

Risk and Resource Model

The Commissioner is currently consulting on proposals put forward by North Yorkshire Fire and Rescue Service for changes to their resource model based on their most recent assessment of risk in North Yorkshire and the City of York.

Community Risk Profile

North Yorkshire Fire and Rescue Service have conducted their most comprehensive assessment of risk in North Yorkshire and York to date resulting in their Community Risk Profile (attached). This looks at the demographic, geographic, infrastructure, social and economic factors overlayed with incident data across fire, road and water emergencies.

The Service have conducted a gap analysis against this risk profile which has identified a range of challenges and opportunities. First of all, risk, fire risk in particular, in North Yorkshire and York is low, and the risk we carry is largely preventable and could be reduced further through prevention and protection work. However, the prevention and protection teams are relatively small and firefighter time could more efficiently and effectively be used to conduct more prevention and protection work. This creates uneven access to these services across the area. Secondly, false alarms, especially from automatic fire alarms, take up a significant proportion of firefighter time. Thirdly, there are parts of our area which do not have sufficient water rescue cover.

Finally, one of the most significant risks the Service carries is the continuing challenges around the On-call model and the need to remodel this aspect of the Service to ensure it is fit for the future.

Resource Model

The Service put forward proposals for five areas through four proposals and three proposals around other areas of Service change to the Commissioner who adopted them for consultation with the public, staff and partners.

These cover prevention and protection resource, managing attendance to automatic fire alarms, response resource in York, Harrogate and Scarborough, specialist water rescue capacity in Craven district, response principles and duty systems. See proposal information booklet for more information (attached).

Consultation

The Commissioner launched a full consultation on 23 May 2022 which will run for a full 12 weeks until 14 August 2022. This has been widely publicised in the media, on social media and through community engagement, as well as to Councillors. The Commissioner's Office is conducting 12 public events in locations across the County and City, including 2 events in each of the areas covered by the proposals. The consultation is being quality assured by Opinion Research Services,

an independent research company. The Commissioner is encouraging everyone to visit www.tellcommissionerzoe.co.uk to have their say.

Finalisation

Following the consultation the Commissioner and Service will consider the response and the Service will present a final Risk and Resource Model to the Commissioner at the September 2022 Executive Board. Following the Commissioner's final decision, employee consultation on any changes which are approved will commence with implementation to commence early in 2023.



**NORTH YORKSHIRE
FIRE & RESCUE SERVICE**



Community Risk Profile

March 2022



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Foreword

The Fire and Rescue National Framework for England outlines the requirement for every fire and rescue authority to assess all foreseeable fire and rescue related risks that could affect their communities.

It's essential that we understand current and future risks and their potential impact on the people who visit, live and work in North Yorkshire and the City of York. To be able to do this we need to understand the communities that we serve and the places where they live and work.

Our range of services are prevention and early intervention, fire safety, supporting resilience, and emergency response. Like most public sector organisations, our resources are limited. It is important that our communities have confidence in us, and the way we deliver our services, by using our resources effectively and efficiently to address the risks that are present.

In this document we set out an overview of the risks that we have identified. We focus on what we have identified to be the priority risks. This allows us to decide how we use the resources available to us to deliver our full range of services.

Society is constantly changing, as are our communities. Our services need to adapt and evolve with this, so the information presented here is crucial in helping us continue to keep our communities safe now and in the future.

This Community Risk Profile provides a comprehensive and forward-looking assessment of the risks in our communities that will impact upon, and shape, the services we deliver over the coming years.



Signature redacted by NYCC prior to publication

Jonathan Foster
Interim Chief Fire Officer

Introduction

Our statutory duties

North Yorkshire Fire and Rescue Service (NYFRS) plays a crucial role in making our communities safer. We do this by preventing and protecting people from fire and other risks, and by responding effectively to emergencies when they occur.

We fulfil the Government's priorities in the Fire and Rescue National Framework (2018)¹ which requires fire and rescue authorities to:

- make appropriate provision for fire prevention and protection activities and response to fire and rescue related incidents;
- identify and assess the full range of foreseeable fire and rescue related risks their areas face;
- collaborate with emergency services and other local and national partners to increase the efficiency and effectiveness of the service they provide;
- be accountable to communities for the service they provide; and
- develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse.

We must ensure that we make provision for:

- extinguishing fires;
- protecting life and property in the event of fires;
- rescuing and protecting people in the event of a road traffic collision; and
- rescuing and protecting people in the event of other emergencies.

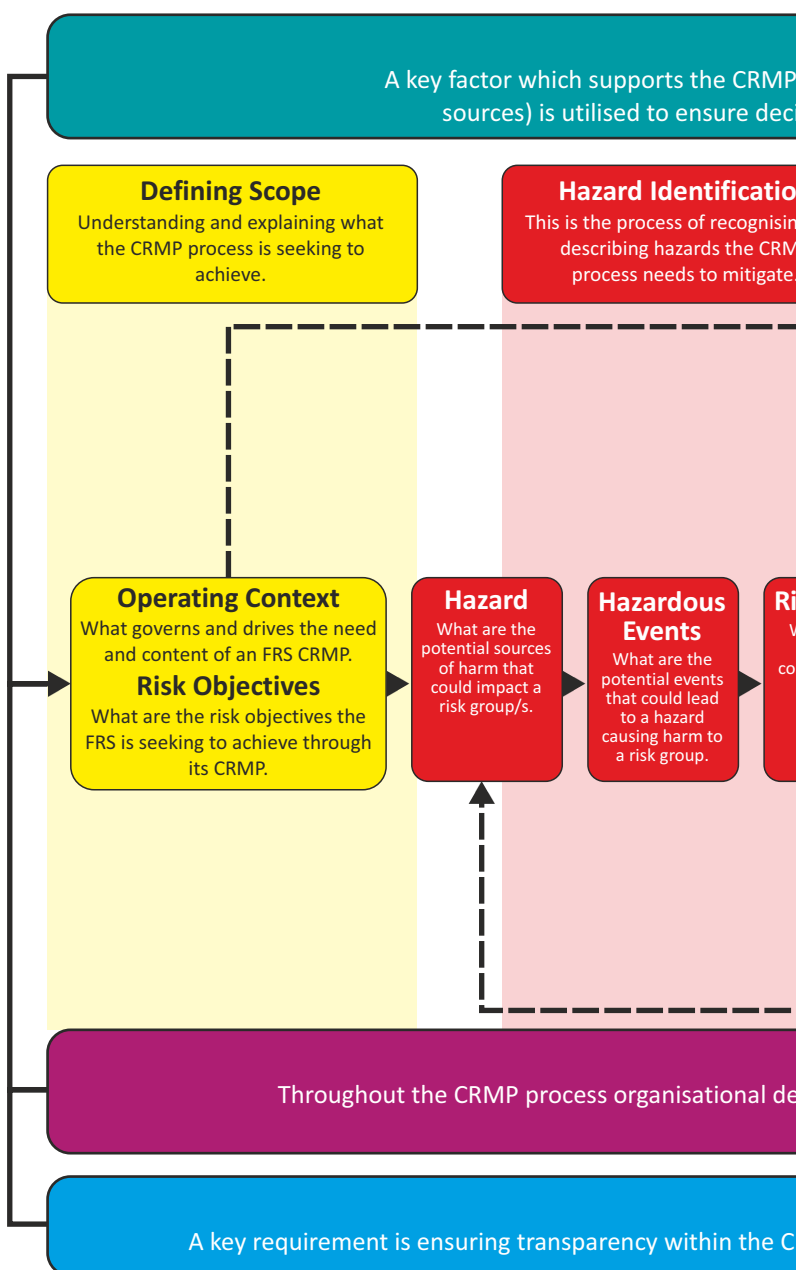


NFCC
National Fire
Chiefs Council

Integrated Risk Management Plan

For each Fire and Rescue Service in England, these statutory duties are built into an Integrated Risk Management Plan (IRMP) that is developed and owned by each Service.

“Every Fire and Rescue Authority must assess all foreseeable fire and rescue related risks that could affect their communities, whether they are local, cross-border, multi-authority and/or national in nature from fires to terrorist attacks. Regard must be had to Community Risk Registers produced by Local Resilience Forums and any other local risk analyses as appropriate.”¹



¹ Fire and Rescue National Framework for England 2018

The Chief Fire Officer produces an IRMP covering at least a 3-year period. This is known locally in North Yorkshire as our Risk and Resource Model (RRM). We've called it the RRM because its aim is to improve community safety by reducing risk through making the best use of our resources, such as our fire engines and our people. We need to provide communities with a service that is 'value for money' whilst also making sure we provide a safe working environment for our firefighters.

Figure 1 illustrates how our RRM planning framework is aligned to the national framework produced by the National Fire Chiefs Council (NFCC).

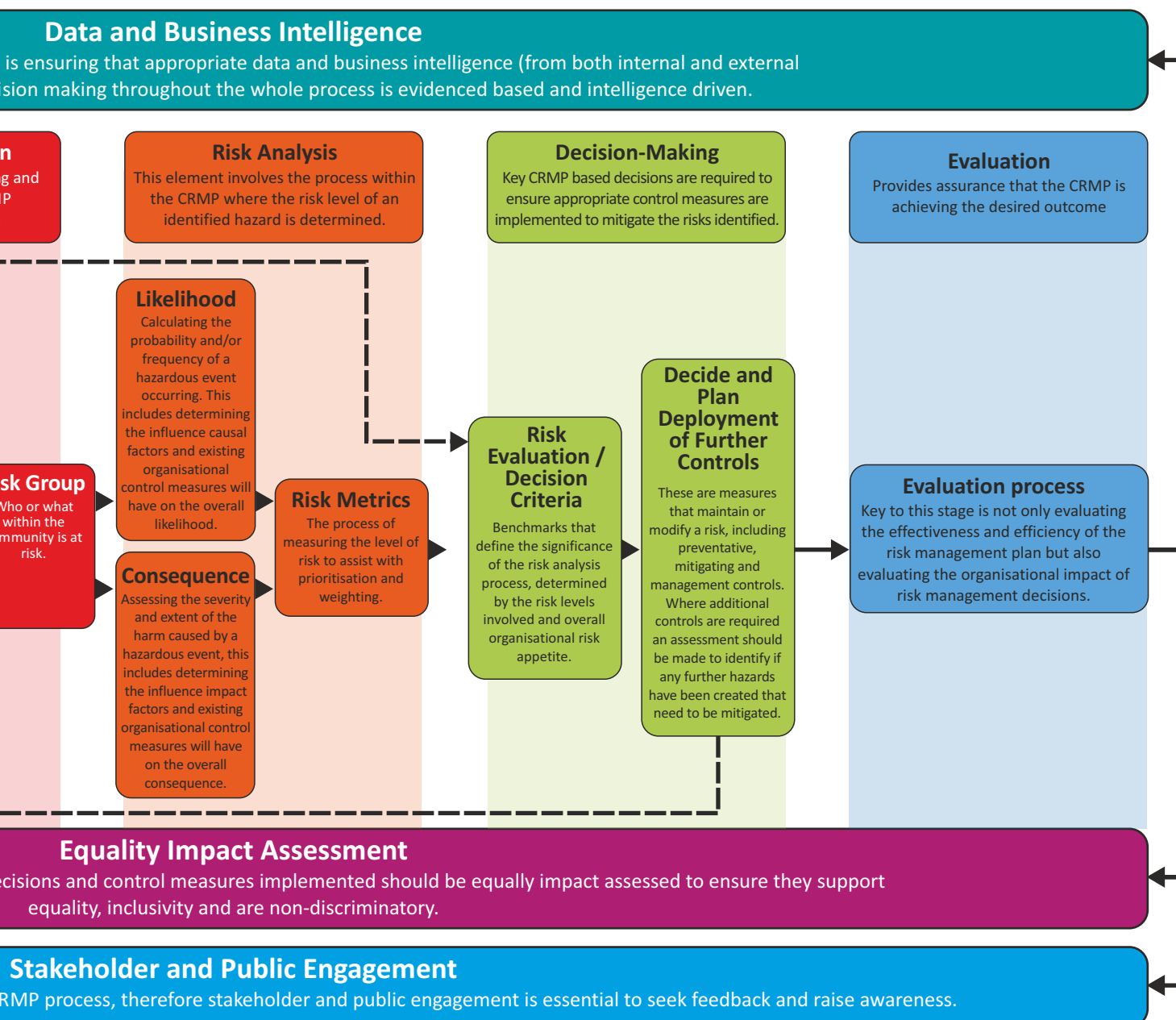
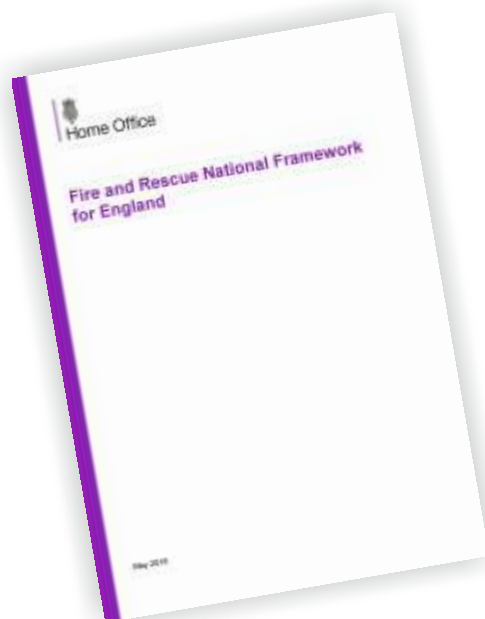


Figure 1: NFCC Community Risk Management Plan Strategic Framework

Community Risk Profile

The resources that we put in place will be based on an assessment of risk across the Service area. We call our assessment of risk the Community Risk Profile (CRP). Our research and understanding of the factors that create risk have been considered, based on a wide range of information from a variety of sources. This has helped us to prioritise the risks we need to focus on: accidental dwelling fires leading to death and serious injury, road and water.

Information is also included about social, environmental, technological and infrastructural changes so that we have a good understanding of the issues which are likely to affect our communities and our Service in future years.

The data and information we have used is:

- relevant;
- reliable;
- based on a suitable sample size;
- validated; and
- sustainable.

This analysis helps us to understand the needs of our communities so that we can shape our prevention, protection, and emergency response interventions and bolster community resilience. Based on all this information we now have a better view of what, where and why risk exists in our county. We have a deeper understanding of the risk factors and hazards that increase the likelihood of our services being needed. More importantly, it allows us to understand how and where we can intervene early to reduce the need for our emergency response.

