

# Risk and Resource Model 2022-25 Consultation

## Proposals Information



**Have your say!**



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# What is a Risk and Resource Model?

The Risk and Resource Model sets out the risk in our county and city and how we will deploy our resources to address and reduce that risk. It will ensure that our firefighters and staff are in the right place at the right time to deliver the right and most appropriate service, with the right equipment and skills in the best possible way.

Throughout this document we will refer to the Risk and Resource Model as the RRM.

**RISK** = a combination of the likelihood and consequences of emergency incidents, whether they be fires, water rescue, road traffic collisions or other emergency rescue situations.

**RESOURCE** = our people, stations, fire engines and equipment.

We last consulted people about how we use our resources in 2015 to help develop our current RRM, which is in place until September 2022.

# Consulting on the RRM

We are setting out seven proposals on which we want to hear your views.

These have been developed by North Yorkshire Fire and Rescue Service and recommended to the Commissioner by the Chief Fire Officer to take forward to consultation.

All of the proposals are subject to consultation and we want to fully engage with our communities and workforce in the development of the RRM, so it can be finalised with your views taken into account.



Our public consultation will be open for your feedback from 23 May to 14 August 2022. Please have your say by completing our survey at:

[www.TellCommissionerZoe.co.uk](http://www.TellCommissionerZoe.co.uk)

A consultation summary report and final Risk and Resource Model will be presented to the Commissioner's Executive Board in September 2022 for adoption. Following this we will publish the final document.



## Our aim

Our aim is to provide a range of prevention, protection, response and resilience services in the most effective and efficient way to keep our communities safe. We need to deploy our resources in a way which best addresses and reduces the risks in our area.

The proposals in this document are based on our extensive assessment of risk across North Yorkshire and the City of York outlined in our Community Risk Profile.

Our intention is to enhance and expand the work we do to prevent emergency incidents from happening in the first place, in your homes, places of work and your communities.

We intend to modernise and invest in our On-call service model to ensure it is sustainable and fit for the future. Our intention is to release funds by 2025 to invest in the way we recruit, pay and contract our On-call firefighters to improve the availability of On-call fire engines, especially during the day.

# About us

## Our service area

The North Yorkshire and York Fire and Rescue Service area is one of the largest in England covering more than 3,200 square miles and over 6000 miles of road. Our Service area has isolated rural settlements and farms, market towns, and larger urban areas such as York, Harrogate, and Scarborough. Our area has two of England's ten national parks, three designated areas of outstanding natural beauty, over 200 sites of special scientific interest and over 12,000 listed buildings.

Overall, our area is sparsely populated, but there are still over 340,000 households and over 830,000 residents. The resident population is increasing steadily and becoming predominantly older. The City of York is also home to over 21,000 students, with two universities. More than 20 million visitors come to our area each year. There are over 37,000 active businesses across the area, with hospitality and entertainment being some of the main industries.

The road network is the main means of transport connecting small towns and villages. The rural nature of our area means that people often travel further to access work, education and services. Several major arterial routes also cross our area – the A1(M), M62, A64, A59, A66 and A19.

Two of the major rivers in the county are the River Swale and the River Ure, joining together to form the River Ouse which flows through York. The coastline of North Yorkshire runs for approximately 45 miles from just north of Whitby to south of Filey.

## How we deliver our services

North Yorkshire Fire and Rescue Service keeps people and places safe by integrating and balancing the use of Prevention, Protection, Response and Resilience activities, both in our communities and in our workplaces.



### Prevention

Preventing emergencies from happening in the first place through education, advice and support.



### Protection

Protecting our commercial and public buildings from the risk of fires and reducing the impact should they happen.



### Resilience

Helping our communities to protect themselves against, prepare for and recover from emergencies.



### Response

Responding to emergency incidents and limiting their impact.



# Our current resources

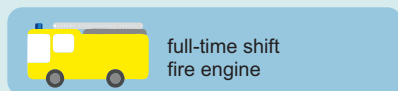
This map shows how our resources are currently deployed

We employ just over 700 staff;

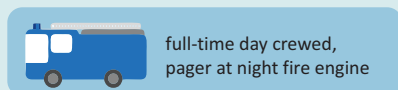
313 full-time firefighters, 322 On-call firefighters, 20 control room staff and 91 support staff.

## Response resource

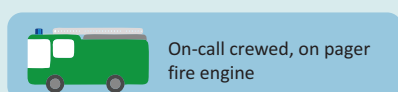
We have 38 fire stations and use a range of duty systems to crew our 46 fire engines as follows (see map for location of the fire engines):



**5 full-time shift fire engines** crewed 24-hours a day by full-time firefighters



**7 full-time day crewed fire engines** crewed between 08:00-18:00 every day by full-time firefighters. Outside of these hours they carry an alerter and respond from home.



**24 On-call fire engines** crewed by On-call firefighters who carry an alerter and respond from their home or place of work.

