



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

## North Yorkshire Fire and Rescue Authority Integrated Risk Management Plan

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### Foreword



Joint introduction by the Chair of the Fire Authority, Councillor John Fort and the Chief Executive/Chief Fire Officer, Nigel Hutchinson.



### **We are pleased to present you with our Integrated Risk Management Plan**

North Yorkshire Fire and Rescue Authority and Service has been progressing the Government's challenging agenda of modernisation and reform and developing a more proactive approach to protection, prevention and increased community safety, whilst maintaining high standards in intervention work.

The Authority produced its first Integrated Risk Management Plan (IRMP1) for 2004 – 2005 which was aimed at reducing the risk to the community, and began implementing the national Integrated Personal Development System (IPDS), to underpin and secure a competent and diverse workforce who are able to work flexibly to meet the needs of communities and the organisation. We have a genuine desire to provide a more comprehensive and focussed community safety service to our communities. By developing partnerships to support the delivery of this new agenda we will significantly enhance the service we provide. In addition, North Yorkshire Fire & Rescue Service has been improving performance and managing change through our Change Management Programme.

This evolving document summarises our approach to delivering a comprehensive service to the community and visitors to North Yorkshire and the City of York. It incorporates the changes that have been made as a result of the consultation process that takes place each year as we propose further improvements to the service. It sets out the way that North Yorkshire Fire & Rescue Service intends to achieve its vision over the next 5 years.



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## Executive Summary

This Integrated Risk Management Plan sets out the means whereby North Yorkshire Fire and Rescue Service will fulfil its mission to save lives, prevent injuries, reduce the economic and social costs of fire and other emergencies, and safeguard the environment.

**Chapter 1 Introduction** This provides a broad overview of the Authority, its responsibilities and planning processes.

**Chapter 2 Risk Profile** The Plan begins by describing the Risk Profile of North Yorkshire and the City of York, commenting upon the geographical and demographic features, and seeking to understand what it is that makes this part of the country such a special place to live, work and visit.

**Chapter 3 Effectiveness of current arrangements** From an understanding of the spread of risk the Plan moves on to set out how the Fire and Rescue Service is organised to tackle the risk. The Effectiveness of Current Arrangements to Prevent, Protect and Intervene to resolve emergencies are highlighted, with special mention of features brought in by virtue of previous versions of the Plan. This part of the Plan also confirms the disposition of resources used to provide the Community Safety service.

**Chapter 4 Opportunities for Improvement** In the ongoing search to improve the service there arise Opportunities for Improvement, and these are presented in our Annual Action Plan. The Action Plan is published as a separate document each year and is the subject to extensive consultation with the community before they are put into action.

**Chapter 5 Resource Implications** This Chapter outlines to cost of the Service provided. Further details are contained in the Medium Term Financial Strategy.

**Chapter 6 Arrangements for Consultation** It is important that the plan is accepted by the Communities of North Yorkshire and the City of York, A wide selection of stakeholders are asked to provide their views and opinions before the final Action Plan for each year is formally approved by the Fire and Rescue Authority.



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**Chapter 7 Audit, Monitoring and Review** As with any good plan, the intention is not enough, and this chapter sets out how the Audit, Monitoring and Review will be carried out. This chapter includes a review of the results of our efforts to reduce the overall risk to the community.



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## 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 (2001 census) in an extensive area of some 830,939 hectares. The Fire & Rescue Services Act 2004 forms the legislative framework within which the Authority functions.

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. The cost of delivering the Service during 2005/6 was £34.66 per population head (Best Value Performance Plan 2006/7).

### The Authority's Vision is:

*"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".*

*Simply summarised as -*



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## 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 vehicles or equipment, to rail disasters, major chemical incidents and flooding.

To provide effective emergency cover, stations, crews and equipment are located strategically throughout the Service's area. (see table 4).

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** - Advice, Education and 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 as road traffic collisions, chemical spillages and flooding.



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## 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 Collisions.

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 and is extending the skills of firefighters to deal with rescues from rapidly flowing water.

The Service is also frequently called upon to deal with large scale moorland fires that again place great demands on the Service's resources and resilience, often requiring over a quarter of all our resources at one time to deal with major moor fires. While these incidents are occurring, an effective intervention service must be maintained for the rest of the community.

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 has previously operated under. Greater use of resources is to be made especially in the area of Community Safety, the prevention of fire and reduction of risk from other hazards.

The White Paper - "Our Fire and Rescue Service" - set out the Government's vision of the future role of the fire service and a strategy for achieving that vision. This vision is consolidated in the Fire and Rescue National Framework 2006-2008, which sets out Government expectations for a public sector fire and rescue service that:

- is proactive in preventing fires and other risks, rather than simply reacting to



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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.

## **Consultation**

The Fire Authority is required to undertake a consultation process about the provisions it makes to deal with the risk it has identified. This takes the form of an annual Action Plan containing a range of proposals. The proposals are intended to ensure continuous improvement of the service provided to the community, and once put into place amend this Integrated Risk Management Plan.

## **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



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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.



**Chapter 2**

Risk Profile

**Community Profile**

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.

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. There is a significant population spread throughout the Vale of York and the Vale of Pickering and in the Dales, centred in small market towns with numerous surrounding villages. There are also the extensive but sparsely populated areas of the Moors and Dales uplands.

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               | 764,866    |
| * * Area (hectares)              | 830,939    |
| * * Domestic Properties          | 328,043    |
| * * Non Domestic Properties      | 30,459     |
| * * * Visitors/Tourists per year | 22,452,000 |

Source

\* CIPFA statistics, November 2004 Census update

\* \* CIPFA Statistical Information Service 2005

\* \* \* District Council Figures

**Table 2:** Key aspects of the 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                          | 40.5        | n/a                                  |
| York         | 6.7                | 5.1                 | 97.8                          | 39.3        | 219                                  |
| Scarborough  | 1.3                | -2.3                | 99                            | 42.7        | 91                                   |



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|                         | People per hectare | % change since 1991 | % ethnic group White: British | Average age | Deprivation index* score by District |
|-------------------------|--------------------|---------------------|-------------------------------|-------------|--------------------------------------|
| Harrogate               | 1.2                | 7.9                 | 98.4                          | 40.2        | 277                                  |
| Hambleton               | 0.6                | 6.3                 | 99.2                          | 40.9        | 285                                  |
| Ryedale                 | 0.3                | 10.1                | 99.4                          | 42.5        | 242                                  |
| Selby                   | 1.3                | 6.5                 | 99.3                          | 38.9        | 239                                  |
| Craven                  | 0.5                | 6.6                 | 98.5                          | 42.2        | 262                                  |
| Richmondshire           | 0.4                | 3.7                 | 98.2                          | 38.3        | 251                                  |
| <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. (Source: *Indices of Deprivation for Districts in England 2004*, Office of National Statistics)

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 show localised higher levels of deprivation, even in the rural Districts.