To ensure we keep abreast of changes to our existing risks, as well as emerging or future projected risks, we will regularly update our Community Risk Profile.



How do we define risk?

This section sets out our local and national risks and how we define and prioritise them.

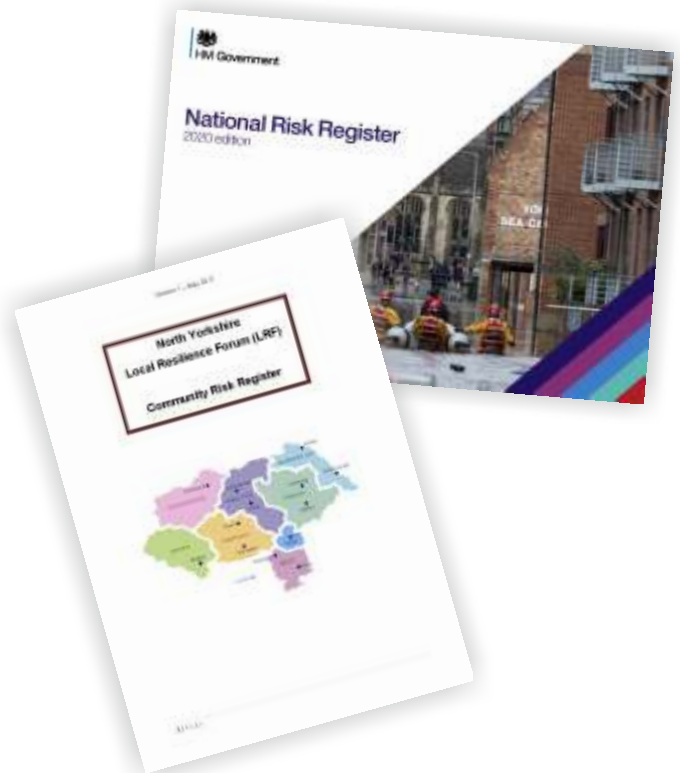
We define risk as a combination of the likelihood and consequences of hazardous events: ²

- **Hazardous event** = an event with the potential to cause harm. This may be referred to as a threat or risk.
- **Likelihood** = the chance of something happening. This is sometimes also referred to as the probability, frequency or uncertainty of events.
- **Consequence** = the outcome of an event. Specifically, the severity or extent of harm caused by the event.

We have considered three broad areas of risk – fire, road and water, against the definition of risk. We have considered a range of other risks which are also important for us to understand. We have focussed on three priority areas that present the greatest threat/harm to life from a fire and rescue perspective in North Yorkshire:

- Accidental dwelling fire risk and fatality/injury risk
- Road risk and fatality/serious injury risk
- Water risk; flooding, rescues and other water-related risk

We recognise that fires occur in commercial / agricultural buildings, vehicles, open spaces etc. but we have concentrated on dwelling fires because these are more likely to result in death or injury.



We have also considered the National Risk Register and the Community Risk Register created by North Yorkshire's Local Resilience Forum (NYLRF) which is a partnership of local agencies working together to manage emergencies covering the whole of North Yorkshire and York.

We need to know where vulnerable people live. Having this information helps us plan how best to deliver our services to help prevent fires and other emergencies that could affect them. To help us define what we mean by 'vulnerable', we have identified and analysed the factors that put people at an increased likelihood of requiring an intervention or response from our Service.



² NFCC definition of risk

Service area: North Yorkshire and the City of York

Our county

North Yorkshire is the largest county in England covering 3,200 square miles. There are 340,000 households with a population of 830,000 residents. There are 37,000 active businesses. The City of York is home to over 21,000 students, with two universities. North Yorkshire's national parks and over 800 tourist attractions attract more than 20 million visitors each year.



Figure 2: The eight district boundaries

Our Service area consists of the County of North Yorkshire with its seven districts and boroughs, and the City of York. There are currently two upper tier authorities; North Yorkshire County Council and the City of York Council.

Our county has isolated rural settlements and farms, market towns, and larger urban areas such as York, Harrogate, and Scarborough. Overall, it is sparsely populated, but the population is increasing steadily. It has an ageing population with the number of people in the older age groups increasing at a higher rate than the average in England. By 2025, there will be 21,200 additional people aged 65+ in our county, but a decrease in the working-age population. Rate of suicides is slightly higher than the national average. Compared to the England average, overall population health is better and smoking prevalence is significantly lower. Life expectancy varies by 15 years between wards across the county.

Two of the major rivers in the county are the River Swale and the River Ure. The Swale and the Ure form the River Ouse which flows through York and into the Humber estuary. The River Tees forms part of the border between North Yorkshire and County Durham.



There are approximately 6,000 miles of road across our Service area. The road network is the main means of transport connecting small towns and villages. The rural nature of our county means that people often travel further to access work, education and services. Each year North Yorkshire and York welcomes tens of thousands of visitors who travel to, in and around the county, primarily on rural roads.

Our county is a popular tourist destination. Hospitality and entertainment are some of the main industries in the area. Stretching from the North Sea in the east to beyond the Pennine watershed in the west, and from the Tees in the north to the Ouse and beyond in the south, the county 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. The coastline of North Yorkshire runs for approximately 45 miles from just north of Whitby to south of Filey.

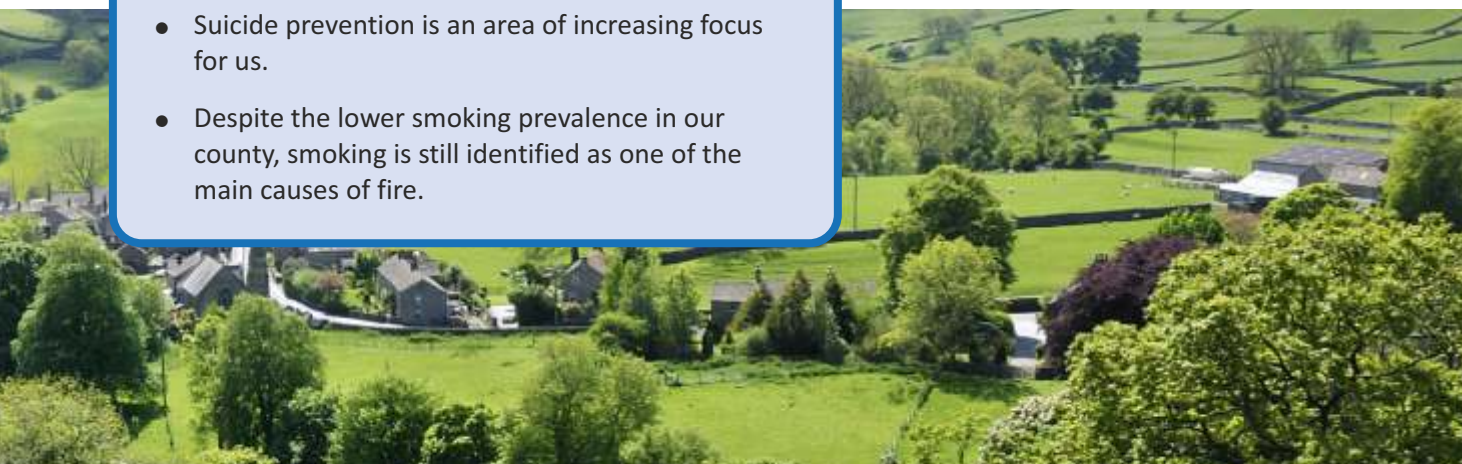


Figure 3: Arterial road network



So what does this tell us?

- Our size, geography and rurality present challenges around travel (distances, times and the nature of the roads), and for ensuring even access to our services across the county.
- A high number of visitors and students means that our population and risk profiles fluctuate throughout the year.
- An ageing population requires a wider range of interventions to minimise the need for emergency response.
- Suicide prevention is an area of increasing focus for us.
- Despite the lower smoking prevalence in our county, smoking is still identified as one of the main causes of fire.





Total incidents

Overall, we've seen a decrease in the total number of incidents we attend over the last ten years, with some upward fluctuations over the last three years.

There was a downturn in 2020/21 due to COVID-19. This was largely attributable to the reduction in road traffic collisions. Over the last five years, total incidents ranged between 6,492 and 7,535.

Year	Total
2016/17	6594
2017/18	6546
2018/19	7326
2019/20	7535
2020/21	6492

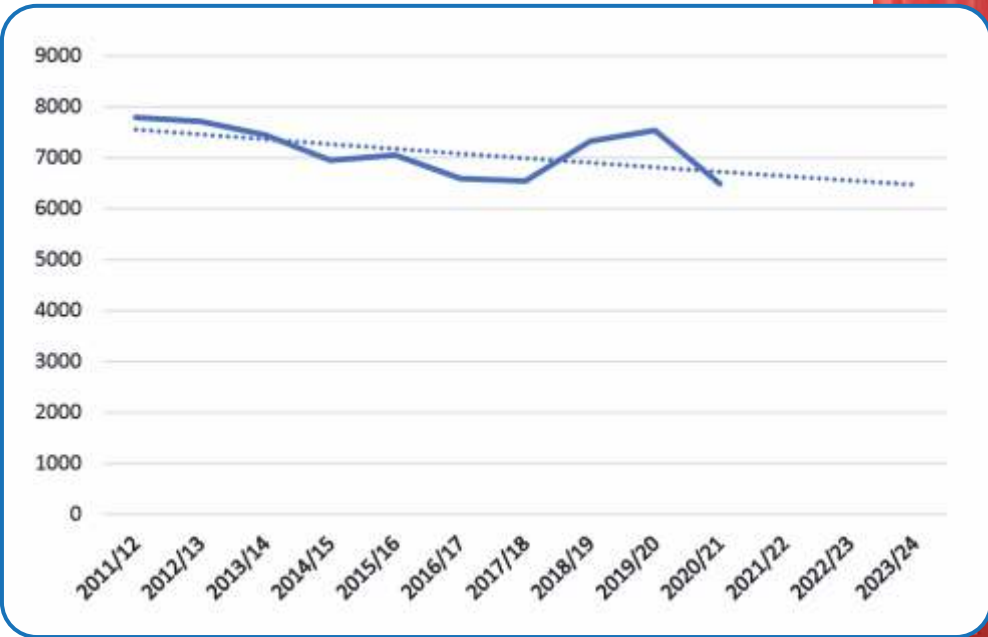


Figure 4: Total incidents attended (Home Office)

Fires account for roughly a quarter of the incidents that we respond to and non-fire incidents (we call these special services) a further quarter. Just under half of the incidents we respond to are false alarms. Over the last ten years there's been an overall downward trend in fires and false alarms but we provide special services across an increasingly wide range of types and this is steadily growing as an overall proportion of our work. Most incidents requiring our attendance occur from around 9am and up to around 10pm.

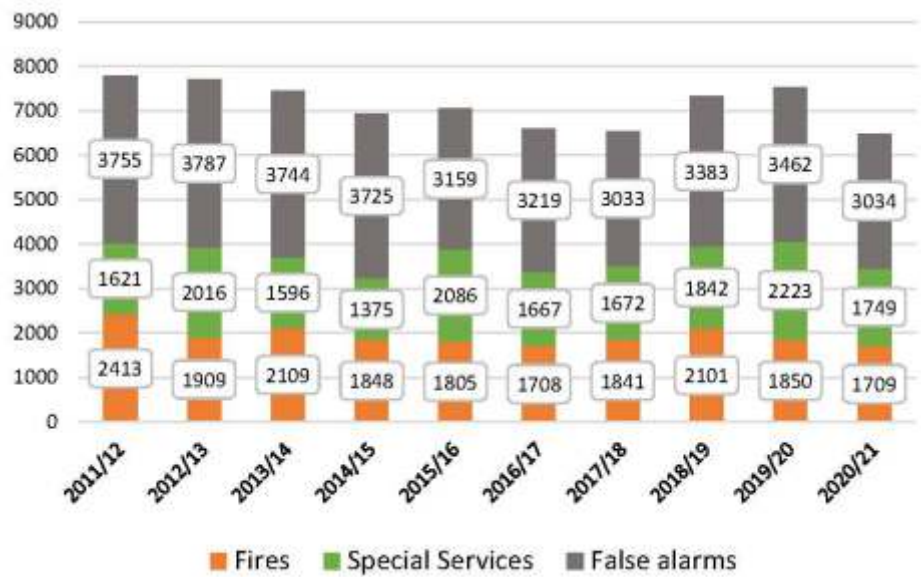


Figure 5: Number of incidents by incident category (Home Office)