2 fire engines are crewed by volunteers.



## Types of fire engine

Our 46 fire engines are made up of different types; Emergency Rescue fire engines, 4x4 Emergency Rescue fire engines, and Light Rescue fire engines (which can also be used as Tactical Response fire engines when only crewed by 3 firefighters and which respond to a more limited range of emergencies).

We also have a range of specialist vehicles and capabilities such as aerial ladder platforms and water rescue teams strategically positioned across our Service area.



**Prevention and Protection resources**

Our full-time firefighters undertake general prevention and protection activity across our county. They are supported by specialist officers who provide guidance and expertise, and who also deal with our more complex cases. We currently have 16 specialist protection officers and 16 specialists in our prevention department, including 8 Community Safety Officers and 4 Public Safety Officers.

# Our Risk Profile 2022-25

The services we provide to the public need to address and reduce the current and future risks in our area.

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We have developed a Community Risk Profile (CRP) providing a comprehensive and forward-looking assessment of the risks in our area balanced with an understanding of the communities we serve and the places where they live and work.

The CRP has identified three main areas of risk in North Yorkshire and York:

- accidental home fire risk and fatality/injury risk
- road risk and fatality/serious injury risk
- water risk - flooding, rescues and other water-related risk

Other risk categories exist and further information can be found on these in our Community Risk Profile - <https://www.northyorksfire.gov.uk/about-us/who-and-what/community-risk-profile/>.

We have a good understanding of what, where and why these risks exist in our county and city and the factors that increase the likelihood of our services being needed. It allows us to understand how and where we can intervene early to reduce the need for our emergency response.

## Our Service area and model

The size, geography and rurality of our area present challenges around travel (distances, times, and the nature of the roads), and for ensuring we can provide equal access to our services across our area.

We have an ageing population who are less at risk of having a fire at home, but more at risk of severe consequences should one happen, and who are also vulnerable to a wider range of emergency incidents. The high number of visitors and students means that our population and risk profiles fluctuate throughout the year.

Two-thirds of our fire stations are On-call stations where firefighters respond to a pager from home or from their work. Because many people do not live and work in the same community anymore, many of our On-call stations struggle to have enough firefighters available to respond, especially during the day when

demand is highest. This means we have to move fire engines and firefighters around to maintain cover and fire engines may be responding from further away than our public might expect because their local station is not available.

## Incidents we respond to

We attend and deal with over 6,000 emergency incidents each year, including: fires in buildings and in the open, complex rescue incidents involving road traffic collisions, hazardous materials, building collapses and rescuing people trapped in water.

Fires account for the lowest number of incidents attended which is at odds with public perception of what we mainly respond to. We attend a higher proportion of non-fire incidents, such as road traffic collisions and water related incidents.

There is a range of risk within each station area, so our staff need to be multi-skilled and flexible to deal with a very broad range of incidents. We need to increase our focus on prevention to address and reduce risk and the need for an emergency response.

Nearly half of the incidents we attend are false alarms, the majority of which are automatic fire alarms. Attending these incidents takes our crews away from delivering our full range of services.

Many of our fire engines attend a relatively low number of incidents but our fire station locations need to stay as they are to cover the expanse of our area.

## Accidental fires at home

Factors that increase the likelihood of having a fire in the home or of having a severe outcome from a fire are being over 65 and living alone, frailty, living in socially rented accommodation and deprivation.