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

Table 3 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 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 3* : Estimated Visitors/Tourists per year to York and North Yorkshire  
(Source: District and Unitary Authority data)

|           |           |
|-----------|-----------|
| Craven    | 2,500,000 |
| Hambleton | 1,400,000 |
| Harrogate | 2,938,000 |



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|               |                   |
|---------------|-------------------|
| 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> |

## Other Considerations:

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

Since September 11th 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 eight pumping appliances, a Heavy Rescue Unit, an aerial appliance and three support officers to incidents declared beyond the capacity of the local Fire Service. The Service has taken 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.

Within the Service, to date, 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.

### **Civil Contingencies Act 2004**

**This Act introduced new duties by making Fire Authorities "Category One" responders to civil emergencies. Emergencies are defined in the Act as -**

- an event or situation which threatens serious damage to human welfare;
- an event or situation which threatens serious damage to the environment; or
- war, or terrorism, which threatens serious damage to security.

Category 1 responders are those organisations at the core of emergency response (e.g. emergency services, local authorities) and they are subject to the full set of civil protection duties. They are required to:

- Assess the risk of emergencies occurring and use this to inform contingency planning;
- Put in place emergency plans;
- Put in place Business Continuity Management arrangements;
- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency;
- Share information with other local responders to enhance co-ordination and
- Co-operate with other local responders to enhance co-ordination and efficiency;

**As Category One responders we are part of the North Yorkshire Local Resilience Forum and the Regional Resilience Forum, both of which formulate multi-agency policies to deal with any foreseeable emergency.**



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## **Other Risks to be taken into account**

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.

## **Geographical and Environmental**

The Fire Authority's area almost spans the width of the country from the western Pennines to the East Coast. A large proportion of the area comprises agricultural land and recreational parkland. The communities within the area are well dispersed, with only the high moorlands being free from settlements. The area also contains large expanses of moorland and forestry, providing valuable environmental diversity and support for the local economy through tourism and leisure activities. Logistically fires in such areas create a number of difficulties because of the likely protracted nature, poor access and water supplies.

There are some forty-two miles of coast line bordering the eastern side of North Yorkshire. Access for supporting resources to any incident is obviously only possible from the land side of the coastline. This reduces the effectiveness of coastal resources. The area has some extremely busy shipping lanes, with cargoes being carried to and from the major ports of the North East and Humberside.

The consequences of weather extremes play a major part in the risk assessment of North Yorkshire and York. Access to some areas can be impossible during adverse weather. In recent years major floods have occurred when the Rivers Swale, Ure, Ouse and Wharfe have all burst their banks. Such incidents can last several days.

## **Roads**

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 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. 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.

## **Railways**

National rail links cross the area and vary in scale from the extremely busy lines through the



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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.

## **Air Transport**

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. 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. There are a number of military airfields within the area.

## **Military Establishments**

North Yorkshire and York have many military establishments. These highly populated areas are not reflected in census information and comprise largely transient groups of young families. Catterick Garrison is the largest of its kind in Europe.

## **Risk Management of Premises**

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. North Yorkshire and York also have around 12,000 listed buildings, some of which are of national importance in terms of the Country's heritage and require more specialist advice. These figures are high in comparison with national figures.

## **Chemical Hazards**

There are a number of sites where hazardous chemicals are stored or processed and many of these present substantial risks. The agricultural industry has a number of risks associated with the storage and distribution of agrochemicals. Three sites within the area are covered by the 'Control of Major Accident Hazards' Regulations (COMAH).

The Trans-Pennine ethylene pipeline conveys ethylene through the Authority's area with a booster station near Masham. There are 2 other pipelines carrying various gases underground across the area. One pipeline site operates under the requirements of the COMAH Regulations.

## **Radiation and Biological Hazards**

North Yorkshire and York contain a large number of premises that house radioactive materials. However, in the majority of cases the radioactive sources are low risk. A number of research establishments in the area have biological hazards 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.

## Potential Risk

### Introduction

The Structured Plan provided by North Yorkshire County Council (NYCC) and incorporating the City of York and National Parks, provided a clear picture of the location of planned development which was used to inform our initial IRMPs. However, the under Planning and Compulsory Purchase Act 2004 the County Council is no longer required to prepare a County Structure Plan. The current plan is valid for the period 1995-2006 and the Regional Planning Body (the Yorkshire and Humber Assembly) is preparing the new Yorkshire and Humberside Regional Spatial Strategy, due for adoption early next year. Until the policies and provisions of the existing County Structure Plan are replaced by the Regional Spatial Strategy, the County Structure Plan will continue to form part of the statutory development plan.

The new local development planning documents are due to be issued towards the end of 2006, when we will review the implications for the Fire Service provision across all the Districts.

The current Structural Plan considers population and housing growth and economic growth. There is a very clear indication as to the way that the authors see the Service area. The urban areas of York, Harrogate and Scarborough have been the main focus of new development in the Plan area.

Elsewhere, there are plans in place at Local District Authority level that may result in development at:

|                                    |                |
|------------------------------------|----------------|
| <b>Filey</b>                       | <b>Ripon</b>   |
| <b>Knaresborough</b>               | <b>Selby</b>   |
| <b>Malton/Norton</b>               | <b>Skipton</b> |
| <b>Northallerton</b>               | <b>Thirsk</b>  |
| <b>Richmond/Catterick Garrison</b> | <b>Whitby</b>  |

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 area's heritage both built and natural.

### Housing

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.



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Provision will be made for up to 45,000 (an annual average of 4,500) additional dwellings in the plan area in the period 1998 to 2006. This will be distributed as follows:-

|                      |  |
|----------------------|--|
| <b>Craven</b>        | <b>2,600</b>   |
| <b>Hambleton</b>     | <b>4,500</b>   |
| <b>Harrogate</b>     | <b>7,000</b>   |
| <b>Richmondshire</b> | <b>2,500</b> (not including the proposed 2,500 at Catterick) |
| <b>Ryedale</b>       | <b>2,700</b>   |
| <b>Scarborough</b>   | <b>5,800</b>   |
| <b>Selby</b>         | <b>9,300</b>   |
| <b>City of York</b>  | <b>10,200</b>  |

The scheduled increase in the size of Catterick Garrison (Catterick Garrison Long Term Development Plan) to become the largest military base in Europe will have a significant effect in Richmondshire. The document currently in consultation has a target town size of 25,000 in the next 20 years. This will involve building a further 2,500 houses. We are monitoring the development of these proposals to ensure that our resources are sufficient to meet the anticipated need.

As regards the local developments, there is limited detail 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.

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

## **Economic Development**

Over the period 1998 – 2006 provision has been made for about 575 hectares of land for industrial/business development distributed as follows:-

|                     |              |
|---------------------|--------------|
| <b>City of York</b> | <b>145ha</b> |
| <b>Craven</b>       | <b>25ha</b>  |
| <b>Hambleton</b>    | <b>70ha</b>  |



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|                      |              |
|----------------------|--------------|
| <b>Harrogate</b>     | <b>65ha</b>  |
| <b>Richmondshire</b> | <b>35ha</b>  |
| <b>Ryedale</b>       | <b>20ha</b>  |
| <b>Scarborough</b>   | <b>90ha</b>  |
| <b>Selby</b>         | <b>125ha</b> |

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.