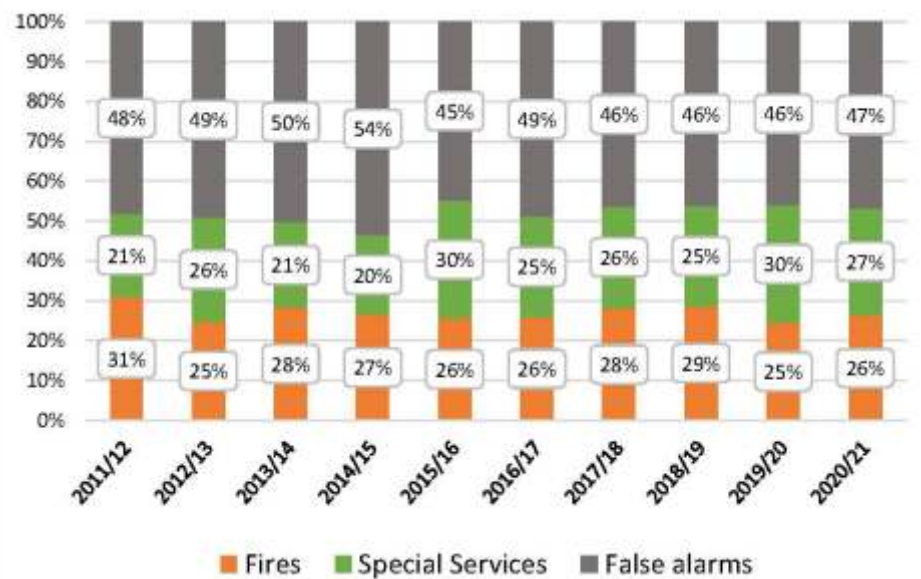
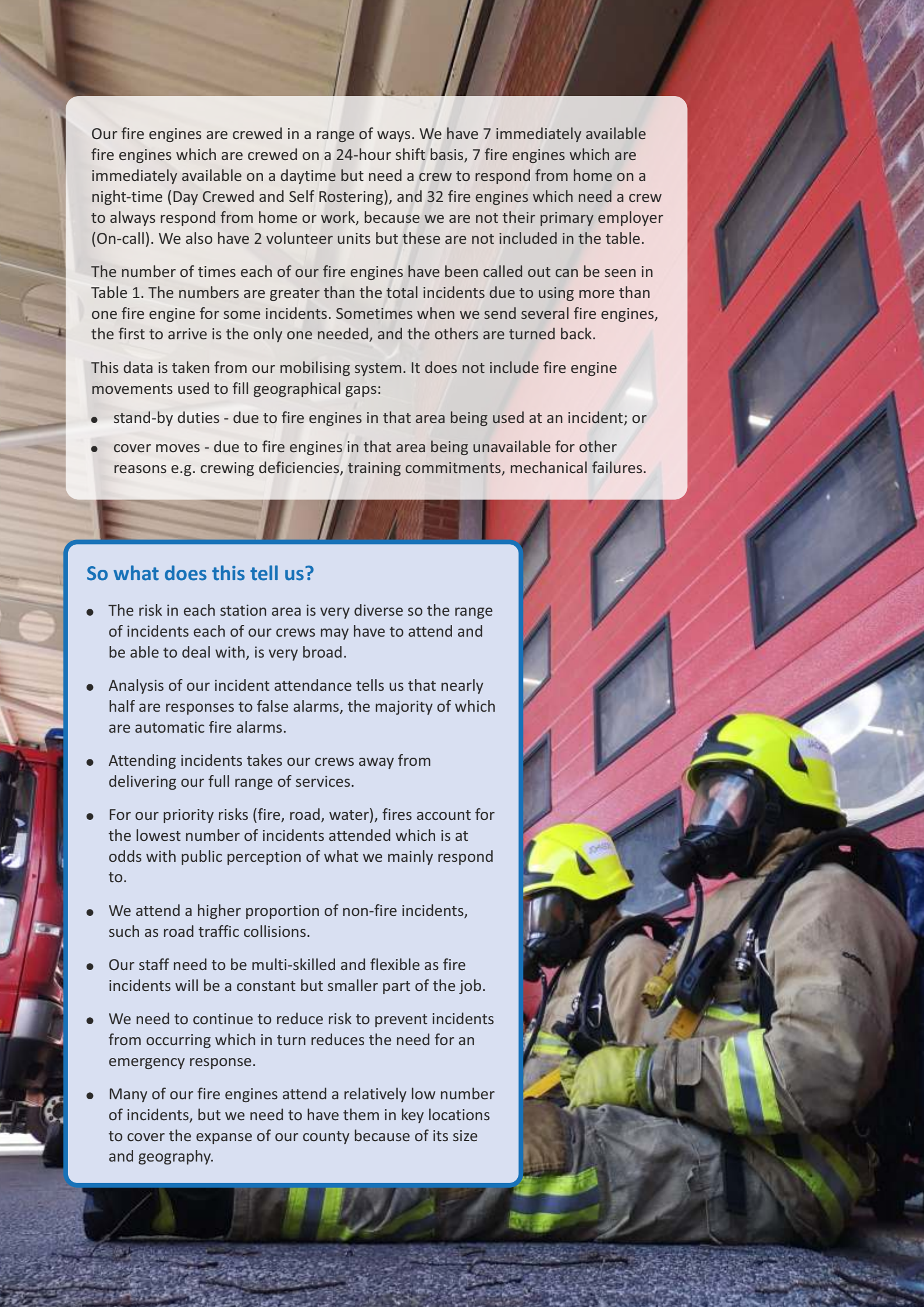


Figure 6: Incident category as a percentage (Home Office)

Table 1: Number of times each fire engine was called out for each year (NYFRS mobilising system)

Fire Engine	17/18	18/19	19/20	20/21	Average	Total
York (Shift)	1,065	1,183	1,173	971	1,098	4,392
Acomb (Shift)	765	832	820	790	802	3,207
Scarborough (Shift) 2	650	537	688	440	579	2,315
Harrogate (Shift) 2	630	461	574	410	519	2,075
Scarborough (Shift) 1	560	555	510	442	517	2,067
Harrogate (Shift) 1	498	525	489	437	487	1,949
Selby (Day Crewed)	391	454	441	452	435	1,738
Huntington (Shift)	412	430	405	358	401	1,605
Ripon (Day Crewed)	316	336	374	375	350	1,401
Skipton (On-call) 1	289	314	337	264	301	1,204
Northallerton (Self Rostering)	231	316	350	281	295	1,178
Knaresborough (On-call)	278	286	291	263	280	1,118
Richmond (Self Rostering)	228	280	278	270	264	1,056
Tadcaster (Day Crewed)	195	267	291	295	262	1,048
Malton (Day Crewed)	224	256	274	256	253	1,010
Whitby (Day Crewed)	211	225	246	209	223	891
Filey (On-call)	219	222	243	205	222	889
Thirsk (On-call)	185	193	150	130	165	658
Boroughbridge (On-call)	157	166	129	116	142	568
Colburn (On-call)	92	114	167	173	137	546
Pickering (On-call)	142	138	137	122	135	539
Acomb (On-call)	72	116	134	140	116	462
Selby (On-call)	131	117	103	105	114	456
Northallerton (On-call)	159	119	104	67	112	449
Bedale (On-call)	103	113	121	111	112	448
Stokesley (On-call)	90	114	102	107	103	413
Kirkbymoorside (On-call)	75	112	95	65	87	347
Easingwold (On-call)	89	100	79	68	84	336
Leyburn (On-call)	92	85	85	71	83	333
Ripon (On-call)	121	93	68	47	82	329
Lythe (On-call)	95	81	87	63	82	326
Settle (On-call)	76	85	99	64	81	324
Skipton(On-call) 2	78	91	89	66	81	324
Malton (On-call)	113	59	48	51	68	271
Helmsley (On-call)	72	64	56	75	67	267
Tadcaster (On-call)	73	55	54	49	58	231
Masham (On-call)	54	75	60	41	58	230
Sherburn (On-call)	64	57	51	56	57	228
Bentham (On-call)	47	50	68	57	56	222
Robin Hoods Bay (On-call)	54	44	61	45	51	204
Huntington (On-call)	34	35	52	62	46	183
Grassington (On-call)	23	52	61	40	44	176
Summerbridge (On-call)	36	55	28	40	40	159
Hawes (On-call)	26	38	58	32	39	154
Reeth (On-call)	30	39	46	31	37	146
Danby (On-call)	39	40	22	27	32	128
	9,584	9,979	10,198	9,650		38,600



Our fire engines are crewed in a range of ways. We have 7 immediately available fire engines which are crewed on a 24-hour shift basis, 7 fire engines which are immediately available on a daytime but need a crew to respond from home on a night-time (Day Crewed and Self Rostering), and 32 fire engines which need a crew to always respond from home or work, because we are not their primary employer (On-call). We also have 2 volunteer units but these are not included in the table.

The number of times each of our fire engines have been called out can be seen in Table 1. The numbers are greater than the total incidents due to using more than one fire engine for some incidents. Sometimes when we send several fire engines, the first to arrive is the only one needed, and the others are turned back.

This data is taken from our mobilising system. It does not include fire engine movements used to fill geographical gaps:

- stand-by duties - due to fire engines in that area being used at an incident; or
- cover moves - due to fire engines in that area being unavailable for other reasons e.g. crewing deficiencies, training commitments, mechanical failures.

So what does this tell us?

- The risk in each station area is very diverse so the range of incidents each of our crews may have to attend and be able to deal with, is very broad.
- Analysis of our incident attendance tells us that nearly half are responses to false alarms, the majority of which are automatic fire alarms.
- Attending incidents takes our crews away from delivering our full range of services.
- For our priority risks (fire, road, 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.
- Our staff need to be multi-skilled and flexible as fire incidents will be a constant but smaller part of the job.
- We need to continue to reduce risk to prevent incidents from occurring which in turn reduces the need for an emergency response.
- Many of our fire engines attend a relatively low number of incidents, but we need to have them in key locations to cover the expanse of our county because of its size and geography.

Priority risks

Accidental dwelling (home) fires



The risk of death and injury from a fire at home, at work and in the wider community tragically still exists across the UK. Around three-quarters of fire deaths still occur in dwellings. Over the last ten years there have been 25 fire fatalities in the Service area, 2 of which were work related.

There's a downward trend in dwelling fires both nationally and in our county, with the lowest number of 289 incidents recorded in our Service area in 2020/21 (Figure 7). This downward trend in incidents is responsible for the reduction in the number of non-fatal injuries at accidental dwelling fires (Figure 8).

The downward trends reflect our proactive prevention and protection work to stop these incidents from occurring in the first place, as well as improved fire safety standards, building design and regulations, changing cooking habits, increased smoke alarm ownership, and a reduction in smoking.

While there is likely to be a growth in house numbers in the county over the next 5 years, these homes will meet modern safety regulations, significantly reducing fire risk. Even in older buildings, renovation and improvement works to modern standards, should also reduce fire risk.

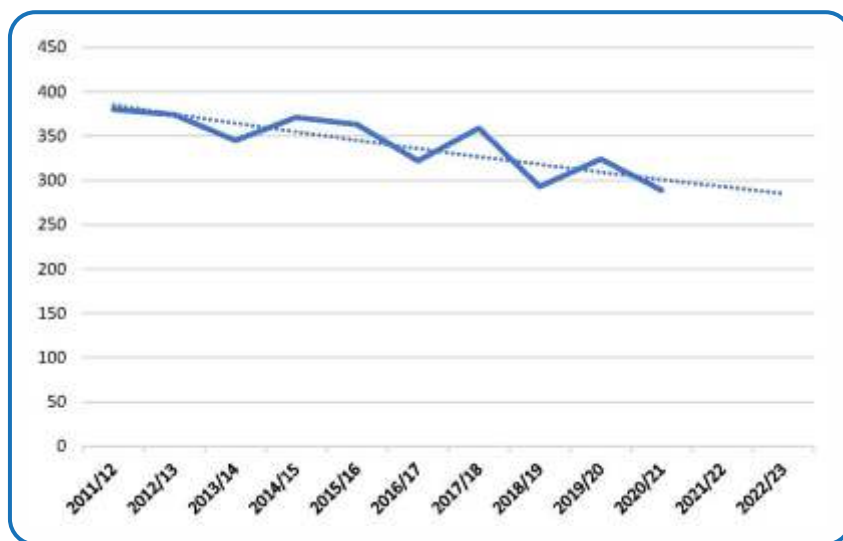


Figure 7: Accidental dwelling fires (Home Office)

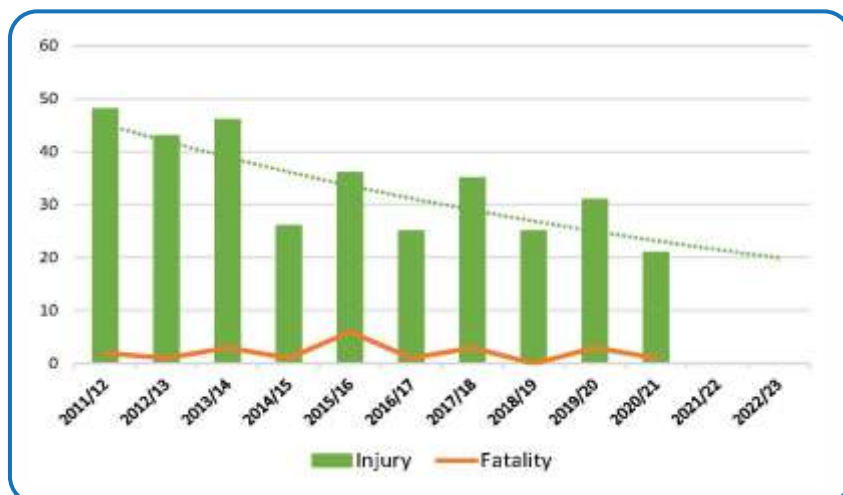


Figure 8: Accidental dwelling fire injuries and fatalities (Home Office)



Who is at risk?

We have explored the factors that increase the likelihood of a dwelling fire as well as the factors that put people at greater risk of dying in a house fire.

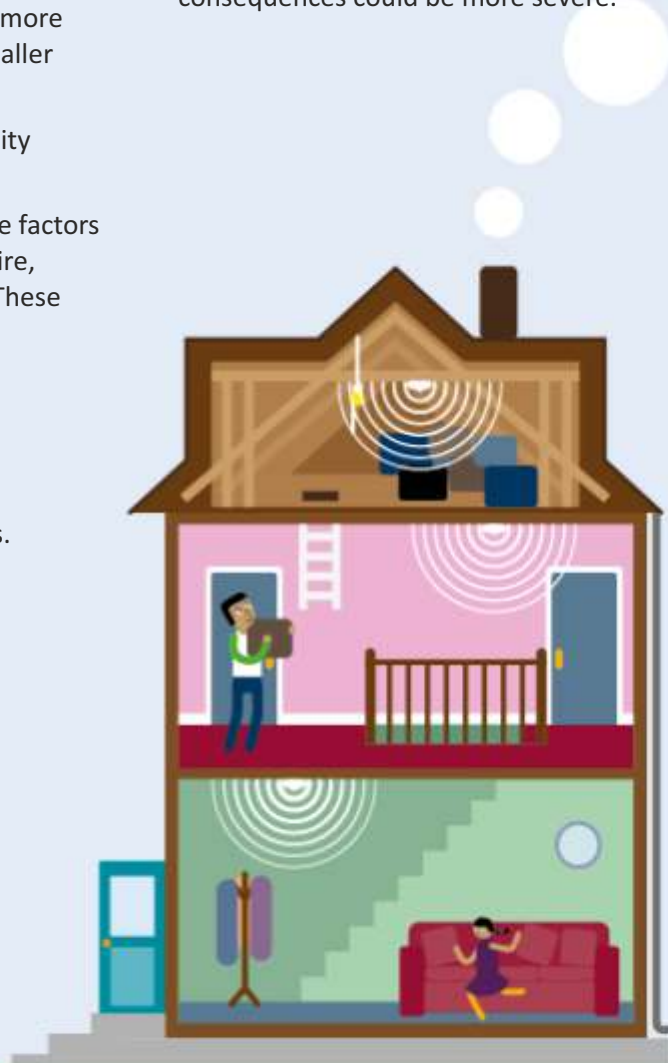
The people most likely to experience a fire are:

- those living in rented households rather than owner occupiers;
- those living in flats rather than those in a house;
- those under the age of 60;
- those living in a household with five or more members rather than those living in smaller households; and
- those with a long-term illness or disability rather than those without.