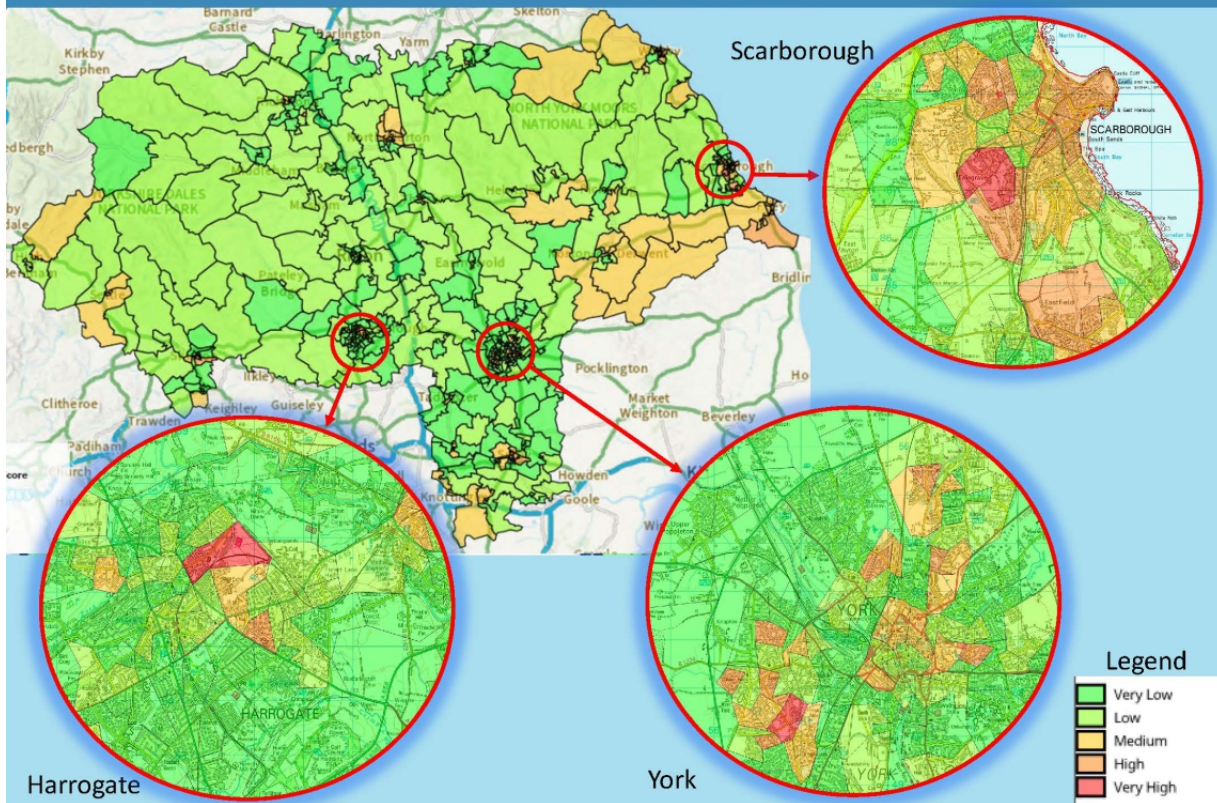
We have scored and mapped these risk factors to show the level of risk in different areas. The map opposite shows that home fire risk in our county is generally low or very low with small pockets of risk in our more urban areas and to the south-east of the area.

For more information on home fire risk, see our [Community Risk Profile, pages 18-19](#).





## Combined Risk For North Yorkshire Fire & Rescue Service Area



### Road

Road risk in our Service area is greater than our incident data indicates as our attendance is not requested to all road traffic collisions.



Rescues from road traffic collisions are increasingly complex because of new vehicle technology.

Around 6 in 10 collisions which result in people being killed or seriously injured happen on our more rural roads - mainly on roads with a 60mph speed limit. Many of these roads are in our On-call station areas which are not always available to respond, particularly during the day.

We recognise that road risk is a significant area where we need to focus our prevention activity.

For more information on road risk, see our [Community Risk Profile, pages 20-23](#).

### Water

Flooding incidents and water rescues are an increasing area of demand for our Service. Water rescue incidents can be complex and present significant risk to our firefighters and other rescuers, for which we must plan and train, and equip accordingly.



### Other risks

Environmental factors and the impact of climate change will continue to be a major influence to changes in the risk. Although the incidence of events such as wildfires and flooding are relatively low in comparison to other incident types, when they do happen, they can be protracted and over a wide scale. We need to ensure that we can continue to provide our assistance when these types of incident happen.

Innovation is introducing new firefighting techniques and rescue equipment. We need to keep up with the pace of technological advancement to ensure that we are best placed to deliver our range of services in the modern world.

Heritage buildings present a special risk in our area, but the risk is very well managed and we have plans in place as to how we respond.

For more information on other risks, see our [Community Risk Profile, pages 28-31](#).

Some of these incidents are preventable, as they are often linked to human behaviour such as driving through flood water. We need to increase our emphasis on helping communities build resilience.

For more information on water risk, see our [Community Risk Profile, pages 24-27](#).



# Our Resource Model 2022-25 proposals

North Yorkshire Fire and Rescue Service has developed proposals based on the Community Risk Profile to address and reduce the risks across the Service area of North Yorkshire and the City of York.

There are seven proposals – four which require full consultation as they would change the way we deliver our services across the area and three which do not require full consultation but which we are including so that you are informed about the full picture of change.

## Proposals for consultation

- 1 Improving our prevention and protection work**
- 2 Managing attendance to Automatic Fire Alarms**
- 3 Response resource in the York area**
- 4 Response resource in Harrogate and Scarborough**

## Other Service change

- 1 Specialist water rescue resource capability in Craven**
- 2 Introduction of emergency response principles**
- 3 Introduction of alternative duty systems**

Visit: [www.tellcommissionerzoe.co.uk](http://www.tellcommissionerzoe.co.uk)  
to have your say

# Proposals for consultation

These proposals would change the way we deliver our services across the area so we want to know whether you think we should implement them.