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.**

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

## **Transport**

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

### **Highways Agency Schemes**

**A1(M) Dishforth - Leeming – due to start in 2007/8**

**A1(M) Leeming – Barton – due to start in 2007/8**

**A64 Rillington Bypass**

**A66 Greta Bridge – Stephen Bank**



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**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**

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.**

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 collisions 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.

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**



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## A19 Easingwold

## A64 Malton

All of the above locations have become areas with high numbers of road traffic accidents with high casualty rates, particularly in the early periods of use.

## Population Profile

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.

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.

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.



## Chapter 3

# Effectiveness of Current Arrangements

## Introduction

The Authority provides a Fire and Rescue service from a number of locations across North Yorkshire and the City of York.

Following from the implementation of IPDS there is a structure in place from Firefighter through to Brigade Manager, providing opportunities for the development of staff, and placing responsibilities at the optimum levels to provide an effective organisation focussed on the need to drive down risk in the community, that is also giving excellent value for money to the communities we serve.

All staff, within the Community Safety Directorate of the Service, whether assigned to fire stations to crew emergency vehicles, or working out in the community, contribute to the delivery of the three strands of the service which are Prevention, Protection and Intervention (emergency response). This amounts to around 800 staff.

Key to delivery of an effective Community Safety Service is the organisation, distribution and co-ordination of staff, in order to ensure a clear understanding of the risks present in, and the needs of, local communities.

Accordingly, the organisation has been aligned to the District/Unitary Authority boundaries, with Group Managers leading a team engaged in partnership with other agencies to meet the Vision and Corporate Aims. This team has been reinforced by the addition of Station Managers who combine management of station staff with specialist fire safety duties.

The Community Safety Service is the Fire & Rescue Service's way of reducing the risk in the community. Performance management systems are used to inform all staff of the current residual risk profile, enabling staff to target resources and time effectively to reduce the risk. The whole organisation is becoming outward-facing in the way it views day by day operations. Notwithstanding that there are risk-critical training activities to take into account, the local daily programme will centre around prevention and protection measures that can be undertaken, solely and in partnership with others, to ensure that the organisation meets its vision and corporate aims.

Staff will work on-site, in premises that will be designed and altered to accommodate community events and activities, and off-site wherever and whenever the opportunity is presented. The extension to Selby fire station highlights how the Fire & Rescue Service seeks to open doors to the community, and how the community can, in turn, support the Service to improve and enhance those facilities.



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The Service currently maintains 39 Fire Stations (2 of which have separate office buildings housing Administrative and Fire Safety Protection staff), a Service Headquarters, a Fire Control Centre, and a Training Centre.

There is a variety of duty systems in use:

- Area, Group and Station Managers operating on a flexible duty system (FDS) that provides for guaranteed levels of Command Support for intervention services;
- Workforce Development & Training staff operating a day duty system with flexible arrangements for evening and weekend working;
- Support staff operating a day duty system with flexi-time arrangements;
- Fire Control staff operating a shift system to provide 365/24/7 immediate response;
- Station-based staff (operating a number of duty systems) as indicated in table 4.
- Staff deployed in the Districts are shown in table 5.





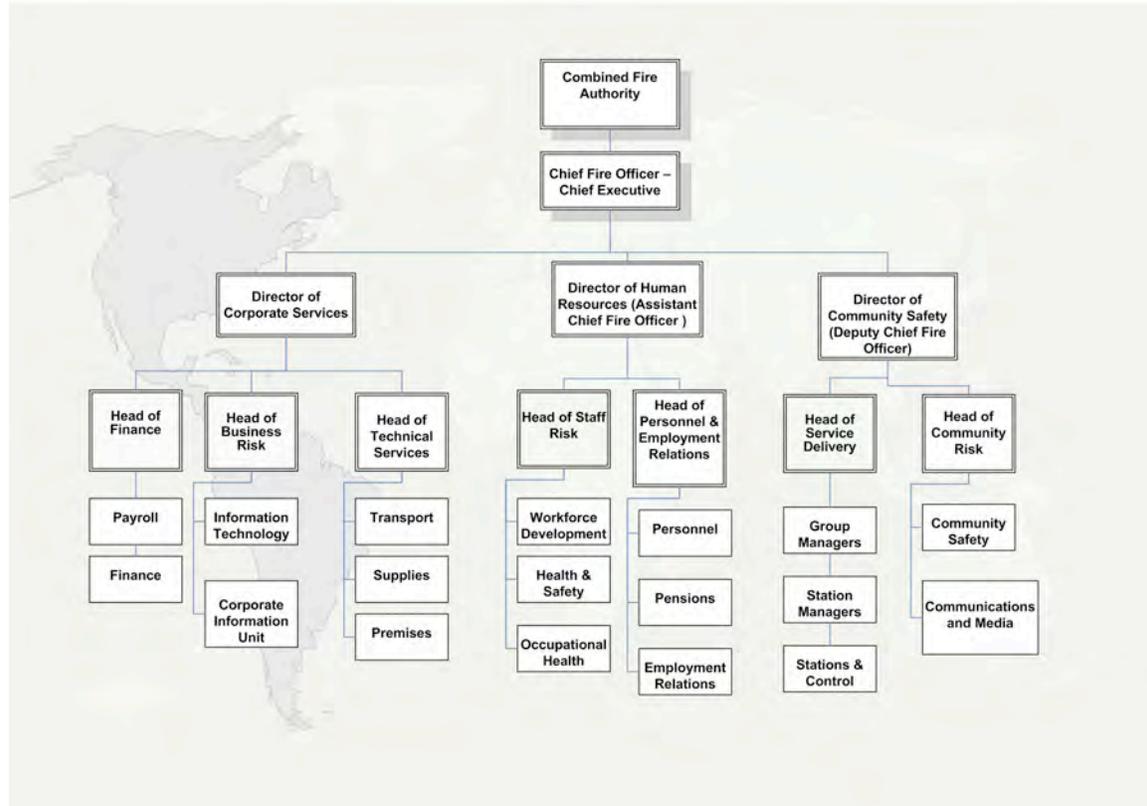
# **NORTH YORKSHIRE FIRE & RESCUE AUTHORITY**

NYFRS covers North Yorkshire and the City of York. The administration of the Service is divided into five groups – City of York and Selby; Craven and Richmondshire; Hambleton and Ryedale; Harrogate; Scarborough. These groups are aligned to the District Council and City of York boundaries. The Service also has its own Training Centre based at Easingwold, where a number of courses are offered to all uniformed and non uniformed members of staff. We now also provide training for staff from other Fire and Rescue Services within the region.



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

The organisation chart below shows how the Authority and Service are run through three Directorates with seven Function Heads.