However, national data show that there are factors that put people more at risk of dying in a fire, including not being able to self-evacuate. These are:

- older people (65+);
- people with mobility issues;
- those that live alone; and
- people who live in more deprived areas.

Those over 65 represent the largest proportion of fire fatalities and injuries in our Service area over the last 10 years. All districts have an ageing population, with a predicted 14% increase across North Yorkshire and the City of York in over 65s by 2025 (compared to 2018). While these people maybe less likely to have a fire, if they do, the consequences could be more severe.



Indices of Deprivation

The Indices of Deprivation 2019 provide a set of relative measures of deprivation for small areas across England.

These small areas are known as Lower Super Output Areas (LSOAs) and are designed to be of a similar population size, with an average of approximately 1,500 residents or 650 households. This means that an urban area will have many LSOAs covering a small geographical area compared to less populated rural areas. Across North Yorkshire we have 493 LSOAs.

An overall Index of Multiple Deprivation (IMD) for each LSOA is based on seven 'domains of deprivation' with each 'domain' having a particular weighting as set out in Figure 9.

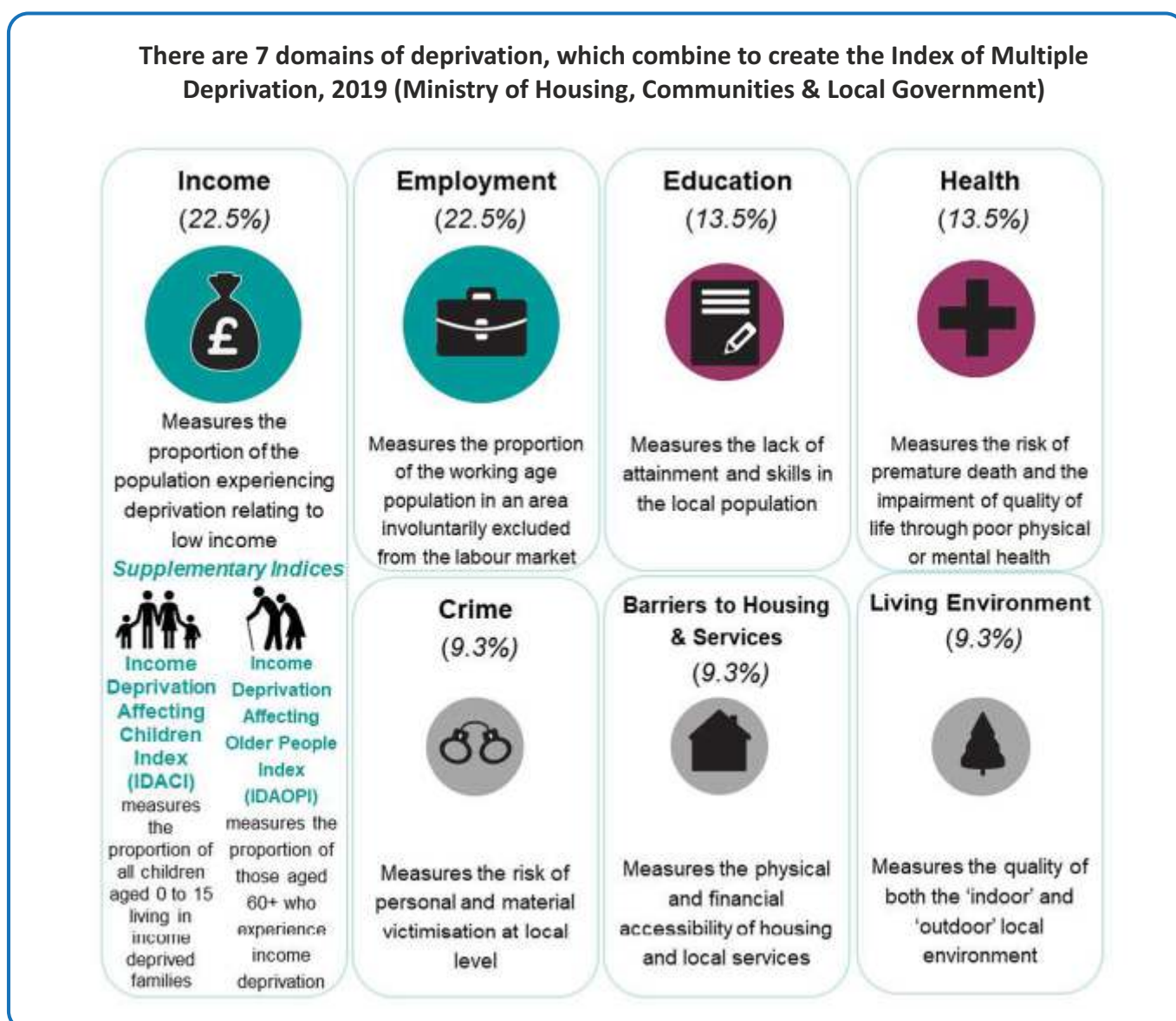


Figure 9: The seven domains of deprivation from the IMD (2019)

Areas with a high IMD score are linked to areas of highest demand for our services. In 2019 the average IMD score for North Yorkshire and the City of York was amongst the lowest in the country (figure 10). Of the 493 LSOAs in North Yorkshire and the City of York, 30 are amongst the 20% most deprived in England, 20 of which are in the Scarborough district.

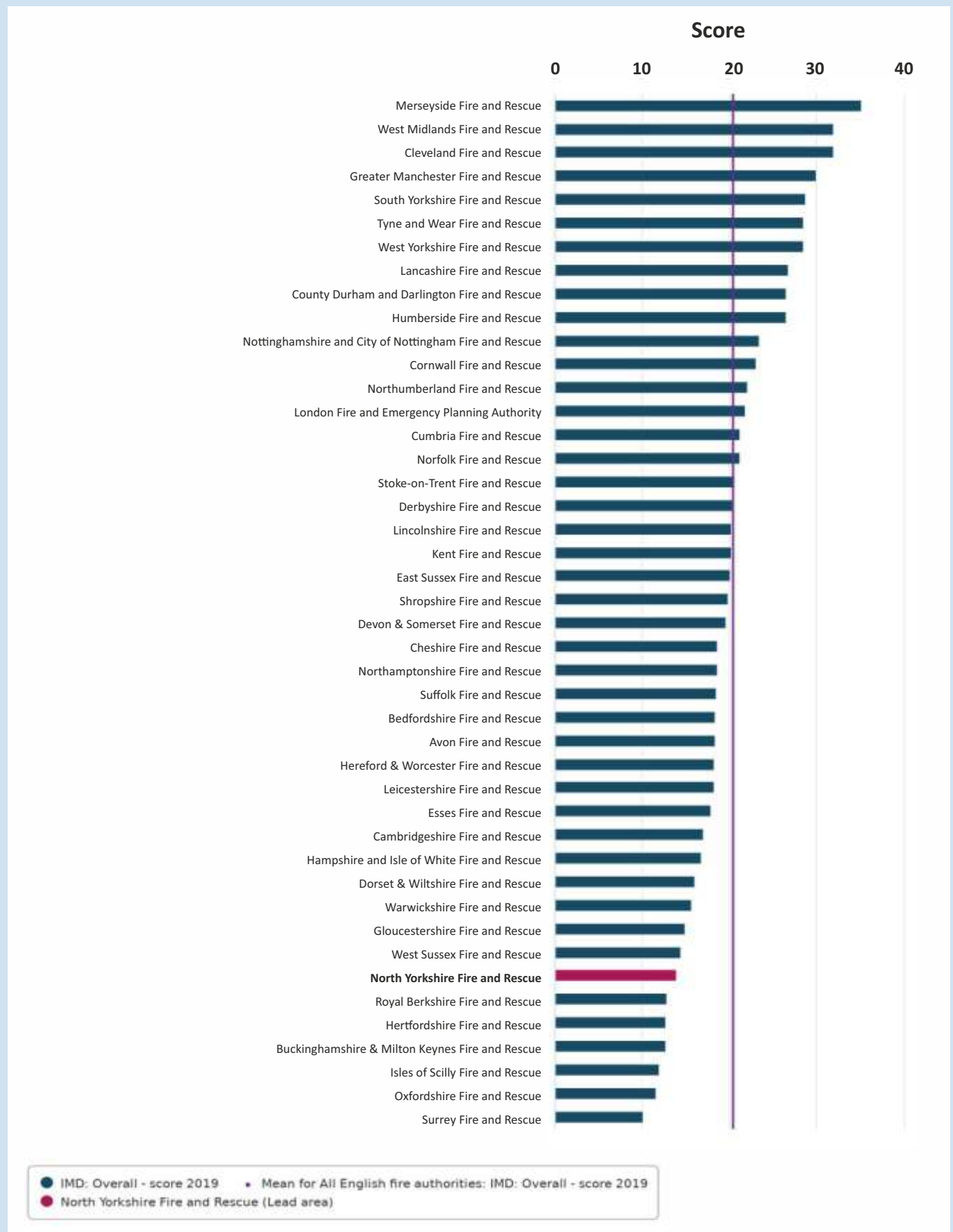


Figure 10: IMD 2019 average scores by fire and rescue service area (Ministry of Housing, Communities & Local Government)

Combined Fire Risk



We have created a combined risk score that incorporates both the likelihood of people experiencing a house fire and of having a severe outcome linked to their difficulty in evacuating.

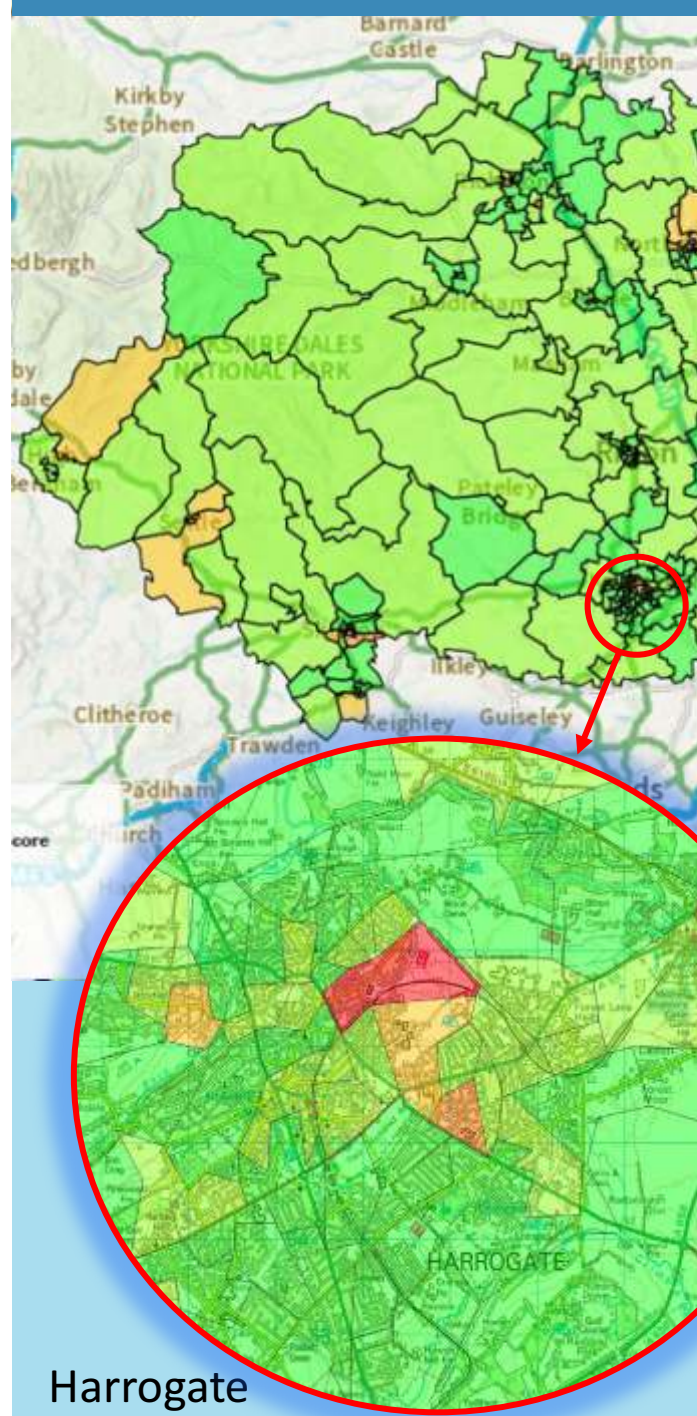
We have used datasets based on the risk factors. The data sets used are:

- age, in particular focussing on over 65s living alone;
- proxy indicators of frailty e.g. blue badge ownership;³
- a social renter data set; and
- Indices of Multiple Deprivation.

We used modelling software to create a combined risk score across the datasets. We put the scores into 5 bands allowing us to compare the relative risk across the county. A higher score will place it in a higher risk band which we can show on a map. The bands allow us to compare risk by showing areas that have higher numbers of people that meet the risk factors. We recognise however, that the calculated level of vulnerability in an area will not apply to every person living there.

Figure 11 shows the combined fire risk by LSOA (around 650 households) across North Yorkshire.

Combined Risk For North Yorkshire



So what does this tell us?

- Overall, the risk of death or injury in a residential fire is low but they still occur.
 - We need to find and help those most at risk to prevent fires from occurring.
 - The spread of risk is quite consistent however, there are more areas towards the east of the
- Service area with greater numbers of people meeting the risk factors.
- The larger urban centres such as York, Harrogate and Scarborough have a broad range of fire risk including the highest risk areas.
 - A lot of our higher risk is on the borders of our county, further from our fire stations, meaning we need to focus more of our prevention activity in these areas.