## Improving our prevention and protection work

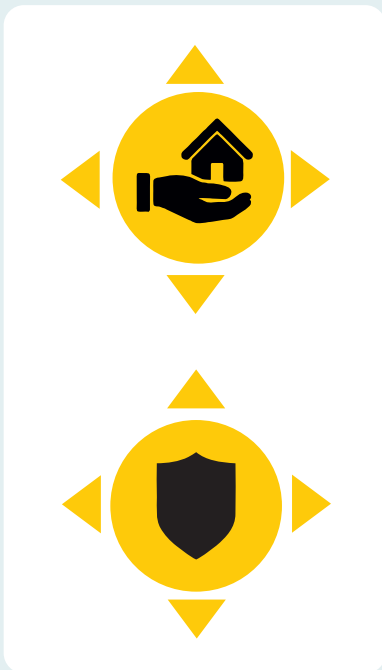
**Permanently increase the specialist staff in our prevention and protection departments and increase prevention and protection activities across the Service.**

### Proposal

- Permanently expand our prevention and protection departments, including the introduction of additional specialist roles.
- Increase the use of On-call firefighters to deliver more prevention activity in our rural areas.
- Develop the multi-agency Public Safety Service across the Service area in conjunction with partners.

### Why are we proposing this?

- If we have to respond to an emergency, harm has already happened. Our ambition is to prevent emergencies from happening in the first place.
- We aim to prioritise and increase the amount of prevention work we do to reduce the risk of harmful fire, road and water emergencies in our area.
- Our proposals will increase prevention expertise to support the delivery of our services and our ability to direct our prevention activity to where it is needed the most.
- Recent investment to expand our protection team is funded by a one-off grant from the Government. We want to make these staffing levels permanent and sustainable.
- We need to increase our prevention and protection capability in our rural areas. Currently, most of our prevention and protection activity is delivered by full-time firefighters, mainly in the more urban areas because that is where our full-time fire stations are located.
- The positive value of the Public Safety Service delivering multi-agency prevention work is being demonstrated in Craven by the work of the Public Safety Officers.



## 2

### Managing attendance to Automatic Fire Alarms

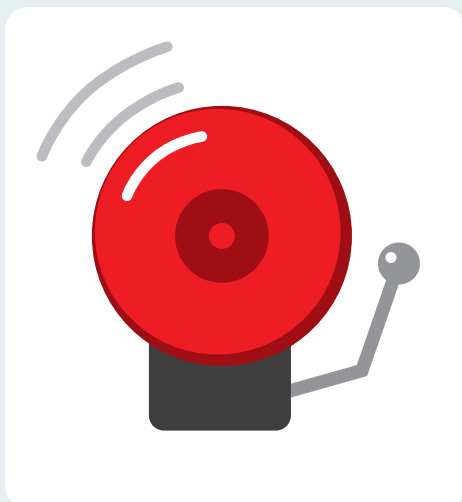
Reduce response to low-risk Automatic Fire Alarms (AFAs) which are often unwanted fire signals (an alarm activated by a something other than a fire).

#### Proposal

- Continue to always respond to AFAs at premises where people sleep.
- Increase the timespan when we would not respond to AFAs at premises where people do not sleep by two hours (from 08:00-18:00 to 07:00-19:00).
- Continue to respond to AFAs at premises which present a high risk to firefighter safety but remove the requirement to automatically respond to premises that present a low risk to firefighter safety.
- Introduce the ability to charge for attendance at repeat AFAs.
- Remove the need to always use blue lights and sirens when responding to AFAs at premises where people do not sleep, and keep the fire engine available for redirection to more critical incidents if required.
- Review the type of response we provide to AFAs. For example, we might send a single officer in a car to determine whether we need to attend rather than 4 firefighters on a fire engine.

#### Why are we proposing this?

- We attend around 2,550 AFAs every year - 38% of all incidents. 9 in 10 prove to be false alarms which we call unwanted fire signals (UwFS).
- UwFS attendance uses valuable time and resource, diverting our operational crews from prevention and risk reduction activities and other more critical incident types.
- We currently do not attend AFAs at premises where people do not sleep between 08:00 and 18:00. Increasing this timeframe by two hours would reduce our AFA demand each year by about 3,5% (90 fewer attendances).
- We hold risk information about a range of premises. Non-automatic attendance to premises with lower risk to firefighter safety during the day would result in a reduction in AFA attendances of around 12% (310 fewer attendances) each year.
- There is no legal duty on Fire and Rescue Authorities to respond to calls originating from AFA systems to establish if there is a fire.



# 3

## Response resource in the York area

Change Huntington to an On-call fire station to rebalance the emergency response resource with the risk that exists in the York area.

