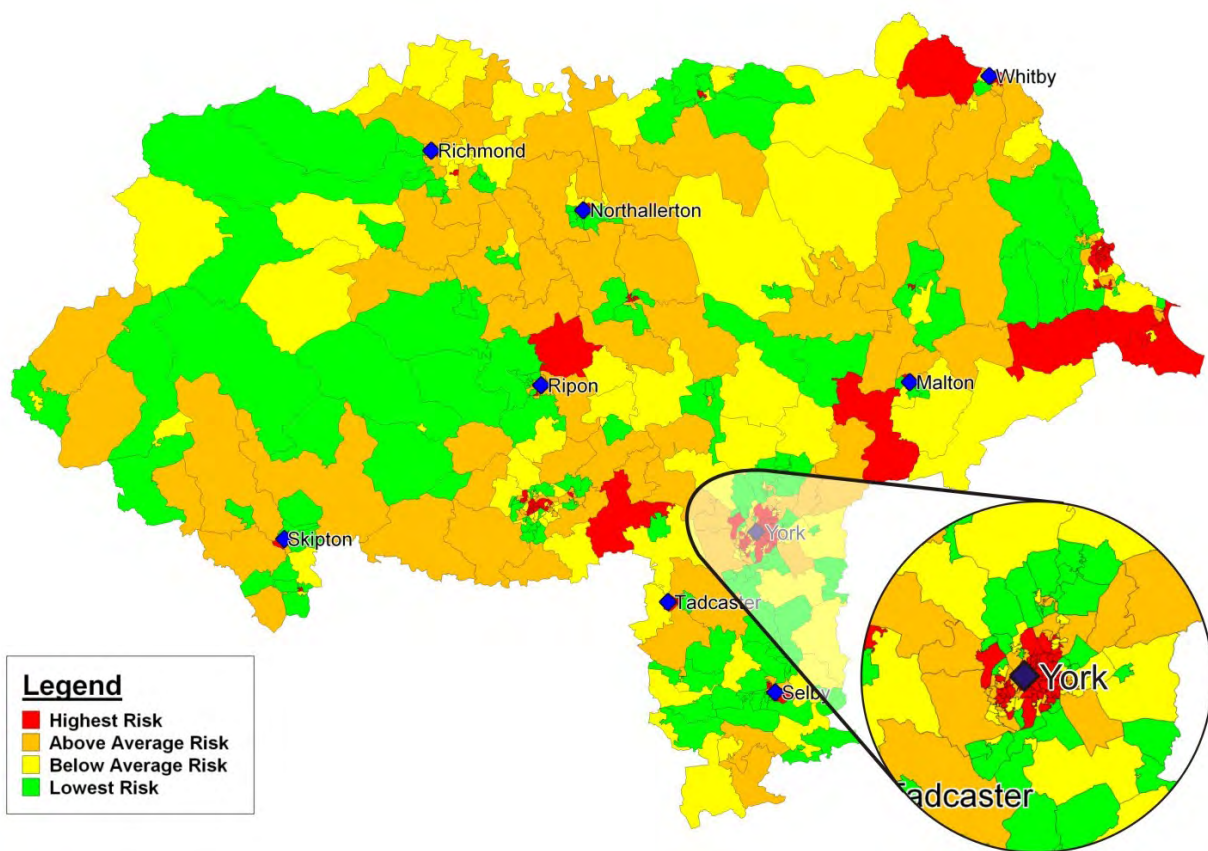
York together with the last map produced with the old model. The revised approach has addressed problems such as remote areas with low incident numbers showing as high risk simply because of the distance that they are from fire stations.



## New Risk Map

The current risk model produces a risk score for each SOA ranging from 0 to 100—the higher the score the higher the risk in that particular SOA.

Once this data is formulated it is used to create a map of the county with each SOA colour overlaid to show those areas with the higher risk, as shown in the map below.