³ North Yorkshire County Council and The City of York, 2021 (Closed data source)

Fire Fire & Rescue Service Area

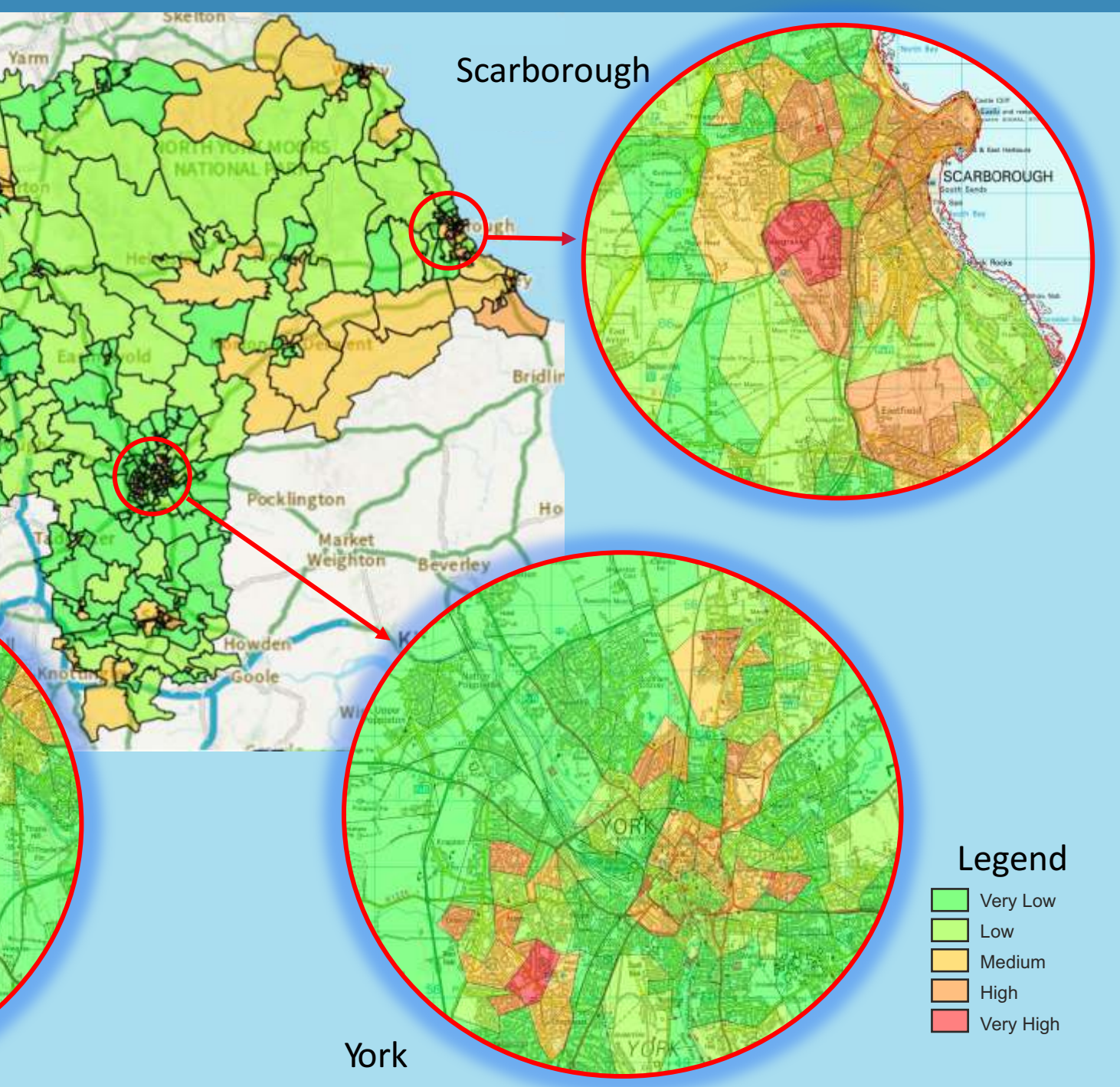


Figure 11: Combined score of over 65s living alone; blue badge ownership; social rented housing; IMD

- Our prevention services need to adapt and develop to meet the needs caused by societal changes such as an ageing population.
- We have a significant role to play working in partnerships to further reduce fire risk within our communities.

Road risk

A downward trend in the number of collisions and injuries on our roads has continued over the last five years.



Over the last five-year period, an average of 2,196 people were injured on our roads each year. 374 sustained serious injuries and tragically, 39 people lost their lives. Whilst there's been a steep decline in slight and serious injuries, the number of fatalities has remained at a steady level over time. We attend more killed or serious injury (KSI) collisions on the roads than we do for fire or water incidents.

Our focus is on preventing and reducing the incidents that cause most harm i.e. the number of fatalities and serious injuries but also providing an effective response in the event of an incident requiring our intervention.

NYCC Collision Density (2016-2020)

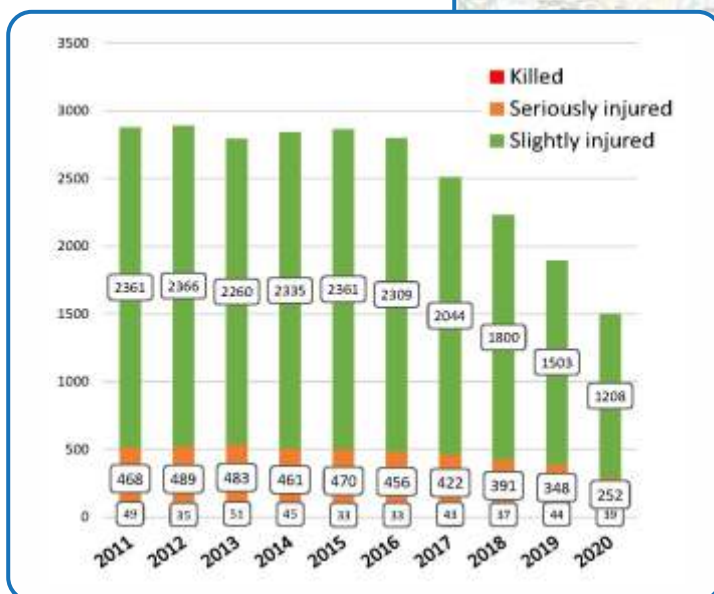
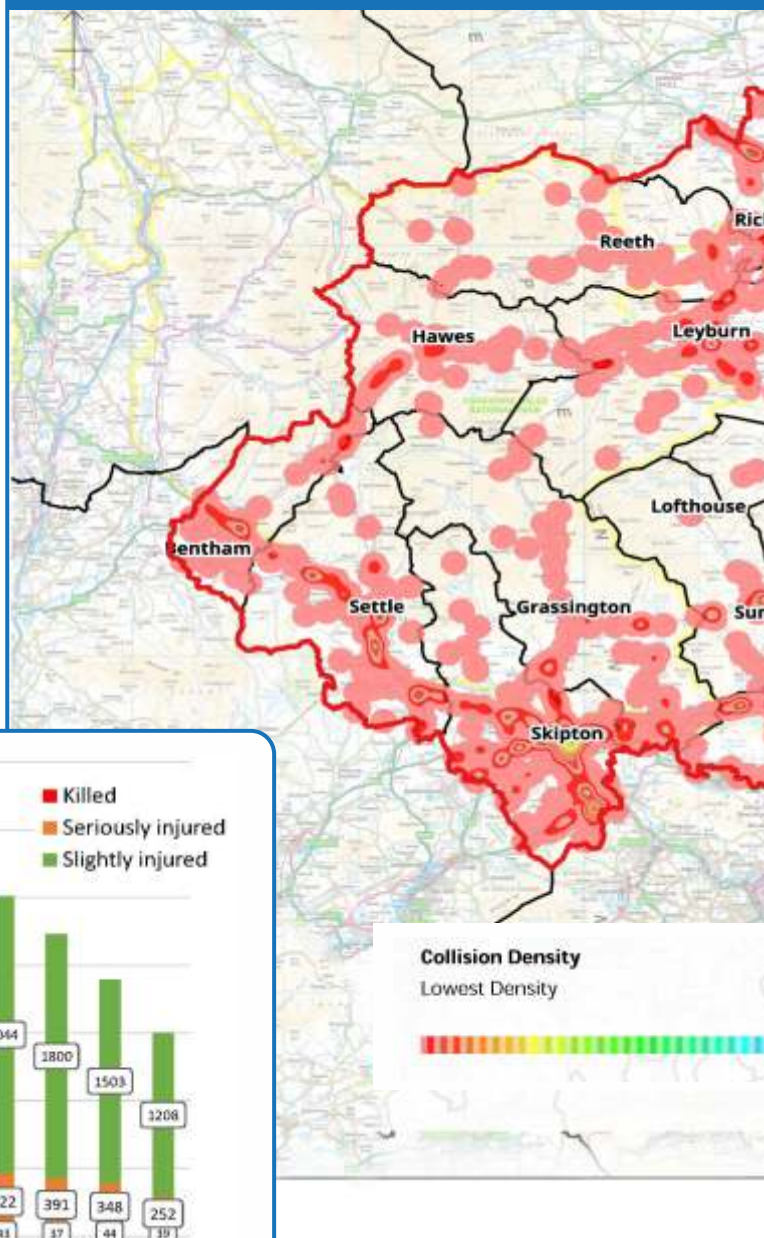
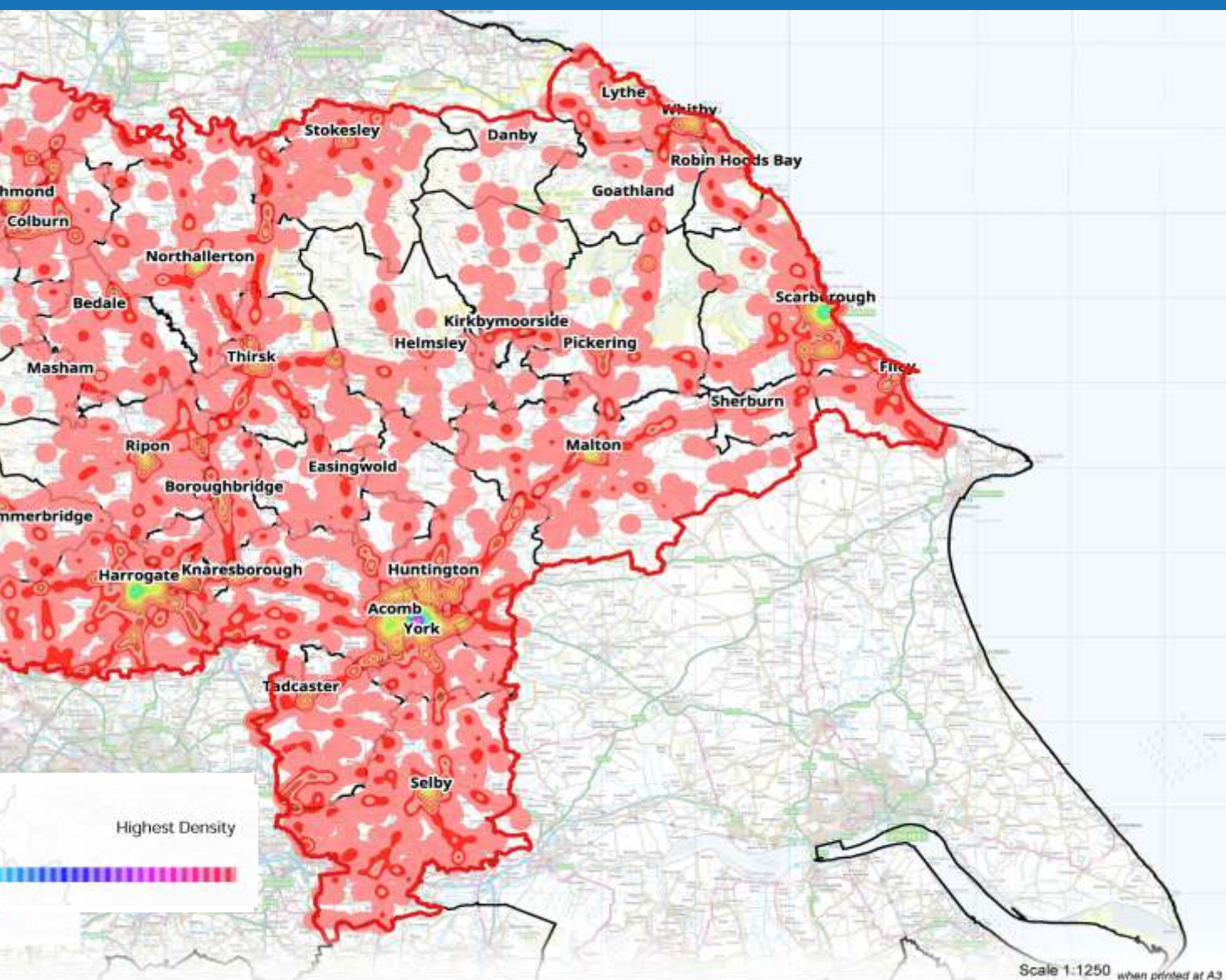


Figure 12: Number of casualties by severity of injury (Department for Transport)

The maps in Figures 13 to 15 show the density of collisions over the last five years and include the hotspots (Figure 13), as well as the locations of fatalities (Figure 14) and serious injuries (Figure 15).



Figure 14: Collisions resulting fatality 2016-2020 (NYCC)



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Figure 13 NYCC Collision Density (2016-2020)

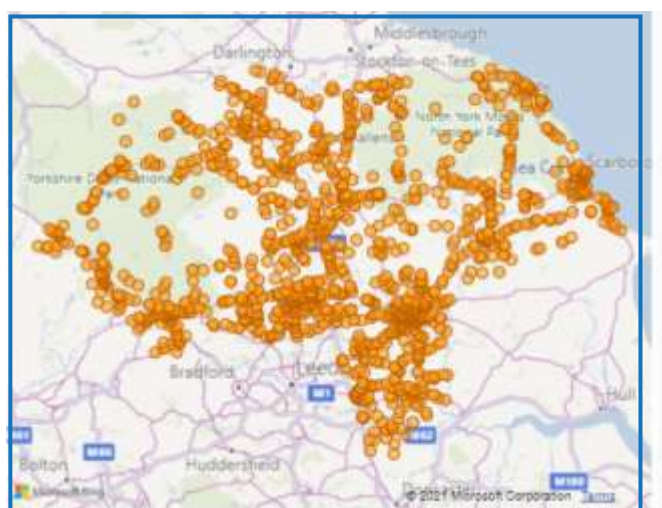


Figure 15: Collisions resulting in serious injury 2016-2020 (NYCC)

Analysis of casualty and collision data enables us to identify who is at greater risk of being seriously injured or killed, where the most serious incidents are likely to occur, when they happen, and why.