### Proposal

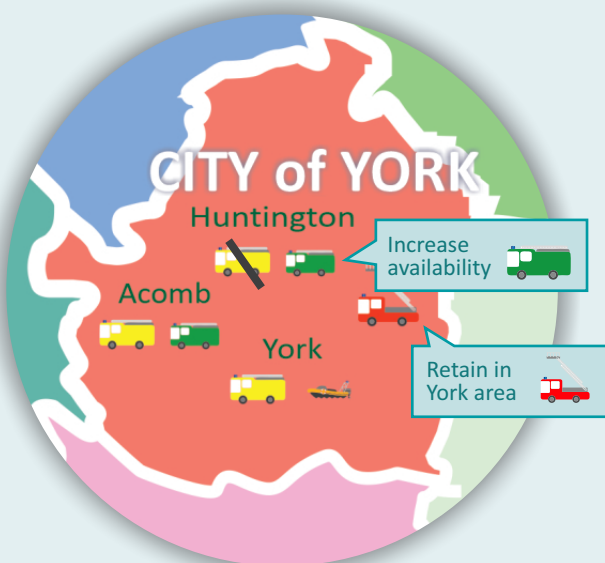
- Change Huntington from a full-time to an On-call fire station, keeping the On-call fire engine and removing the full-time shift fire engine.

If this was to happen we would:

- Redeploy all full-time firefighters from Huntington to other stations or roles, including prevention roles.
- Base a small group of full-time firefighters at the station to increase the availability of the On-call fire engine during the day. Once On-call firefighter availability has improved, the need for a team of full-time firefighters to be based at the station will be reviewed.
- This small group would undertake prevention and protection work in the local area, help recruit more On-call firefighters, and carry out other critical work such as gathering risk information and hydrant maintenance.
- The Aerial Ladder Platform currently based at Huntington will be retained in the York area.

### Why are we proposing this?

- The Huntington station area has relatively low combined fire risk and low activity levels. It currently has a full-time shift fire engine and an On-call fire engine. By comparison, York and Acomb station areas have higher levels of risk and activity, but York has one full-time shift fire engine and Acomb has a full-time shift fire engine and an On-call fire engine.
- Of the 7 full-time shift fire engines in the Service, Huntington responds to significantly fewer emergencies. In the last 5 years, Skipton, an On-call station, and Selby, a full-time daycrewed station, responded to more fires in the home than Huntington.
- The Huntington area has one area around New Earswick where the risk of a home fire is higher. There have been few life and property fire incidents in this area over the last 5 years but we would focus our prevention activity in this area to reduce this risk. This area is also close to York and Acomb fire stations.
- The On-call fire engine at Huntington and the full-time shift fire engines at York and Acomb would still provide a good primary emergency response (i.e. the first engine to respond to an incident), across the whole Huntington station area with a maximum additional response time of 3 minutes and 47 seconds. Further emergency response support would continue to be available from Easingwold and Malton.
- The availability of the Huntington On-call fire engine is currently poor, particularly during the day when demand is higher. Daytime availability would improve significantly with the support of full-time firefighters until On-call firefighter availability is improved.
- Without this proposal, we would not be able to achieve proposal 1 to increase prevention and protection resource.



# 4

## Response resource in Harrogate and Scarborough

Replace the Tactical Response fire engines with Emergency Rescue fire engines, crewed during the time when emergencies are most likely to happen.

### Proposal

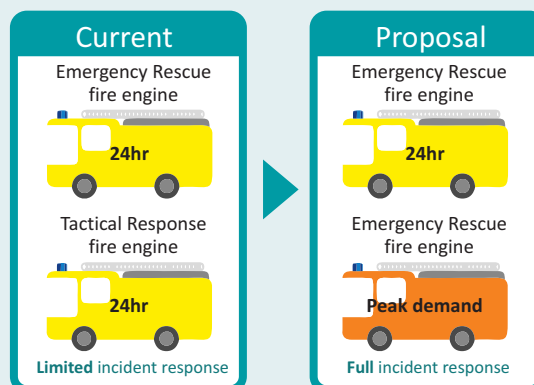
- Currently both Harrogate and Scarborough Fire Stations have two fire engines each:
  - One Emergency Rescue fire engine, crewed by 4 firefighters 24-hours per day, which responds to all emergencies.
  - One Light Rescue fire engine used only as a Tactical response fire engine, crewed by 3 firefighters 24-hours per day, which only responds to certain emergencies.
- There would be no change to the current Emergency Rescue fire engine based at each station.
- We would swap the Tactical Response fire engine at each station for another Emergency Rescue fire engine, which can respond to all incidents, and only crew it during the day when emergencies are most likely to happen.

If this was to happen we would:

- Increase the number of full-time firefighters based at each station during the day shift to crew the second Emergency Rescue fire engine.
- Continue to provide an immediate emergency response with one fire engine during the night when demand is lower, backed up by fire engines from nearby On-call stations.
- Redeploy the full-time firefighters that were required to crew the Tactical Response fire engine during the night-shift to other stations or roles, including prevention roles.