The Head of Service Delivery is responsible for the activities of all station personnel plus the Control Centre. There are 39 Fire Stations in North Yorkshire -

- 4 Whole shift stations (crewed 24 hours a day)
- 7 Day Crewed stations (crewed from 0800 - 1800 each day by firefighters who are also on call outside these hours)
- 26 Retained stations (crewed by part-time firefighters)
- 2 Volunteers stations (crewed by volunteers)

**Table 4 Disposition of Community Safety staff assigned to appliances:**

| Location       | Pumping Appliances | Specialist Appliances | Crewed by |
|----------------|--------------------|-----------------------|-----------|
| Shift Stations |                    |                       |           |



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

| Location   | Pumping Appliances  | Specialist Appliances   | Crewed by   |
|--|---|---|---|
| York   | 2 x immediate response  | 1 x Aerial Platform<br>1 x Water Rescue Unit                            | 4 shifts of 13 Regular staff                                |
| Harrogate  | 2 x immediate response  | 1 x Aerial Platform<br>1 x Salvage Unit<br>1 x High Volume Pumping Unit | 4 shifts of 13 Regular staff                                |
| Scarborough                                      | 2 x immediate response  | 1 x Aerial Platform   | 4 shifts of 13 Regular staff                                |
| Acomb  | 1 x immediate response<br>1 x 5 minute delay                                    | 1 x Incident Response Unit  | 4 shifts of 7 Regular staff<br>1 shift of 12 Retained staff |
| <b>Day Crewed Stations with Retained Support</b> |   |   |   |
| Malton   | 1 x immediate response (day) with 5 minute delay ( night)<br>1 x 5 minute delay | 1 x Incident Support Unit   | 2 shifts of 7 Regular staff<br>1 shift of 12 Retained staff |
| Northallerton                                    | 1 x immediate response (day) with 5 minute delay ( night)<br>1 x 5 minute delay | 1 x Incident Command Unit<br>1 x Moors Firefighting Unit                | 2 shifts of 7 Regular staff<br>1 shift of 12 Retained staff |
| Ripon  | 1 x immediate response (day) with 5 minute delay ( night)<br>1 x 5 minute delay | 1 x Fireground Feeding Unit<br>1 x Heavy Rescue Unit                    | 2 shifts of 7 Regular staff<br>1 shift of 12 Retained staff |
| Selby  | 1 x immediate response (day) with 5 minute delay ( night)<br>1 x 5 minute delay |   | 2 shifts of 7 Regular staff<br>1 shift of 12 Retained staff |
| Tadcaster  | 1 x immediate response (day) with 5 minute delay ( night)<br>1 x 5 minute delay | 1 x Heavy Rescue Unit<br>1 x Foam / Water Bowser                        | 2 shifts of 7 Regular staff<br>1 shift of 12 Retained staff |
| <b>Day Crewed Stations</b>                       |   |   |   |
| Richmond   | 1 x immediate response (day) with 5 minute delay ( night)                       | 1 x Incident Support Unit<br>1 x High Volume Pumping Unit               | 2 shifts of 7 Regular staff                                 |
| Whitby   | 1 x immediate response (day) with 5 minute delay ( night)                       |   | 2 shifts of 7 Regular staff                                 |
| <b>Retained Stations</b>                         |   |   |   |



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

| Location        | Pumping Appliances | Specialist Appliances       | Crewed by                    |
|-----------------|--------------------|-----------------------------|------------------------------|
| Bedale          | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Bentham         | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Boroughbridge   | 1 x 5 minute delay | 1 x Foam / Water Bowser     | 1 shift of 12 Retained staff |
| Colburn         | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Danby           | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Easingwold      | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Filey           | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Grassington     | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Hawes           | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Helmsley        | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Huntington      | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Kirkbymoorside  | 1 x 5 minute delay | 1 x Moors Firefighting Unit | 1 shift of 12 Retained staff |
| Knaresborough   | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Leyburn         | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Lythe           | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Masham          | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Pickering       | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Reeth           | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Robin Hoods Bay | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Settle          | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Sherburn        | 1 x 5 minute delay |                             | 1 shift of 12 Retained staff |
| Skipton         | 2 x 5 minute delay |                             | 1 shift of 20 Retained staff |



| Location                  | Pumping Appliances | Specialist Appliances | Crewed by                     |
|---------------------------|--------------------|-----------------------|-------------------------------|
| Snainton                  | 1 x 5 minute delay |                       | 1 shift of 12 Retained staff  |
| Stokesley                 | 1 x 5 minute delay |                       | 1 shift of 12 Retained staff  |
| Summerbridge              | 1 x 5 minute delay |                       | 1 shift of 12 Retained staff  |
| Thirsk                    | 1 x 5 minute delay |                       | 1 shift of 12 Retained staff  |
| <b>Volunteer Stations</b> |                    |                       |                               |
| Goathland                 | 1 x Volunteer      |                       | 1 shift of 12 Volunteer staff |
| Lofthouse                 | 1 x Volunteer      |                       | 1 shift of 12 Volunteer staff |

**Shift Stations**

Of the Service’s 47 Fire Appliances 7 are available at 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.

**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. Day-crewed staff are required to live near to the station, so as to provide night-time intervention response.

**Retained stations**

The remaining 33 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. Retained staff are required to live near to the station. 5 of these are based at day crewed stations.

**Volunteer staff**

There are two additional vehicles provided to cover remote areas. These are provided 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 only receive payment when they attend incidents, or attend central training courses.

**Regular staff**

These are uniformed staff previously known as Wholetime.

**Table 5 Disposition of Community Safety staff not assigned to appliances:**

| Location | District-based allocation | Service-based allocation |
|----------|---------------------------|--------------------------|
|----------|---------------------------|--------------------------|



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

| Location               |                        | District-based allocation   | Service-based allocation   |
|------------------------|------------------------|---|--|
|                        | Scarborough District   | 1 Group Manager<br>2 Station Manager<br>2 Assistant Inspectors                                    |  |
|                        | Ryedale District       | 1 Group Manager<br>1 Station Manager<br><br>1 Watch Manager                                       |  |
|                        | Hambleton District     | 1 Group Manager<br>1 Station Manager<br><br>1 Watch Manager                                       |  |
|                        | Harrogate District     | 1 Group Manager<br>2 Station Mgrs<br>2 Assistant Inspectors                                       |  |
|                        | Richmondshire District | 1 Group Manager<br>1 Station Manager<br><br>1 Watch Manager                                       |  |
|                        | Craven District        | 1 Group Manager<br>1 Station Manager<br>1 CS Officer<br>1 Watch Manager                           |  |
|                        | City of York           | 1 Group Manager<br>1 Station Manager<br>1 CS Officer<br>2 Assistant Inspectors<br>1 Watch Manager |  |
|                        | Selby District         | 1 Group Manager<br>1 Station Manager<br>1 Watch Manager   |  |
| Community Risk Section |                        |   | 1 Group Mgr<br>1 Fire Safety Support Officer<br>1 Community Risk Officer<br>1 Arson Reduction Officer<br>1 Education Officer<br>1 Operations Support Officer<br><br>1 Equipment. Officer<br>1 Communications and Media Manager<br>1 Communications and Media Assistant |



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

| Location | District-based allocation | Service-based allocation   |
|----------|---------------------------|--|
| Control  |                           | 1 Group Manager (Control)<br>1 Station Manager (Control)<br>4 Watch Managers (Control)<br>4 Crew Managers (Control)<br>12 Firefighters (Control) |

## How effective is the Prevention Service?

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 "Community Safety Vision", the Service has recognised the importance of this work and developed its programmes accordingly.