We use our prevention services to work collaboratively with partners as part of the York and North Yorkshire Road Safety Partnership, to reduce the likelihood of road traffic incidents occurring.

We consider road risk across 3 main categories:

- Geography
- Vehicles
- People

Geography

Our road network is relatively large and remote, and includes several strategic routes traversing the county and a vast network of rural roads. The majority of fatal and serious collisions occur towards the south and west of the county on either 'A' classification roads or smaller rural roads, predominantly in 60mph speed limits.

Five-year road traffic collision data which uses our incident data, along with datasets from the York and North Yorkshire Road Safety Partnership, shows that hotspots follow the main arterial routes and are in the urban towns and cities including York, Harrogate, Acomb, Scarborough and Skipton. Some of these are likely to be smaller impact collisions that will not have required a fire service attendance. There are identifiable routes which continue to have a higher-than-average incidence of serious road accidents, particularly those routes which are popular with the motorcycling community.

Vehicles

Almost 70% of road collisions involve cars. Motorcycles represent 20% of collisions which is disproportionately high relative to the miles travelled by them.

Most fatalities and serious injuries involve cars, however there is a disproportionate representation of motorcycle users involved in serious road accidents leading to death or serious injury.

Of note is a year-on-year increase in the number of fatalities and serious injuries involving pedal cyclists. Large numbers of slow moving vehicles such as agricultural vehicles can present a risk to other road users in our county.



People

The highest proportion of people killed or seriously injured on the roads in North Yorkshire are males aged between 16-35 and there is a higher-than-average proportion of persons aged over 70 killed or seriously injured on our roads. Certain age groups and vehicles pose a higher risk, such as males over 40 on high powered motorcycles.

Driver error is a factor in 60% of killed and serious injury incidents. The rate of alcohol-related road traffic accidents is similar to the rate for England. North Yorkshire Police report that drink and drug driving is still an issue within the county with a higher incidence in rural areas.

The rural nature of the county means that people are more likely to take risks which is particularly relevant to rural drink driving or high-speed driving when the roads are quiet.

So what does this tell us?

- The scale of the road safety problem in our Service area is greater than our incident data indicates as our attendance is not requested to all road traffic incidents.
- Around 6 in 10 collisions which result in people being killed or seriously injured occur on our more rural roads - mainly on roads with a 60mph speed limit.
- We recognise that road safety is a significant area where we need to focus our prevention activity.
- Tackling the factors that increase the likelihood of a road traffic incident and severity of the harm caused requires an evidence-based approach to prevention activities.
- We have a significant role to play working in partnerships to further reduce road risk within our communities.
- Road traffic collision activity sadly remains constant though with an increased complexity of rescue techniques because of new vehicle technology.

Figure 16: York and North Yorkshire Road Safety Partnership infographic on fatalities and serious injuries 2015-2019

Killed and Seriously Injured Casualties in York and North Yorkshire

455

38

Fatalities

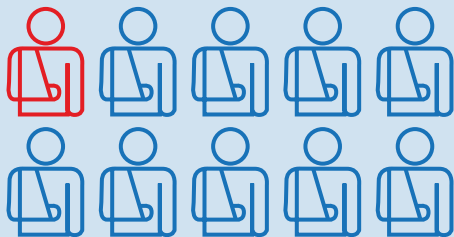
On average, 455 people are killed or seriously injured on our county's roads annually

417

Serious injuries



Driver error or reaction contributes to 6 in 10 KSI casualties



1 in every 10 KSI casualties is a fatality



1 in 10 KSI casualties is a pedestrian,



2 in 10 is a passenger and



7 in 10 is a driver



490 fixed penalty notices were issued to drivers using handheld mobile phone or device while driving (2019)



Motorcycles formed 7% of traffic but account for 26% of KSI casualties

26%



2 in 10 KSI casualties is a young person aged under 25



85,016 speeding offences recorded in 2019



7 in 10 KSI collisions are on dry roads

Pedal cyclists account for 14% of KSI casualties, increasing over time



Speed Limit

30

2% of KSI collisions are in a 20mph limit

28% of KSI collisions are in a 30mph limit

5% of KSI collisions are in a 40mph limit

1% of KSI collisions are in a 50mph limit

60

57% of KSI collisions are in a 60mph limit

7% of KSI collisions are in a 70mph limit



3 KSI casualties in every 10 are on urban roads, 7 in 10 are on rural roads



9 in every 20 KSI casualties are car occupants



5 in every 20 KSI casualties are powered two wheeler riders or passengers



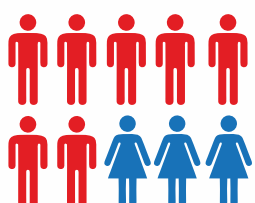
3 in every 20 KSI casualties are pedal cyclists



2 in every 20 KSI casualties is a pedestrian



1 in every 20 KSI casualties is an occupant of another vehicle e.g. goods vehicle, bus or coach



7 in 10 KSI casualties are male

Water risk

Flooding

Floods can be devastating, costing the lives of people and animals, as well as destroying crops, homes, businesses, and infrastructure.



The number of flooding incidents has fluctuated considerably year on year in line with weather conditions. NYFRS has seen a significant increase in the scale of flooding incidents over the last ten years (incident numbers shown do not represent total incidents as the flooding of an entire village for example could be classed as a single flooding event but the level of response required is significant).

Attendance at large scale flooding events such as in York, Malton and around Selby has become a routine activity, one which the Service has prepared and planned for alongside other organisations through the North Yorkshire Local Resilience Forum.

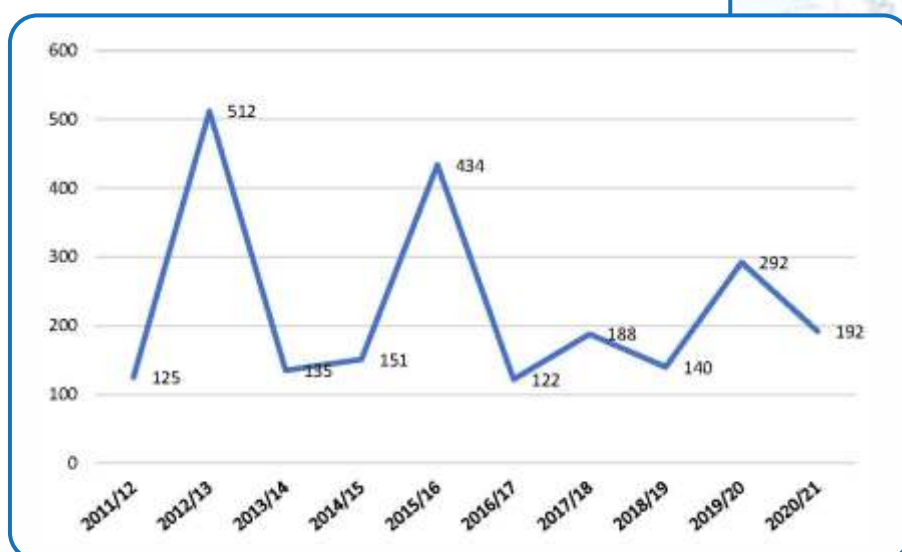


Figure 17: Number of flooding incidents (Home Office)

Figure 18 shows the predictive flood layers and indicates the areas most at risk of flooding. This provides geographical information but not when an event may occur. Currently we rely on real time information from the Environment Agency and Met Office as to when a flooding event is likely to happen.

Flood Zones in North Yorkshire

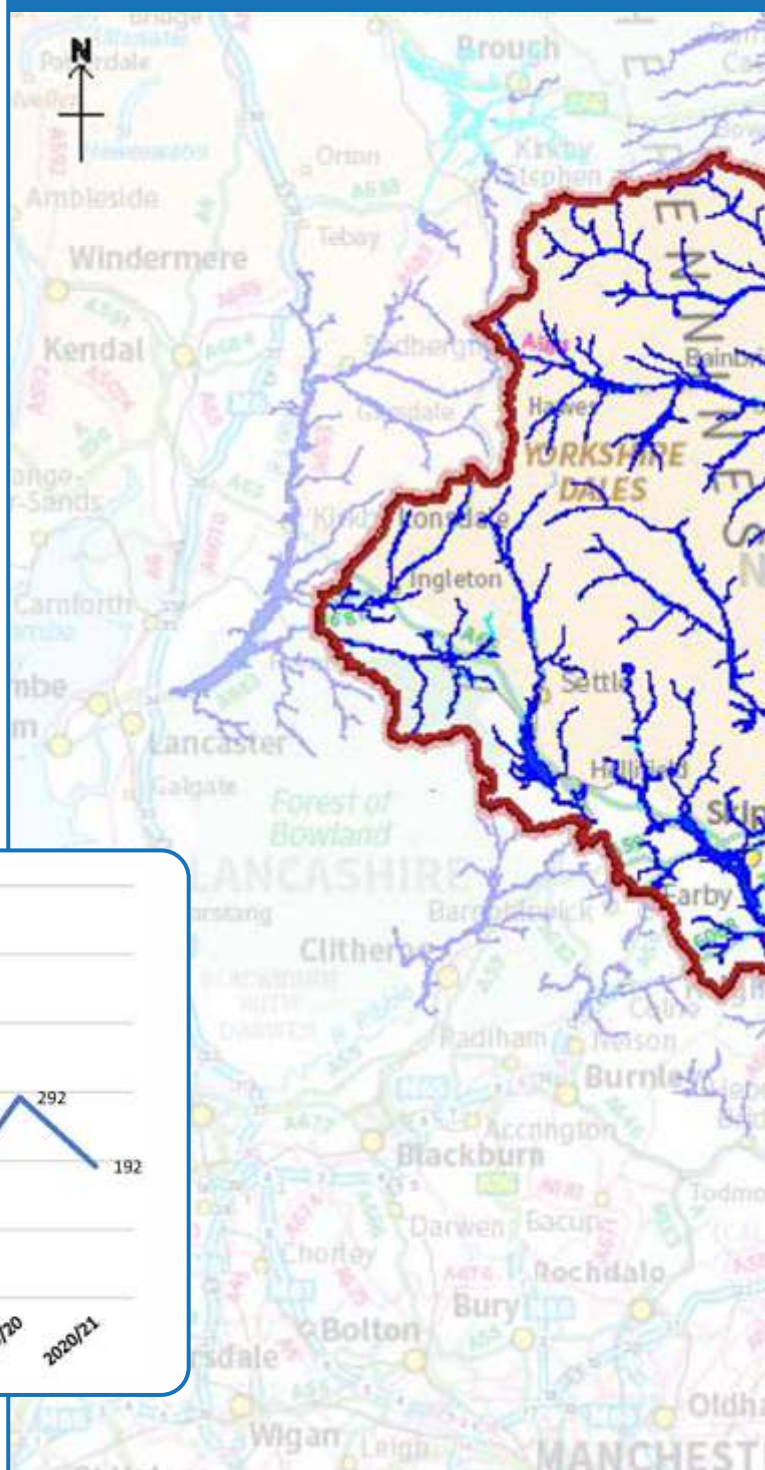
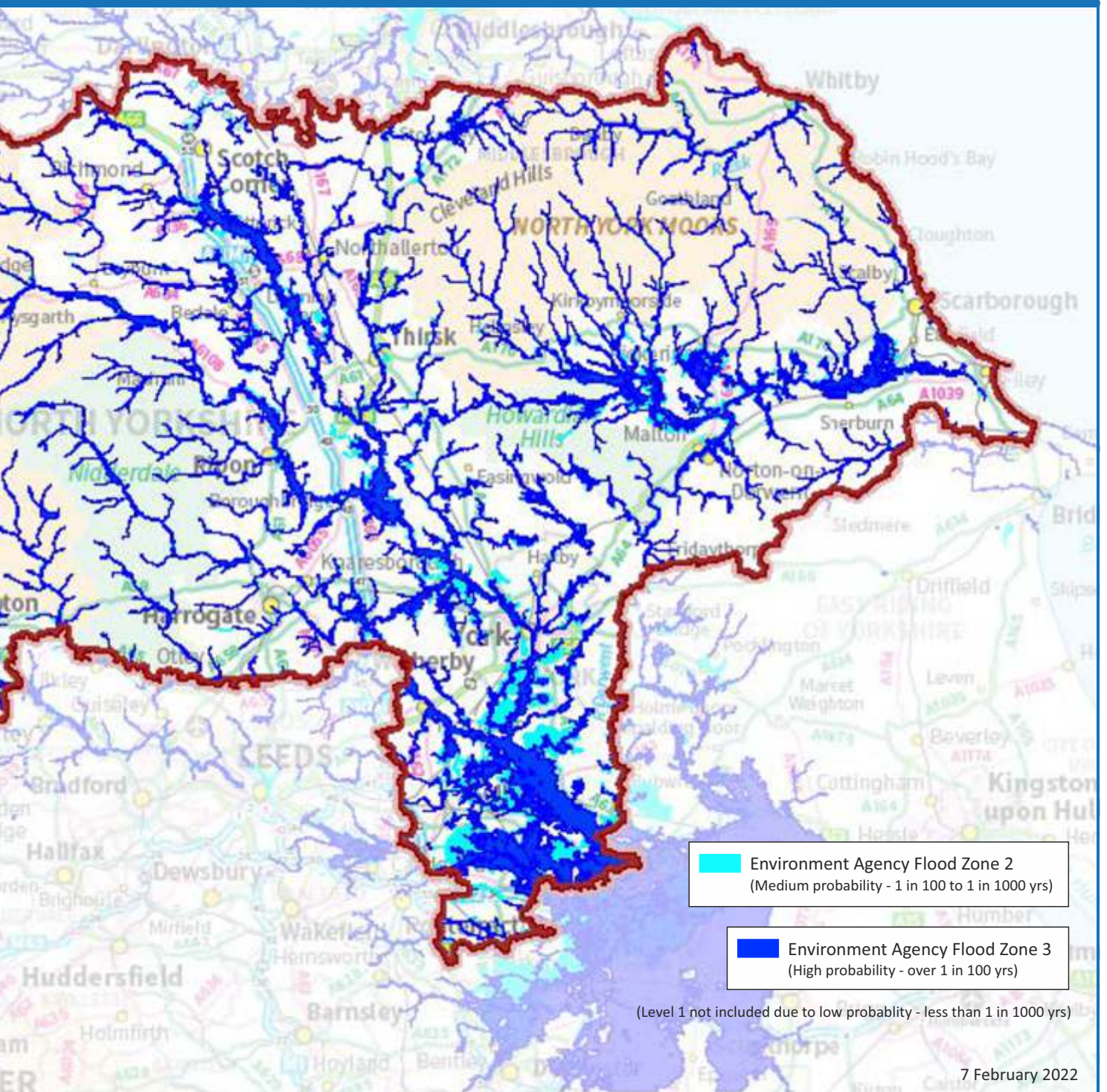


Figure 18: Flood plains (Environment Agency)

We have looked at other factors that contribute to people, households, and businesses being at risk of flooding. Climate change will result in drier summers, wetter winters, and rising sea levels. Changes in the way land is used and future building developments on flood plains are all contributory factors to the increased risk of floods in the future.