### Why are we proposing this?

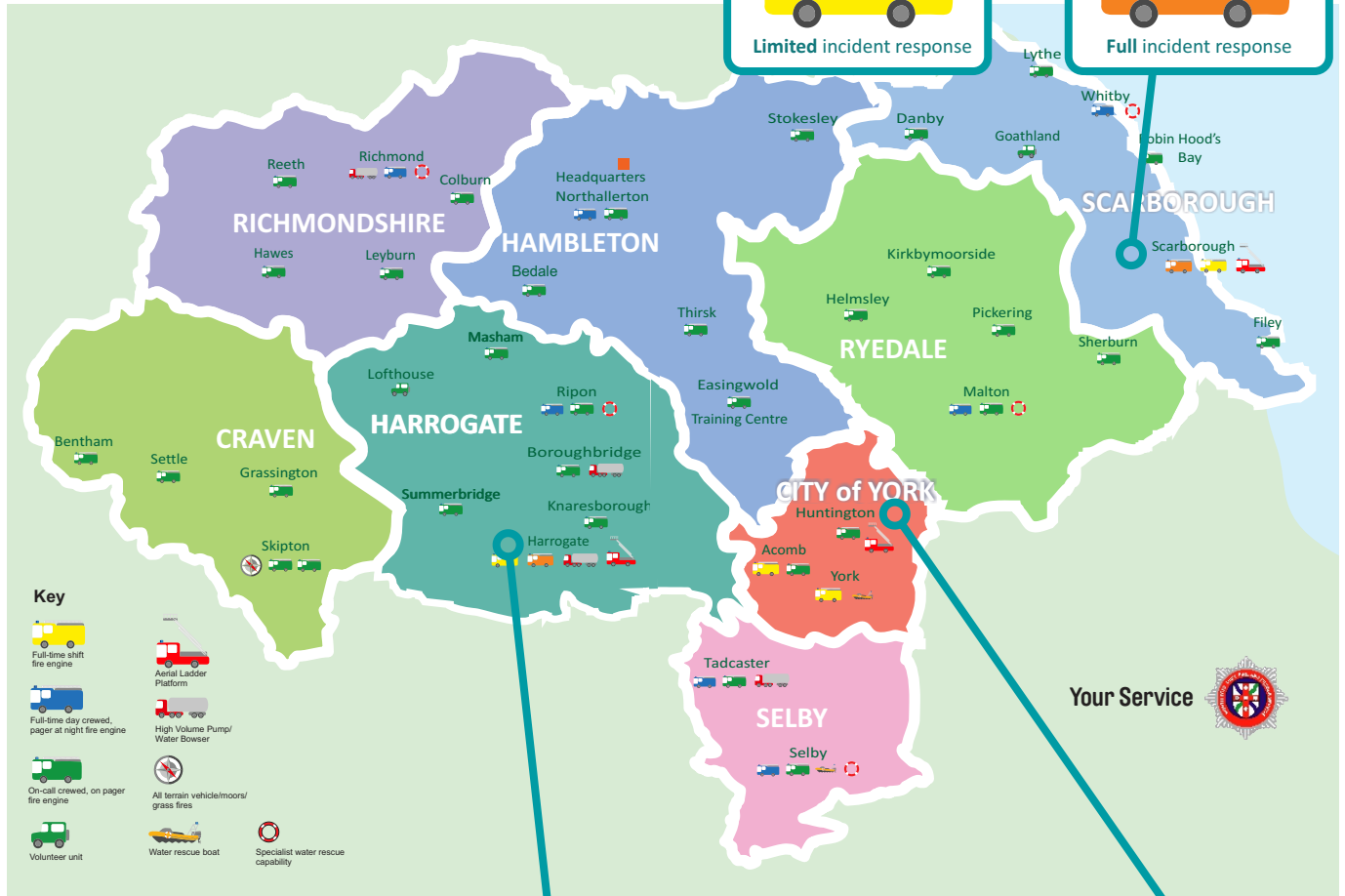
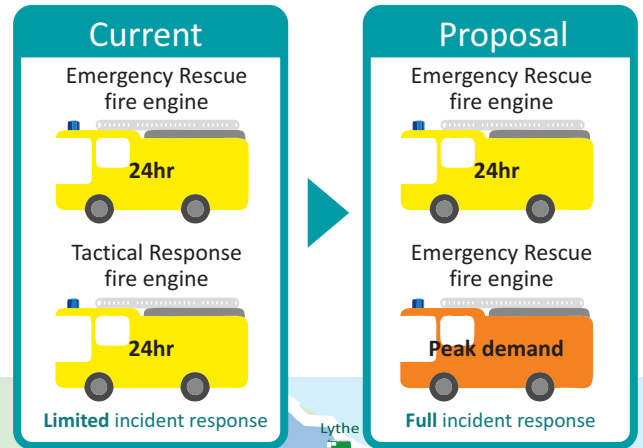
- Over two-thirds of calls for assistance from Harrogate and Scarborough happen between 09:00 and 22:00.
- A Tactical Response fire engine can only respond to a limited range of emergencies. This means that we currently have to move fire engines into these station areas to provide cover when the Emergency Rescue fire engine is busy.
- Swapping the Tactical Response fire engine for an Emergency Rescue fire engine would mean that the second fire engine at these stations would be immediately available to respond to any emergency during daytime hours when emergencies are most likely to happen. This would reduce our need to move our fire engines around to provide cover, reduce reliance on neighbouring On-call fire engines which are less available during the day, and provide better resilience to respond to major incidents across our whole Service area.
- The availability of our On-call fire engines increases during the night to provide emergency response support, reducing the need for two full-time shift fire engines at these two stations.
- Without this proposal, we would not be able to achieve proposal 1 to increase prevention and protection resource.