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 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.

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 and Skipton Fire Stations. Two more schemes are starting in Selby and Northallerton.

We are committed to the LIFE (Local Intervention Fire Education) scheme. This offers young people (12 to 19) the chance to work alongside firefighters for a week of programmed activities. The initiative is designed to address fire safety and anti-social behaviour issues in relation to young people and the areas they live in. Although resource intensive, the youngsters referred to us are identified as being in need of special care before they become serious and repeat offenders. Partners contribute to the cost of the week-long courses and results have been consistently good.

There has been considerable success in promoting Arson Reduction activities through the Arson Reduction Taskforce partnership which has been instrumental in promoting car clearance schemes and community arson awareness. Key to these activities has been the involvement of



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

young people in educational and diversionary activities, as well as dealing with incipient Arson behavioural problems via the Firesetter scheme.

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.

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.

An analysis of the residual risks across the Service's area is used to target resources to drive down the risk. It is becoming apparent that there are parts of the Service that benefit from the proximity of wholetime staff, and prevention activities over recent years are starting to show an effect. IRMP1 sought to provide additional resources to parts remote from wholetime stations, and the effect of this work on reduction of risk scores is now becoming visible. Greater flexibility of the duty systems, together with effective pre-planning of resources will be required to further drive down the risks in the areas away from the wholetime stations.

## How effective is the Protection Service?

There are currently 22 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 Community Risk Section.

The framework which Fire Safety Legislation operates within is based upon two main strands:

**Design:** including Building Regulations, which ensures that 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.

The introduction of the Regulatory Reform (Fire Safety) Order and risk based audit program has ensured that the Service commits its resources in relation to Protection towards those premises with the greatest risk as opposed to the previous enforcement regime which was driven by the inspection of those premises that fell within that legislation. This has meant a shift from inspections of offices where the real risk is low to more sleeping accommodation, where the risk is much greater.

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



# **NORTH YORKSHIRE FIRE & RESCUE AUTHORITY**

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.

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.

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

Measuring the effectiveness of the Intervention Service is a difficult problem. Standards for attendance times and crewing levels on appliances 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.

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 a fire appliance to travel to a given mobilising area following receipt of call. Personnel then validated the calculated times against real travel times.

The data produced was 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.

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. Ongoing work on the process of matching activities to risk reduction will lead to online performance information available to managers and supervisors.

Swift water rescue capability, response to building collapse, and rescue from height/depth have been identified as areas where there is a limited response available. We are developing our service in these areas in conjunction with national "New Dimension" implementation programmes.

An analysis of the provision of fire cover is leading to considerations about the balance between numbers of staff and crews providing immediate response capability, and the risk profile of the district in which the station sits. The impact of preventative work and the monitoring of demographic changes will inform the risk analysis process and as we move forward with our risk



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reduction strategy, communities that are currently covered by immediate response pumps may be better served by varying the intervention resources to meet the prevailing local risk.

However, in looking at the fire cover needs of locations across the Service area it is important to recognise that there is a further dimension that must not be overlooked which is “resilience” – our ability to deal with large or protracted incidents. Analyses of the likelihood of major incidents, and the impact of a number of simultaneously occurring medium-sized incidents, reinforces the need to ensure that there are sufficient numbers of immediately available crews, as well as crews available with 5 minutes delay. The requirement for North Yorkshire to contribute to a regional response at New Dimension (CCBRN) incidents must also be taken into account.

An essential element of intervention is the requirement to have Command Support arrangements in place. Such arrangements involve the cadre of Flexible Duty Officers (Area, Group and Station Managers), with additional help from Watch Managers. Analysis of the effectiveness of the system is ongoing.

The review of duty systems carried out under IRMP1 has identified problems associated with the day crewing system stemming from the increase in house prices nationally. This duty system requires personnel to provide housing within 4 minutes of the station. The day crewed stations are in market towns that have seen dramatic rises in house prices and the restriction on where personnel can live exacerbates this problem to the point that there are often no houses available in the price band that firefighters can afford. This has understandably led to problems attracting and retaining staff to these stations, which is causing significant availability and training problems.

## **Planning Resilience for large or protracted incidents**

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 North Yorkshire Local Resilience Forum Major Incident Plan. The North Yorkshire Local Resilience Forum is a collection of partner agencies who work together to ensure that a co-coordinated response is provided for any catastrophic event that may occur within North Yorkshire and the City of York. The area is crossed by major elements of the national rail network and is overflown 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. The 2000 major flooding also placed great demands in the Service. 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.

The Service also deals 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.