Colour bandings show the relative risk in each SOA, with green for the lowest risk areas through to red for the highest risk areas. Note that the risk is relative to the risk in North Yorkshire—high risk in North Yorkshire is still a lower risk than that in a deprived urban area of a major city. The predominant reason for the red risk areas is due to higher levels of road traffic incident deaths and injuries.

This map provides our district managers with a simple overview of the highest risk areas within their districts. They can then target their resources where they will be most effective. Through intelligent and effective use of those resources, they are able to match specific community safety events to the risk within that SOA.

Our experience has shown that sustained community safety initiatives will drive down the number of fires and road traffic collisions which lead to deaths and injuries, thus reducing the risk level in the SOA.

In addition to our own risk model, the North Yorkshire Community Risk Register, compiled by the Local Resilience Forum, is used to assist us in analysing community risk priorities. Business continuity management is also important to our approach to risk analysis, from both a corporate and community risk perspective. The assessment of business conti-

nity risks is embedded in our planning processes, and ensures we can minimise the impact of any disruptive events on our service delivery.

Our approach to risk analysis identifies community risk profiles which require different strategies to either address the risks identified or minimise the effects of events if they occur. Community risk profiles do change, and strategies are updated to deal with these changes and form the basis for our IRMP. District based service delivery plans are published each year and outline the priorities for specific areas.

One aspect of risk management that we take into account is the mainly rural nature of the county. In rural areas, most of the operational cover is provided by retained stations and the workload in terms of incidents per year is relatively low. However, they provide the only practical local 24/7 emergency response in their community and are staffed by the local people. Our challenge is to ensure that each station is supported in delivering the best service to the local area in terms of prevention and protection, as well as providing an effective emergency response. We review the community benefit of these stations alongside our wholtime provision to ensure that the Service as a whole continues to provide Value for Money.

## Section 8. Monitoring and Reviewing Performance

This plan will be used to direct service delivery over the next three years and will be reviewed on an ongoing basis with annual action plans produced to outline and consult upon key changes when necessary. In support of that approach, and to monitor performance in-year, risk information and service delivery outcomes are continuously reviewed via a comprehensive and integrated risk management system. That system supports a reporting process that tracks organisational performance from the point of service delivery. It is used to inform Directorate and Senior Management Team monthly meetings and assessed by the Corporate Management Board who report on a quarterly basis to the Combined Fire Authority's Audit and Performance Review Committee. This approach ensures the Service is responsive to community needs and able to deal with emerging risks and new priorities in a meaningful way. This systemised approach ensures key aspects of our work are effectively managed, such as the implementation of our equality and diversity policies and provides evidence of how we met specific obligations such as undertaking equality impact assessments in line with the Fire and Rescue Service Equality and Diversity Strategy 2008.

There are robust arrangements in place for external assessment by the Audit Commission, with one of the main reviews conducted being the annual Organisational Assessment. This includes a Use of Resources Assessment which evaluates how well we manage and use our financial resources and a Performance Assessment looking at our level of service. These assessments support the Combined Area Assessment which looks at public service provision for an area and how services are being delivered by a number of Authorities and their partners, including the private and third sectors, and the Fire and Rescue Service. The outcomes of assessments are published to ensure stakeholders and community members can assess the performance of the services in their area. In addition, the North Yorkshire Fire & Rescue Service publishes a Corporate Report and maintains an up to date internet site where interested parties can access service specific performance data and information.

The mechanisms outlined above underpin our philosophy of continuous improvement and ensures our Response, Prevention and Protection Strategies are integrated, holistic, modern and flexible and contribute to our Vision. This makes North Yorkshire and the City of York safer places to live, work and visit.





## **WORKING SMOKE ALARMS SAVE LIVES!**

To request a **FREE** Home Fire Risk Check (*including FREE smoke alarms where appropriate*) call your local Community Safety Team or call our Fire Safety Advice Line on 01609 788545.

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