# 4

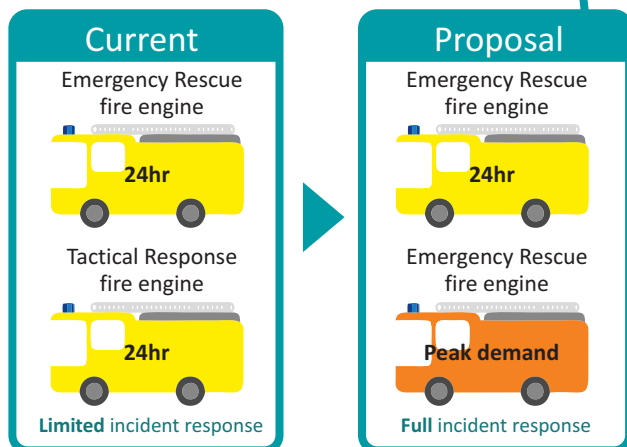
## Response resource in Scarborough

Proposed changes to response resource in the York area, Harrogate and Scarborough (Proposals 3 and 4)



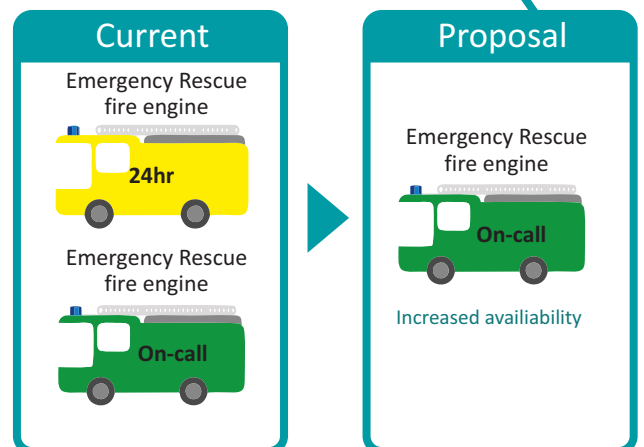
# 4

## Response resource in Harrogate



# 3

## Response in the York area



# Other Service change

These proposals do not change the way we provide our services and do not require full consultation, but we want you to be informed about the complete picture of change and would welcome your feedback.



## Specialist water rescue capability in Craven

We are upskilling and equipping firefighters to provide a new specialist water rescue capability in Craven.

### Proposal

- Train a team of 10 firefighters at Skipton On-call fire station on specialist water rescue skills and equipment to enter fast flowing water.
- Should the water rescue team be mobilised there would be sufficient crew still available to maintain availability of one of the two fire engines at Skipton to respond to emergencies.



### Why are we proposing this?

- All our firefighters are trained to deal with water risk incidents, but some receive enhanced training and equipment to respond to more complex water rescue incidents.
- We have 5 specialist water rescue teams located across the Service area who can enter fast flowing water to rescue people.
- Of the 218 life-risk water incidents attended over 5 years, almost 20% happened in the Craven District – mostly in the Skipton area.
- The nearest specialist water rescue team to Craven is Ripon which is around 45 minutes away from Skipton and around 1hr 20mins from the western end of Craven.
- The absence of a dedicated water risk capability allowing entry into fast flowing water within the Craven area represents a significant gap which we are addressing.





## 2

### Introduction of emergency response principles

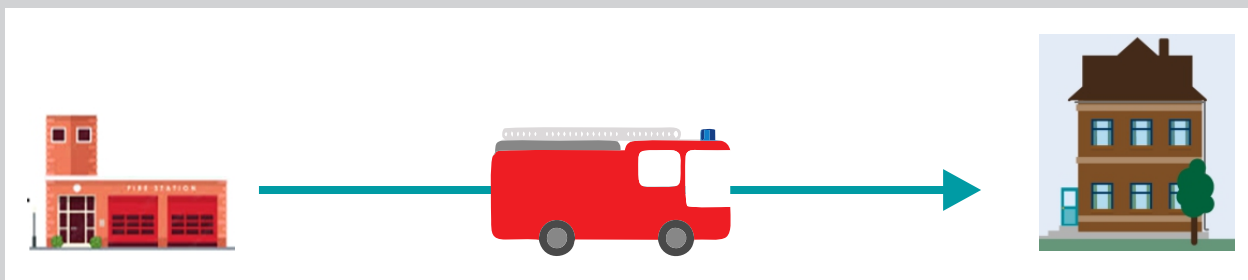
We are formalising how we respond appropriately, quickly and safely to emergencies so that you know what you can expect from us.