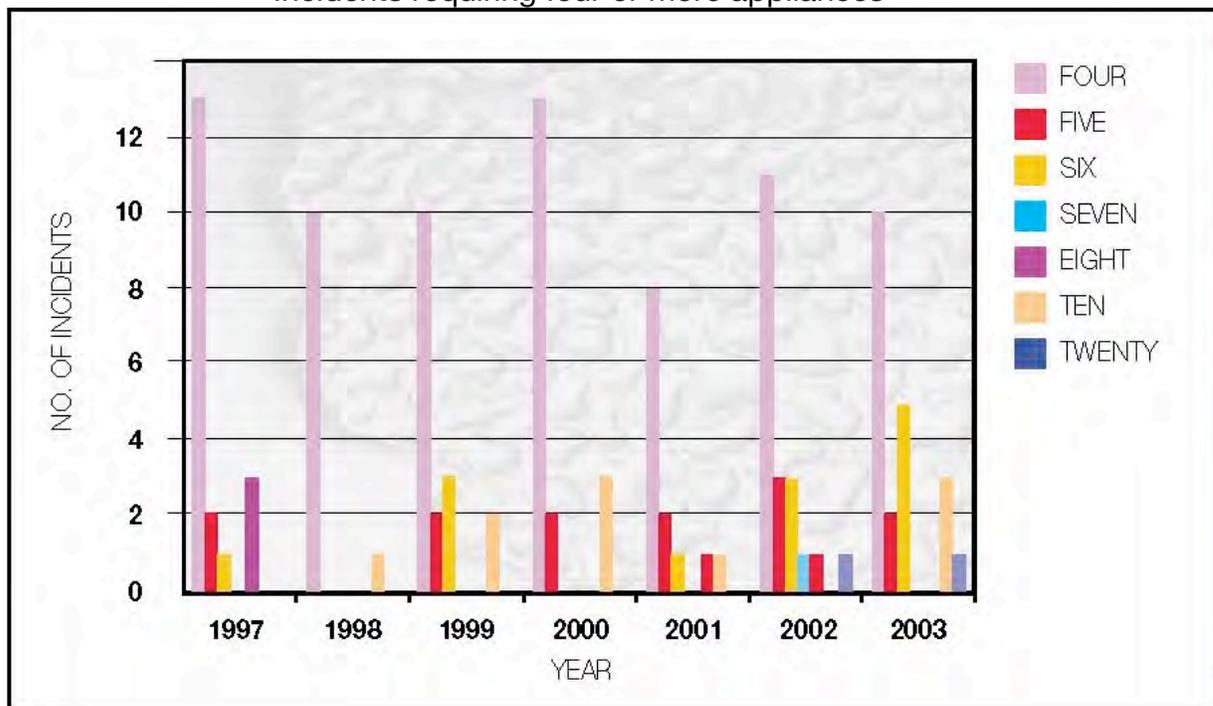


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The Service needs to plan to not only be able to provide a response but also to be able to sustain that response at an appropriate level. The Service can maintain a level of commitment up to about thirty appliances for a period of eight hours. After 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.

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. To deal with these circumstances, the Authority has entered in support agreements with neighbouring Fire and Rescue Services.

Incidents requiring four or more appliances



The Service has developed a model that predicts the maximum number of resources that can be maintained at a major incident, while still maintaining a "skeleton" cover across the whole Service area of 12 appliances. The model assumes that a number of additional crews can be



# **NORTH YORKSHIRE FIRE & RESCUE AUTHORITY**

formed by off duty personnel to supplement the on duty crews. This model supports the case that wholetime shift crews provide extended resilience and that the change from shift to day crewing has an effect disproportionate to its apparent contribution to the total number of pumps.

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.

## **Historical performance data**

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 (1999-2003)  
Past Fatality and Casualty data (1999-2003)  
Building Risk Survey (current)

This base data is reviewed each year. For this year we are using the 5 year period 2002-2006 to compare with the original data.

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

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



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| 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   |

**Table 6**

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.

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.



## Building Risk Survey

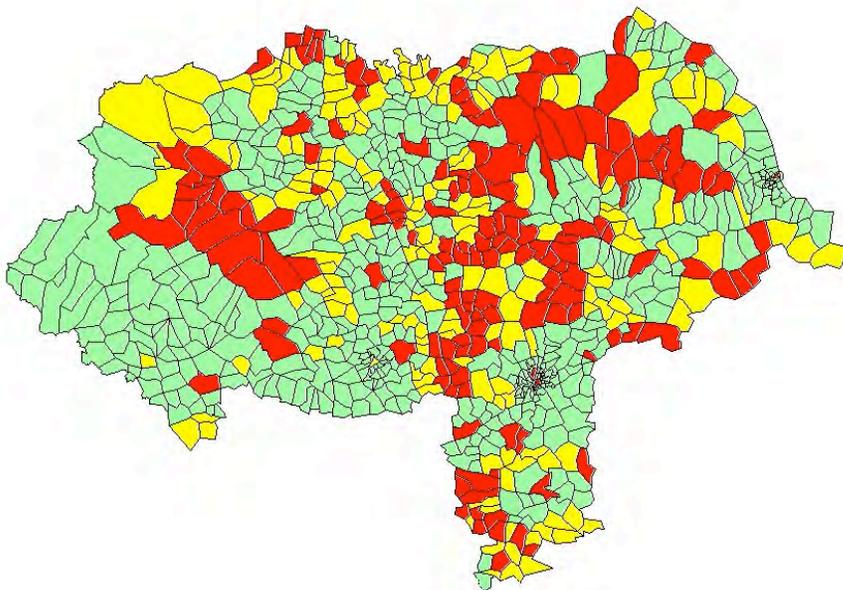
A building risk survey has been carried out using a format similar to that used in the ENTEC Pathfinder trials – the Service was one of the 13 involved in the 3 year trial. Surveys were carried out by fire station personnel in June 2003. Risk scores have been allocated to the premises according to the 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.

## Results

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 at the end of 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.

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.

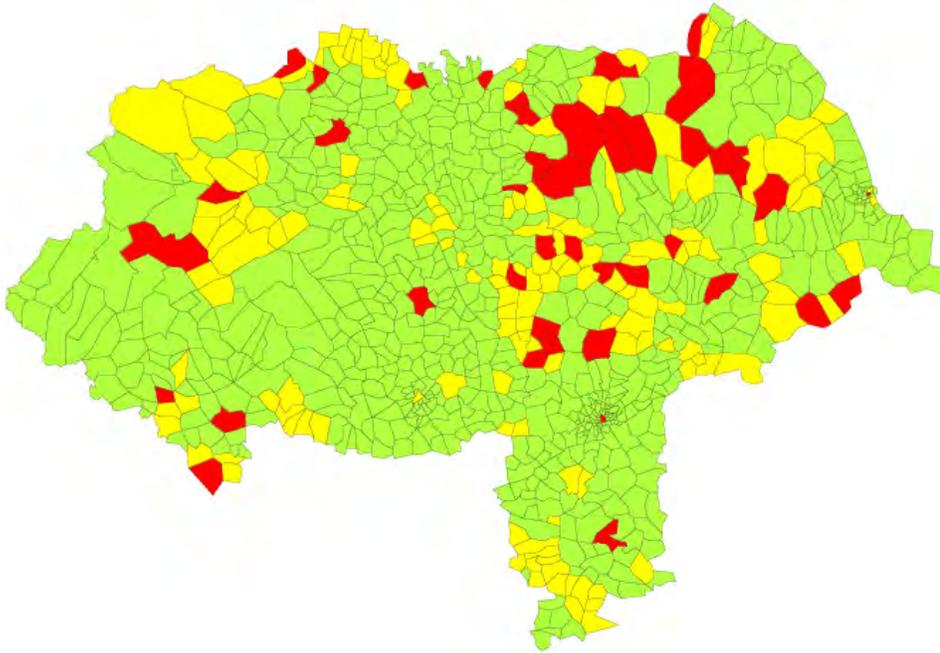
The map below shows the distribution of the risk in our initial review





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The map below shows the status of the mobilising areas at the end of 2006. The number of red areas has been reduced to 45 from the original 169.



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 are made available to Managers throughout the Service to point them in the direction of problem areas and they 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.