Water rescues

An average of 400 people drown in the UK each year and a further 200 people take their own lives on our waters.

NYFRS has seen an increase over the last five years in the number of people requiring our assistance to be rescued from water. This includes helping people who have tried to drive through flood water, those who have got into difficulty whilst taking part in sport and leisure activities and those who have attempted suicide by jumping into deep or fast flowing water.

We have used our historic water incident related data to ensure that we capture all incidents, including those during spate conditions e.g. rescues from water may relate to a swift water incident or assisting someone to leave a flooded property. This data has been modelled and presented using a 'heat map' (Figure 20). The main areas of water related risk are in the York and Selby areas, Craven and parts of Ryedale. The incidence and particularly scale of flooding is likely to increase over the next five years. A significantly high proportion of water rescue incidents occur in western and southern areas of the county. There is a strong correlation between the incidence of flooding and the need for us to assist in rescues and evacuations.

Flood Zones and NYFRS Water Rescues

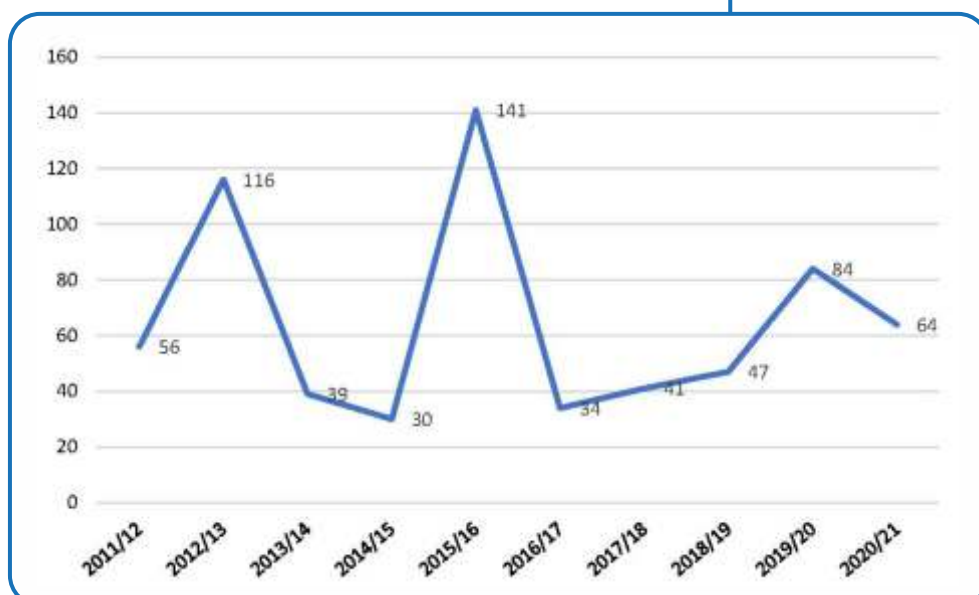
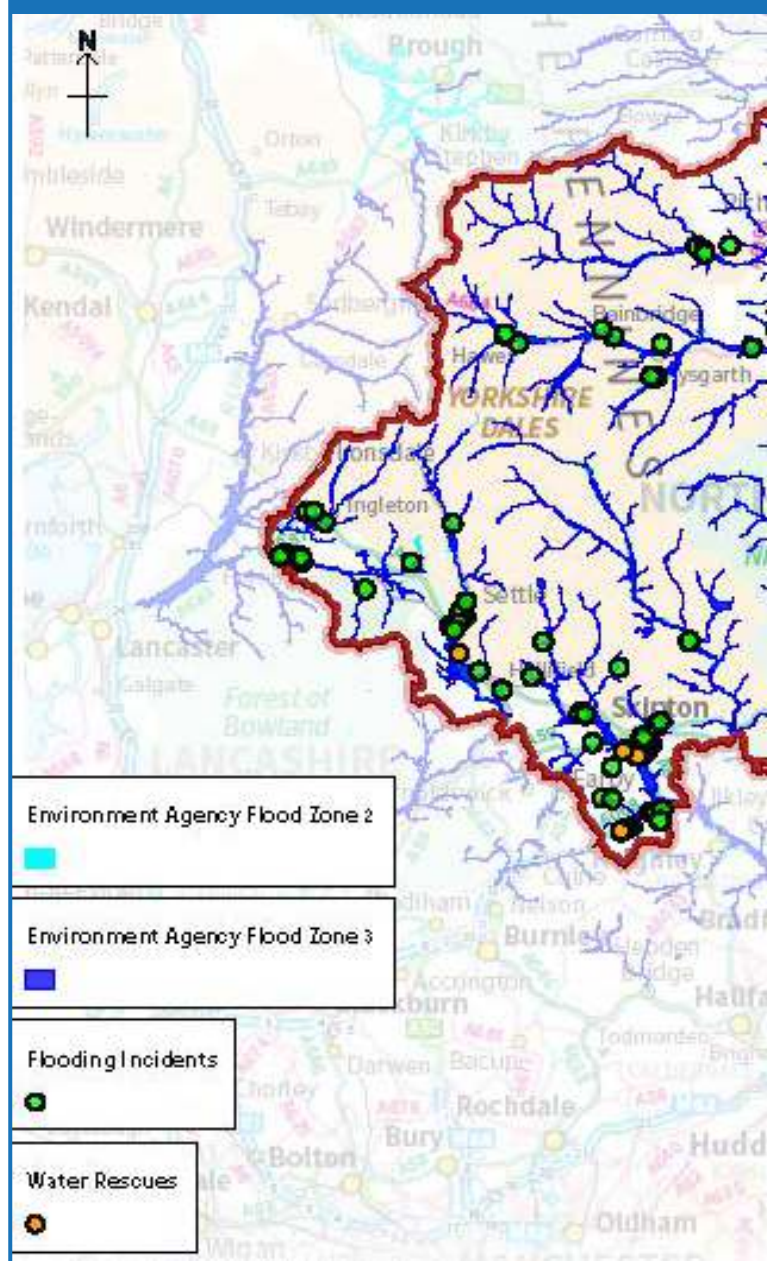


Figure 19: Rescue or evacuation from water (Home Office)

(Life risks) and Flooding Incidents

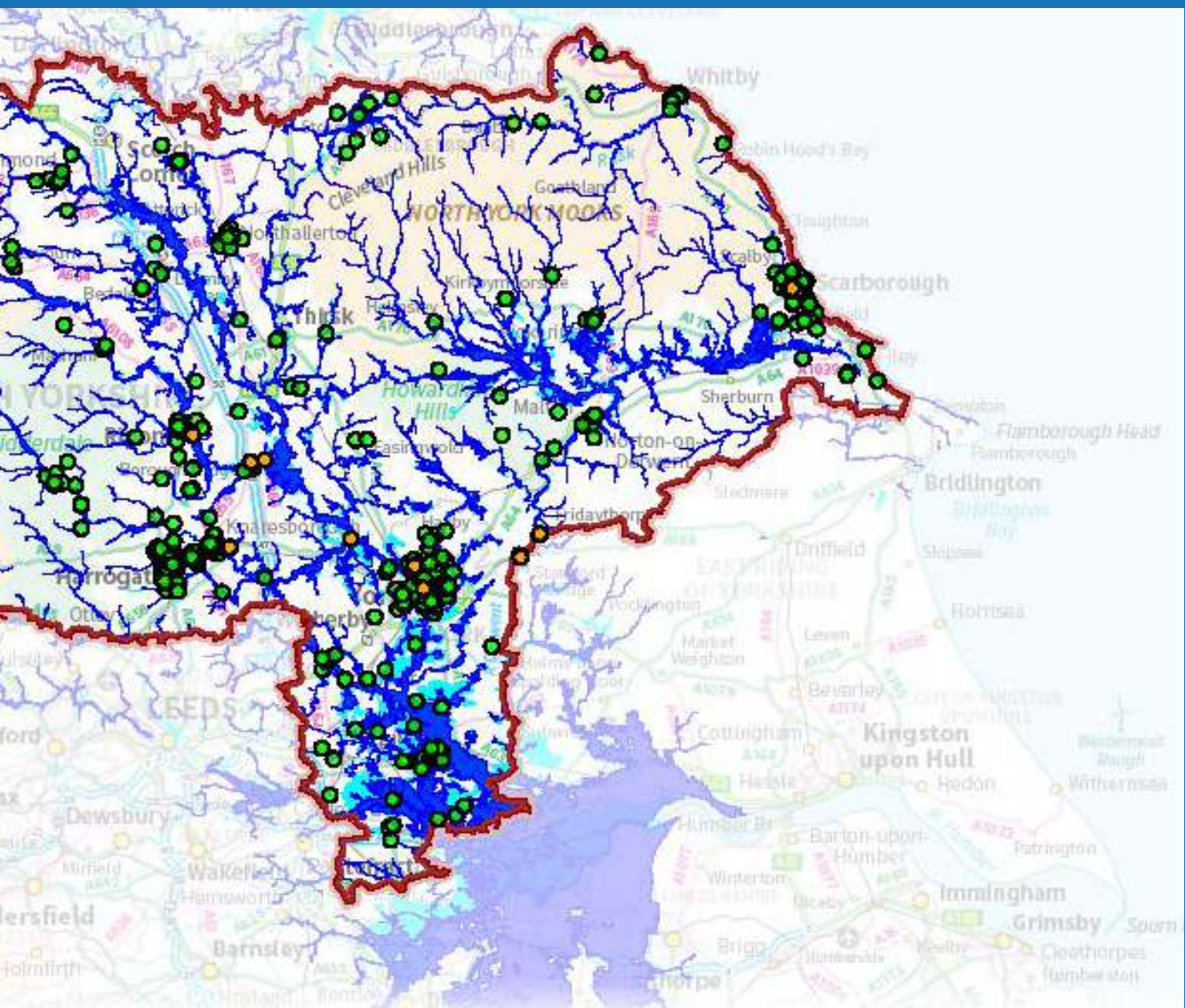


Figure 20: Water rescue and flooding incidents (NYFRS Mobilising System)

So what does this tell us?

- Flooding incidents and water rescues are likely to be an increasing area of demand for our Service.
- Some of these incidents are preventable, as they are often linked to human behaviour e.g. driving through flood water.
- Water rescue incidents can be complex and present significant risk to our firefighters and other rescuers, for which we must plan and train for, and equip accordingly.
- We need to increase our emphasis on helping communities build resilience.

Other risks

National Risk

The risks the UK faces are continually changing. The Government monitors the most significant emergencies that the UK and its citizens could face over the next five years through the National Risk Assessment (NRA). The National Risk Register (NRR) is the public version of the assessment.

North Yorkshire Local Resilience Forum (NYLRF)

This is a multi-agency partnership that provides a structure to help agencies plan and work together to prepare for major incidents and emergencies which may have a significant impact on the community. While emergencies are unlikely, it is useful to understand the types of risks in North Yorkshire. By understanding these risks, we can ensure that we have either taken steps to mitigate the risk or if that cannot be done, taken steps to monitor and respond to it should it happen.

Within North Yorkshire the Local Resilience Forum undertakes a review of the national risks and those risks facing the county. A 'Community Risk Register' has been developed that highlights potential hazards in our area.

The top three risks are:

- Pandemic Influenza: an influenza type pandemic remains the highest assessed natural hazard which has a significant impact on our communities;
- Flooding (Coastal, Fluvial and Surface water): this is the most common and widespread natural disaster and can occur from the sea, rivers and from continuous and/or abnormal rainfall levels. The highest flooding risk is surface water flooding which happens when drainage systems are unable to cope with the volume of rainfall; and
- Adverse/severe weather: we experience a wide variety of weather systems and the impacts are varied from heavy rain, snow and ice to shortage of rain and drought along with a wide range of temperatures.

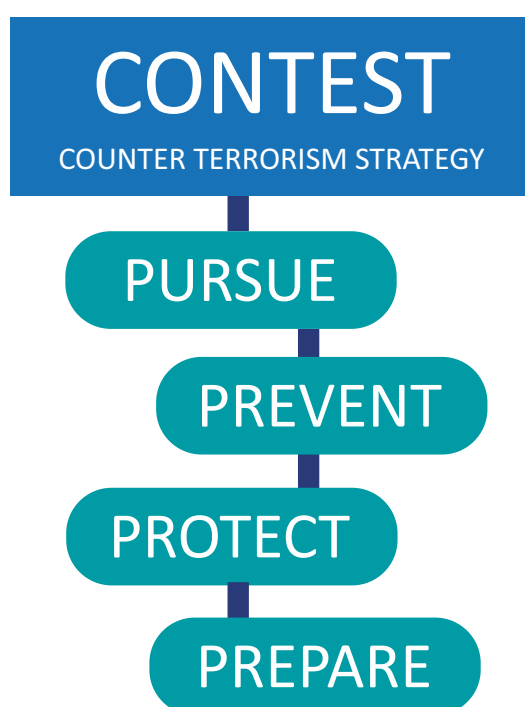
Counter Terrorism

Although we are not a specified authority under the Counter Terrorism Act, we still have an important role to play in preventing people becoming drawn into terrorism.

CONTEST is the UK's counter-terrorism strategy. The aim of the strategy is "to reduce the risk to the UK and its interests overseas from terrorism so that people can go about their lives freely and with confidence". The success of this strategy is not linked to total elimination of the terrorist threat, but to reducing the threat sufficiently to allow people a normal life free from fear.