#### Proposal

- Because of the nature of our area and where our stations are located, we have established these response principles rather than a single response standard (a publicly stated target time to respond to an emergency).
- Our response principles reinforce our commitment to mobilising our resources with the correct strength, at speed, and safely:
  - Strength: mobilising the correct level of resources (fire engines, equipment and personnel) for the incident type.
  - Speed: arriving at the incident as quickly as we can from the point of being alerted to it. This includes the call handling, crew turn out, and drive time.
  - Safely: responding as safely as we can by following our 'drive to arrive' policy. We tailor our response speed to the type of incident to which we are responding.
- We will monitor our response times across fire, road and water incidents against our stated response principles, considering which are in response to a threat to life or property.

#### Why are we proposing this?

- Our Community Risk Profile identifies our main risks as fire, road and water so it is important that we monitor our response times against these risks, especially those where the consequences might be more severe.
- The nature of our county in terms of its size and road network, coupled with a diverse range of duty systems across our fire engines, makes it difficult for us to determine a meaningful, single response standard to share with the public which is why we have designed these principles.
- Measuring against a single response standard would be meaningless to the public – whether we could reach you within that time would depend heavily on how far from or close to our stations you are because our station areas do not significantly overlap.
- Our aspiration is to provide specific response standards by the different duty systems we use (full-time shift/full-time day crewed/On-call) and distance from our stations, as this will also shape where we focus our prevention and protection work to reduce risk. However, at this point we need to learn more about our data and any nuances created by our duty systems and geographical area. Therefore, we do not currently intend to implement a standard.



# 3

## Introduction of alternative duty systems

We would like to introduce a self-rostering duty system across all our full-time fire stations and change the timings of our shifts.

### Proposal

- Introduce a self-rostering duty system across all our full-time shift and day crewed stations.
- Review the start/finish times and duration of shifts at our full-time fire stations, dependent on staff consultation.
- Although this does not require public consultation, it is important context as it supports our other proposals in aligning our emergency response resources to when emergencies are most likely to happen and increases our productivity.

### Why are we proposing this?

- Our current start/finish times are 08:00 to 18:00 (dayshift) and 18:00 to 08:00 (night shift). Our risk profile tells us that most incidents happen between 09:00 and 22:00 so a change to the start/finish time of a shift would better match this.
- We already have self-rostering systems operating effectively at 2 of our day crewed stations and in our Control Room.
- The benefits of using a self-rostering duty system are proven and numerous, including:
  - Alignment with the incident demand profile, providing a greater immediate response capability;
  - Providing flexibility for staff around
    - work/life balance and appealing to a broader, more diverse range of applicants;
    - Greater ability to balance crewing
    - fluctuations and maintain crewing at optimum, improving our resilience;



# Investing in our services

Implementation of the proposals would deliver recurring funding, building up to just over £1.5m per year from 2025/26.

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We would reinvest these funds in vital areas of our Service. Through the consultation on the Fire and Rescue Plan, you told us we should prioritise improving the availability of our On-call fire engines in rural areas and increasing prevention and protection work across the Service area.

## Improving the availability of On-call fire engines

Between 08:00 and 18:00, when demand is highest, often more than 20% of our 31 On-call fire engines, that is six or more, cannot be mobilised due to low numbers of available On-call firefighters to crew them because fewer people live and work in the same community these days.

We need to invest more than £1.6m per year to deliver a sustainable model that improves On-call availability. We expect to be able to deliver this investment in 2025/26. We would invest in a range of improvements to attract, recruit and retain On-call firefighters.

## Investment beyond On-call improvements

During both 2023/24 and 2024/25 we would provide opportunities for people to move from primarily response roles to specialist prevention and protection roles. Permanent investment in prevention will need to be a key area for consideration within the next RRM.



# Have your say



To participate in our consultation, please complete the online survey which can be found on our website:

**[www.TellCommissionerZoe.co.uk](http://www.TellCommissionerZoe.co.uk)**

Alternatively, if you require a paper-based questionnaire or assistance in completing or providing your feedback, please contact us by phone or email.

This consultation is being Quality Assured by Opinion Research Services, an independent social research agency, to ensure it is conducted fairly and without bias. This document has been assessed and approved for publication.

## You can contact the Police, Fire and Crime Commissioner in the following ways:

Office of the Police, Fire and Crime Commissioner,  
12 Granby Road, Harrogate, HG1 4ST

 01423 569 562

 [info@northyorkshire-pfcc.gov.uk](mailto:info@northyorkshire-pfcc.gov.uk)

 [northyorkshire-pfcc.gov.uk](http://northyorkshire-pfcc.gov.uk)

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