## Performance Measurement

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:** Performance figures compared against family group average.

| Indicator | Description  | 2003/4 | 2004/5        | 2005/6 | 2006/07 | 2007/08 | Group Av.<br>2004/05 |
|-----------|--|--------|---------------|--------|---------|---------|----------------------|
| 142(ii)   | Primary fires per 10,000 population  | 25.3   | 21.9          | 23.6   | 20.75   | 19.22   | 24                   |
| 142(iii)  | Accidental fires in dwellings per 10,000 population  | 14.9   | 13.6          | 13.2   | 11.9    | 12.02   | 14.75                |
| 143(i)    | Deaths arising from accidental fires in dwellings per 100,000 population                               | 0.66   | 0.26          | 0.26   | 0.39    | 0.13    | 0.29                 |
| 143(ii)   | Injuries (excluding precautionary checks) from accidental fires in dwellings per 100,000 population    | 9.2    | 9.3           | 9.63   | 2.48    | 2.48    | 9.62                 |
| 146i      | Number of calls to malicious false alarms per 1,000 population ( Not attended )                        |        | New Indicator | 0.2    | 0.23    | 0.2     | Not published        |
| 146ii     | Number of calls to malicious false alarms per 1,000 population (Attended )                             | 0.5    | 0.44          | 0.6    | 0.34    | 0.28    | 0.46                 |
| 149i      | False alarms caused by automatic fire detection equipment per 1,000 non domestic properties            | 113.9  | 122.3         | 122.1  | 105.79  | 93.1    | 108.5                |
| 149ii     | No of non domestic properties as recorded in BV149i + 1 attendance                                     |        |               | 414    | 451     | 432     | Not published        |
| 149iii    | The % False alarm calls caused by AFD which are to a non-domestic property with more than 1 attendance |        |               | 72%    | 84.37%  | 79.63%  | Not published        |
| 206i      | Number of deliberate fires per 10,000 population (excluding vehicles )                                 |        |               | 3.51   | 2.9     | 2.82    | 9.4                  |
| 206ii     | Number of deliberate primary fires per 10,000 population (in vehicles )                                |        |               | 5.72   | 4.14    | 3.33    |                      |
| 206iii    | Number of deliberate Secondary fires per 10,000 population (excluding vehicles )                       |        | New Indicator | 10.94  | 12.22   | 10.96   | Not published        |
| 206iv     | Number of deliberate Secondary fires per 10,000 population (in vehicles )                              |        | New Indicator | 0.22   | 0.25    | 0.22    | Not published        |

## Summary

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.



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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

# Opportunities for Improvement

## Introduction

### Purpose

The Government's White Paper "Our Fire Service" challenged Fire Authorities to establish fire and rescue services that were capable of delivering a 'mainstream' community safety service working with others to provide value for money. Since the Fire and Rescue Service Act 2004 came into force the challenge has become established through the National Framework document. This has resulted in the following:

- . formally changed "Fire Service" to Fire and Rescue Service";
- . directed Fire Authorities to promote and advise on fire safety matters;
- . made explicit the duty to rescue people from road traffic accidents and other emergencies;
- . gave new duties and powers to Fire Authorities and their officers to investigate the causes of fire;

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.

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 national Integrated Personal Development System' (IPDS), which seeks to deliver human resource best practice.

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 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.

### Core principles used to develop this plan

The following core principles have been adopted when developing the proposals in this plan.



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

The combined effect of all the measures in our plan will be to make North Yorkshire and the City of York a safer community.

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) and

Continue to secure best value in all our activities.

## Regional perspectives

Regional Management Board (RMB) developments are expected to impinge on most of the Business Streams. The RMBs 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.

Each year new opportunities for improvement will be identified and consulted upon in our Annual Action Plan. This Integrated Risk Management Plan will be updated as the actions are implemented.



**Chapter 5  
Resource Implications  
Introduction**

The finances required to provide the services described in Chapter 3 are managed by our Medium Term Financial Strategy. The table below shows the projected expenditure for the next five years. There are a number of assumptions made in this Strategy, not least of which is that the current funding structure remains broadly the same. You can see that our aim is to keep the increases in the community charge below 5%. Each year we review our planned expenditure for the next five years to absorb changes while remaining within the 5% limit.

|                               | <b>2007/2008</b> | <b>2008/2009</b> | <b>2009/2010</b> | <b>2010/2011</b> | <b>2011/2012</b> |
|-------------------------------|------------------|------------------|------------------|------------------|------------------|
|                               | £000s            | £000s            | £000s            | £000s            | £000s            |
| Community Fire Safety         | 886              | 919              | 957              | 986              | 1,019            |
| Firefighting and Rescue       | 25,978           | 26,927           | 28,041           | 28,905           | 29,866           |
| Management & Support          | 409              | 424              | 442              | 455              | 470              |
| <b>Total</b>                  | <b>27,273</b>    | <b>28,270</b>    | <b>29,440</b>    | <b>30,346</b>    | <b>31,355</b>    |
| Pensions                      | 3,332            | 3,477            | 3,551            | 3,834            | 4,025            |
| <b>Total Expenditure</b>      | <b>30,605</b>    | <b>31,747</b>    | <b>32,991</b>    | <b>34,180</b>    | <b>35,380</b>    |
| Income                        | 1,276            | 940              | 950              | 960              | 970              |
| <b>Cost of Services</b>       | <b>29,329</b>    | <b>30,807</b>    | <b>32,041</b>    | <b>33,220</b>    | <b>34,410</b>    |
| Transfer To/(From) Reserves   | -110.0           | 0.0              | 0.0              | 0.0              | 0.0              |
| Efficiency Savings            | n/a              | -675             | -120             | -20              | 0.0              |
| Cumulative Efficiency Savings | n/a              | -675             | -795             | -815             | -815             |
| <b>Budget Requirement</b>     | <b>29,219</b>    | <b>30,132</b>    | <b>31,246</b>    | <b>32,405</b>    | <b>33,595</b>    |
| <b>Met By</b>                 |                  |                  |                  |                  |                  |
| Grants                        | 12,845           | 12,966           | 13,225           | 13,490           | 13,760           |
| Precepts                      | 16,374           | 17,166           | 18,021           | 18,915           | 19,835           |
| <b>Equivalent Average</b>     | <b>56.04</b>     | <b>58.47</b>     | <b>61.09</b>     | <b>63.81</b>     | <b>66.59</b>     |



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|                             | <b>2007/2008</b> | <b>2008/2009</b> | <b>2009/2010</b> | <b>2010/2011</b> | <b>2011/2012</b> |
|-----------------------------|------------------|------------------|------------------|------------------|------------------|
| <b>Council Tax<br/>(£s)</b> |                  |                  |                  |                  |                  |
| <b>% Increase</b>           | <b>3.9</b>       | <b>4.</b>        | <b>4.5</b>       | <b>4.5</b>       | <b>4.4</b>       |



## Chapter 6

# Consultation Arrangements

## Introduction

The Local Government Act 1999 maintains the requirement on fire authorities to consult under the Best Value provisions. However, notwithstanding this requirement, the Fire and Rescue Authority believes that consultation is good practice, and that consulting stakeholders, whether users of the service or providers, is the right thing to do.

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.

## Who should be consulted, and about what?

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.

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. However, the Service is expected to consult generally with -

- 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 relevant Government Department
- Any other interested parties.

### 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 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.

**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.

| 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,  | The community, business organisations, and local authorities in the area covered by the appliance(s)                                    |



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

| Examples of proposals for change        | Who should be consulted?            |
|---|-------------------------------------|
| constant crewed to variable crewed, etc | concerned: Employee representatives |

## What happens after consultation?

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.



## Chapter 7

# Audit, Monitor and Review

## The IRMP Working Group

This group, chaired by the Director of Community Safety, has been given the task of producing an annual Integrated Risk Management Action Plan consultation document. The group contribute ideas, provide research to test and verify the proposals, and compile the final draft document. Group members are:

**Director of Community Safety • Senior Management Team**

## Audit, Monitoring & Reviewing Process

The Head of the Corporate Information Unit has responsibility for ensuring that auditing, monitoring and reviewing processes are in place. To this end a corporate approach has been adopted by NYF&R authority to capture all its performance requirements.

Four “workstreams” have been identified as vehicles to deliver the modernisation agenda and to fulfil our corporate targets and vision. Our project tracking system flags up any slippage from the original timescale and highlights problems to senior managers so that remedial action can be agreed and taken.

We use a performance management tool (Views) which captures data at Service, area and station level against the 10 corporate targets. CPT 8, 9, 10 are directly related to monitoring the IRMP with regard to reducing risk in red, amber and green risk areas. This system is updated every 24 hours, providing a management tool across the service from Service to station level to ensure a focussed approach to reducing risk.

Performance Reports are routinely considered by the Senior Management Team, Corporate Management Board, Steering Group and the Combined Fire Authority. A more detailed paper is prepared for the Audit & Performance, Review Committee, who have responsibility to monitor performance against targets. Detailed performance papers are presented to Group Managers where any trends and issues are raised and practical solutions found.

In addition members of NYF&R Authority have signed up as "Champions" of the workstreams and regular meetings are held to audit, monitor and review progress against the declared workstream aims, objectives, headline projects and sub-projects.

The IRMP working group will review performance both on an on-going basis through the systems described above and on a year on year basis. The annual review will take place during the first half of each financial year and the findings will influence the production of the next IRMP Action Plan, which will be prepared for consultation during Summer each year.



## Summary of Outcomes of the Risk Assessment Process

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

The table below details the average residual risk for each station area and the number of Mobilising Areas in each category in each station area. The average for each District / Unitary Authority is also presented within the table.

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

| District Council  | Station       | Average Score | Comparison with IRMP1 | red | amber | green | total |
|-------------------|---------------|---------------|-----------------------|-----|-------|-------|-------|
| Craven            | Bentham       | 49.89         | Decrease              |     |       | 7     | 7     |
|                   | Settle        | 56.52         | Decrease              |     |       | 24    | 24    |
|                   | Skipton       | 63.88         | Increase              | 3   | 15    | 29    | 47    |
| Craven Average    |               | 60.36         | Increase              |     |       |       |       |
| Hambleton         | Bedale        | 63.78         | Decrease              |     | 5     | 15    | 20    |
|                   | Easingwold    | 70.11         | Decrease              | 4   | 17    | 7     | 28    |
|                   | Northallerton | 47.88         | Decrease              |     |       | 50    | 50    |
|                   | Stokesley     | 67.38         | Decrease              | 5   | 5     | 13    | 23    |
|                   | Thirsk        | 66.16         | Decrease              | 4   | 11    | 18    | 33    |
| Hambleton Average |               | 60.82         | Decrease              |     |       |       |       |
| Harrogate         | Boroughbridge | 57.03         | Decrease              |     |       | 18    | 18    |
|                   | Harrogate     | 43.85         | Increase              |     | 1     | 54    | 55    |
|                   | Knaresborough | 60.68         | Decrease              |     | 2     | 18    | 20    |
|                   | Masham        | 53.16         | Decrease              |     |       | 12    | 12    |
|                   | Ripon         | 53.11         | Decrease              | 1   |       | 32    | 33    |



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| District Council    | Station         | Average Score | Comparison with IRMP1 | red | amber | green | total |
|---------------------|-----------------|---------------|-----------------------|-----|-------|-------|-------|
|                     | Summerbridge    | 57.07         | Decrease              |     |       | 18    | 18    |
| Harrogate Average   |                 | 51.73         | Decrease              |     |       |       |       |
| Richmondshire       | Colburn         | 62.77         | Decrease              | 1   | 2     | 5     | 8     |
|                     | Hawes           | 68.27         | Decrease              | 3   | 1     | 4     | 8     |
|                     | Leyburn         | 65.07         | Increase              |     | 14    | 16    | 30    |
|                     | Reeth           | 61.92         | Decrease              |     | 4     | 8     | 12    |
|                     | Richmond        | 65.87         | Decrease              | 4   | 14    | 18    | 36    |
| Richmond Average    |                 | 65.05         | Decrease              |     |       |       |       |
| Ryedale             | Helmsley        | 69.72         | Decrease              | 5   | 6     | 6     | 17    |
|                     | Kirkbymoorside  | 65.96         | Decrease              | 2   | 3     | 11    | 16    |
|                     | Malton          | 65.53         | Decrease              | 2   | 17    | 26    | 45    |
|                     | Pickering       | 69.96         | Decrease              | 5   | 5     | 5     | 15    |
|                     | Sherburn        | 68.19         | Decrease              | 2   | 2     | 3     | 7     |
| Ryedale Average     |                 | 67.16         | Decrease              |     |       |       |       |
| Scarborough         | Danby           | 50.13         | Decrease              | 1   | 1     | 2     | 4     |
|                     | Filey           | 54.79         | Decrease              |     |       | 7     | 7     |
|                     | Lythe           | 64.06         | Decrease              | 2   | 1     | 7     | 10    |
|                     | Robin Hoods Bay | 63.96         | Decrease              |     | 1     | 2     | 3     |
|                     | Scarborough     | 53.63         | Increase              | 1   | 6     | 39    | 46    |
|                     | Snainton        | 59.46         | Decrease              | 1   |       | 7     | 8     |
|                     | Whitby          | 59.00         | Decrease              | 1   |       | 10    | 11    |
| Scarborough Average |                 | 56.27         | Decrease              |     |       |       |       |
| Selby               | Selby           | 64.55         | Decrease              | 1   | 14    | 28    | 43    |
|                     | Tadcaster       | 60.84         | Decrease              |     | 7     | 23    | 30    |



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| District Council     | Station | Average Score | Comparison with IRMP1 | red | amber | green | total |
|----------------------|---------|---------------|-----------------------|-----|-------|-------|-------|
| Selby Average        |         | 63.02         | Decrease              |     |       |       |       |
| City of York         | Acomb   | 45.82         | Decrease              |     |       | 38    | 38    |
|                      | York    | 31.62         | Decrease              | 1   |       | 71    | 72    |
| City of York Average |         | 36.53         | Decrease              |     |       |       |       |
| Service Average      |         | 56.91         | Decrease              | 49  | 154   | 651   | 854   |

Notes: 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

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. Huntington has not been included as a separate Station area for this purpose

## Comparison of Residual Risk Trends



# NORTH YORKSHIRE FIRE & RESCUE AUTHORITY