The CONTEST strategy is comprised of the 'four Ps' - Prevent, Pursue, Protect, and Prepare. It aims to reduce terrorism at all levels through: Preventing more people from being radicalised; Pursuing suspects operationally and legally; Protecting the public through security measures; and Preparing to manage the response to mitigate the impact of an inevitable attack.

The UK national terrorism threat level at the time of publication is substantial.



Heritage Risk

The term “heritage building” is a broad one; however, it is likely to be a building of significant historical and architectural interest likely to contain articles of historical value.



There are approximately 13,000 buildings listed as Grade 1 or 2 in North Yorkshire and the City of York. Although the number of these sites in comparison to domestic dwellings is few, we recognise the unique risk they pose if involved in fire.

Such buildings may be publicly or privately owned, managed by charitable bodies, trusts, or other types of bodies. There are, therefore, no typical ownership and management arrangements for these types of premises.

A fire in any type of building can be disastrous but in the case of a heritage building there is a further dimension; the loss of property that forms part of the nation's cultural heritage which is irreplaceable.

Older buildings can pose a greater risk of fire spread due to building materials and methods as they do not have the same level of compartmentation and fire stopping features as modern buildings. However, renovation and improvement works must be to modern standards which reduces risk. Heritage buildings also have considerable risk management plans to further reduce the risk and likelihood of fire and impact.

Commerce and Industry

North Yorkshire and the City of York do not have a significant amount of heavy industry compared to our regional neighbours. There is however a substantial commercial base including tourism, service and hospitality and specialised industry in particular supporting banking and finance, pharmaceutical and medical and data warehousing.

We have two sites within the county that are classified as Control of Major Accident Hazards (COMAH) sites. COMAH sites pose a potential risk to society, firefighters, environment, and the economy should an incident occur. These higher risk sites are visited by our crews for familiarisation and to gather information that might be needed if an incident occurs. Business fire safety has a risk-based inspection programme for premises.

Local Infrastructure Development

The North Yorkshire Fire and Rescue Area covers seven Borough and District councils and the upper tier authorities of North Yorkshire county Council and the City of York. All have proposed plans for their respective areas regarding infrastructure developments.

We monitor these development plans and factor into the community risk profile any impact that these developments have on risk.

New housing and residential developments meet modern fire standards including the installation of hard wired fire detection. We link our Protection teams and our Prevention services as part of a person-centred approach to fire safety in domestic premises and the impact on local services and amenities where we can support community resilience.



Firefighter safety

NYFRS has a robust process for identifying new premises that could pose a risk to firefighters during an incident.

The identification of specific premises/sites is via a wide range of sources, including:

- NYFRS Risk Profile and existing premises/sites
- Police
- Health and Safety Executive
- Local Authority Emergency Planning Departments – COMAH sites
- Other emergency responders
- Neighbouring Fire and Rescue Services risk information (risks within 10 kilometres of our county borders)

Political

We monitor government and local political decisions which can have an impact on the economy, community and environment and impact on the risk in the county.

An example of this is the announcement in July 2021 that the current county, district and borough councils would be replaced by a new single council for North Yorkshire in April 2023 with City of York Council remaining as it is. North Yorkshire Fire and Rescue Service is well connected with the existing authorities and will remain actively engaged in seeking future opportunities for collaboration in any new structure.

Economic

The Police, Fire and Crime Commissioner for North Yorkshire has responsibility for the Service budget, which comprises a combination of central government grants and the set amount of money that people pay through their council tax for fire and rescue services (the fire and rescue precept).

About a third of funding comes from the Government while two-thirds is raised locally through the fire and rescue precept. We have no flexibility to increase our precept beyond the current cap of 1.99%, which is below inflation.

We are facing a number of challenges in relation to our rurality and On-call service model, our ability to invest in our capability to protect our communities with increasingly ageing equipment, fleet and estate, and our ability to transform and diversify our Service and workforce.

Legislation

NYFRS is required to operate in line with several pieces of legislation. Anticipated Government proposals on Fire Service Reform and recent changes to fire safety legislation will potentially impact of the way we deliver our services.

Any changes to legislation or shift in priorities has implications on the way that we deliver our services. For example, following the tragic loss of 72 lives at Grenfell Tower, London, in 2017 the Government provided additional funding to all fire and rescue authorities to carry out an assessment of high rise residential buildings.

Societal

Societal change including demography, employment, and cultural attitudes and behaviours, shape the way we need to deliver our services to ensure we are effectively targeting, engaging with and supporting our communities in the best way possible. It is important for us to understand these changes so we can plan and prepare for long term changes to how we deliver our services.

For example, the Covid-19 Pandemic has allowed many people to work from home or vary how they run businesses. Many will not revert back to the pre pandemic patterns and we anticipate more people looking to relocate to North Yorkshire from other parts of the country as this 'agility' to work remotely increases.



Technological

The way we fuel our cars, power and heat our homes, the devices we use for work and leisure are significantly different to only ten years ago.

Technology is changing at such a rapid pace it is nearly impossible to keep up with. As industry and commerce adapt to this it will present us with new challenges and opportunities.

Environmental

We are committed to ensuring that we operate as an environmentally conscious organisation.

Changes to environmental legislation and the pledges and commitments made by Central Government will have an impact on us as we strive to make our buildings and fleet compliant.

So what does this tell us?

- Environmental factors and the impact of climate change are likely to continue to be a major influence to changes in the risk within our county.
- As society changes, the nature of the risk will change, which will require us to adapt our interventions.
- Innovation is being developed and introduced in firefighting and rescue equipment and techniques.
- We will 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.

Our understanding of risk has improved through the development of this Community Risk Profile which helps us to shape our services for the future to help our communities be safe and feel safe.

Quality assurance and validation

The data used in the modelling of risk is from validated sources.

It has been accessed through web sites such as Local Insights and is considered a trusted and reliable source. We have used some 'closed source' data sets, for example 'Blue badge' data which we obtained from North Yorkshire County Council and the City of York Council. All data has been used to provide an informed view of risk in our Service area.

Independent scrutiny of the methodology used by the risk profiling team, the chosen data sets applied in the modelling and the resulting profile has been applied. North Yorkshire County Council was invited to peer review the RRM model and has provided the following feedback:

"... great progress had been made and there is a good developing understanding of risk across the county. NYFRS are building an excellent product that will underpin their ability to deliver strategic services across the area, and NYCC are proud to be working alongside their partner to ensure the product is robust and reliable."

Data Sources

[Home Office - fire and rescue statistics](#)

[Ministry of Housing, Communities & Local Government – Indices of Multiple Deprivation](#)

[Local Insight](#)

[Department for Transport - road traffic statistics](#)

[North Yorkshire County Council - road traffic collision data](#)

[Office for National Statistics \(ONS\)](#)

[Gov.uk – flood map](#)

NYFRS Vision Mobilising System



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

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):



full-time shift
fire engine

5 full-time shift fire engines

crewed 24-hours a day by full-time firefighters



full-time day crewed,
pager at night fire engine

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.



On-call crewed, on pager
fire engine

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.



Your Service



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.

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

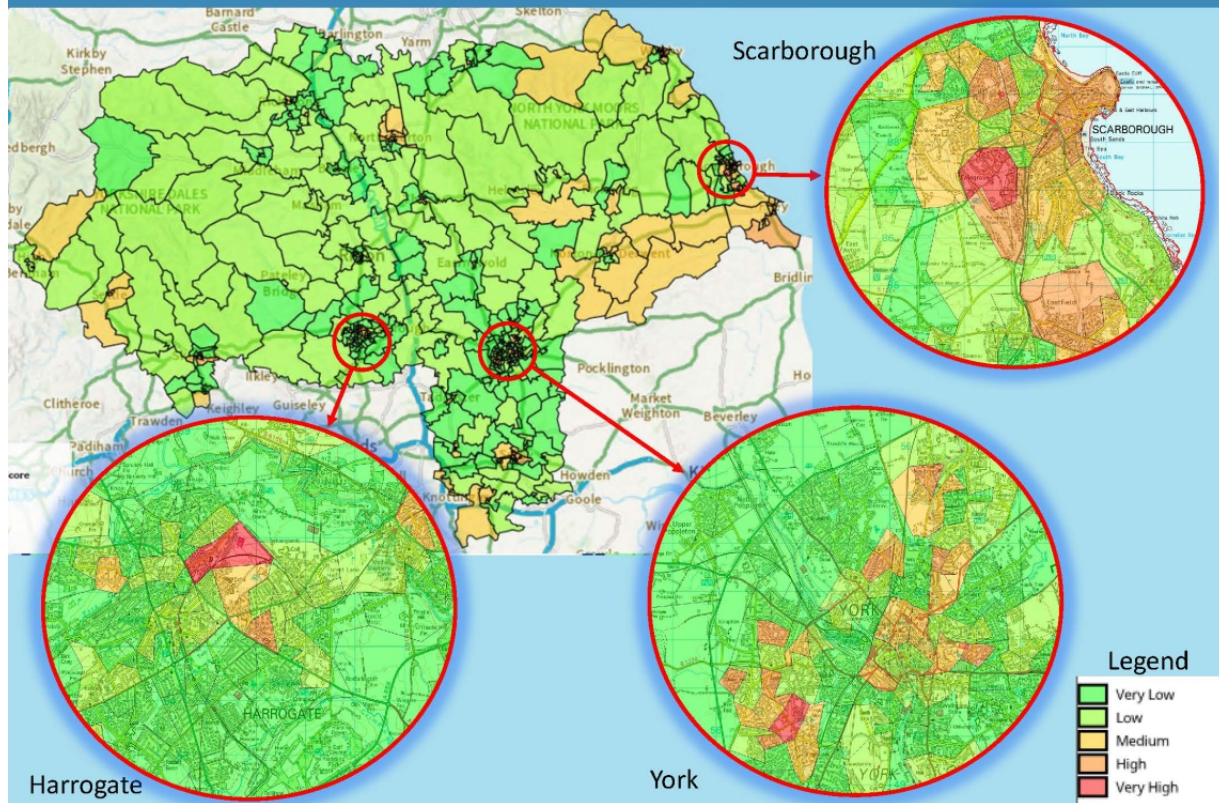
Factors that increase the likelihood of having a fire in the home or of having a severe outcome from a fire are being over 65 and living alone, frailty, living in socially rented accommodation and deprivation.

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**

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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.

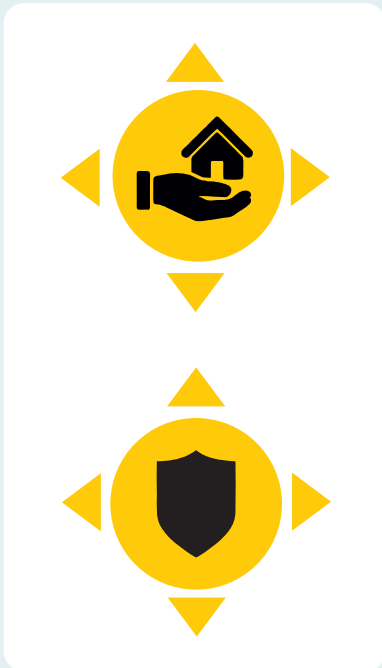


Improving our prevention and protection work

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

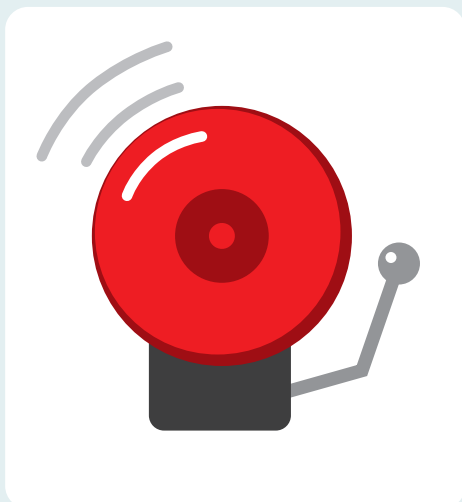
Reduce response to low-risk Automatic Fire Alarms (AFAs) which are often unwanted fire signals (an alarm activated by a something other than a fire).

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

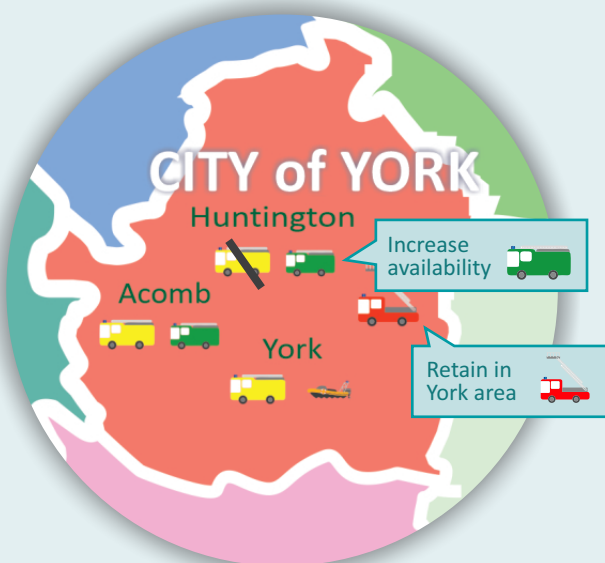
Change Huntington to an On-call fire station to rebalance the emergency response resource with the risk that exists in the York area.

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. Over five years of incident data, the average* additional time to respond for the Huntington On-call fire engine compared to the full-time shift fire engine was 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.

*We had previously used the word 'maximum' response time which, while technically correct, was open to misinterpretation.

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

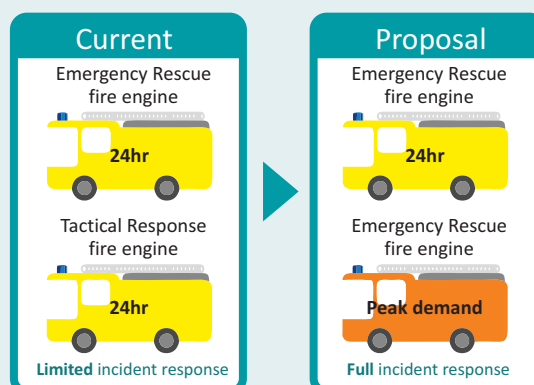
- Currently both Harrogate and Scarborough Fire Stations have two fire engines each:
 - One Emergency Rescue fire engine, crewed by 4 firefighters 24-hours per day, which responds to all emergencies.
 - One Light Rescue fire engine used only as a Tactical response fire engine, crewed by 3 firefighters 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?

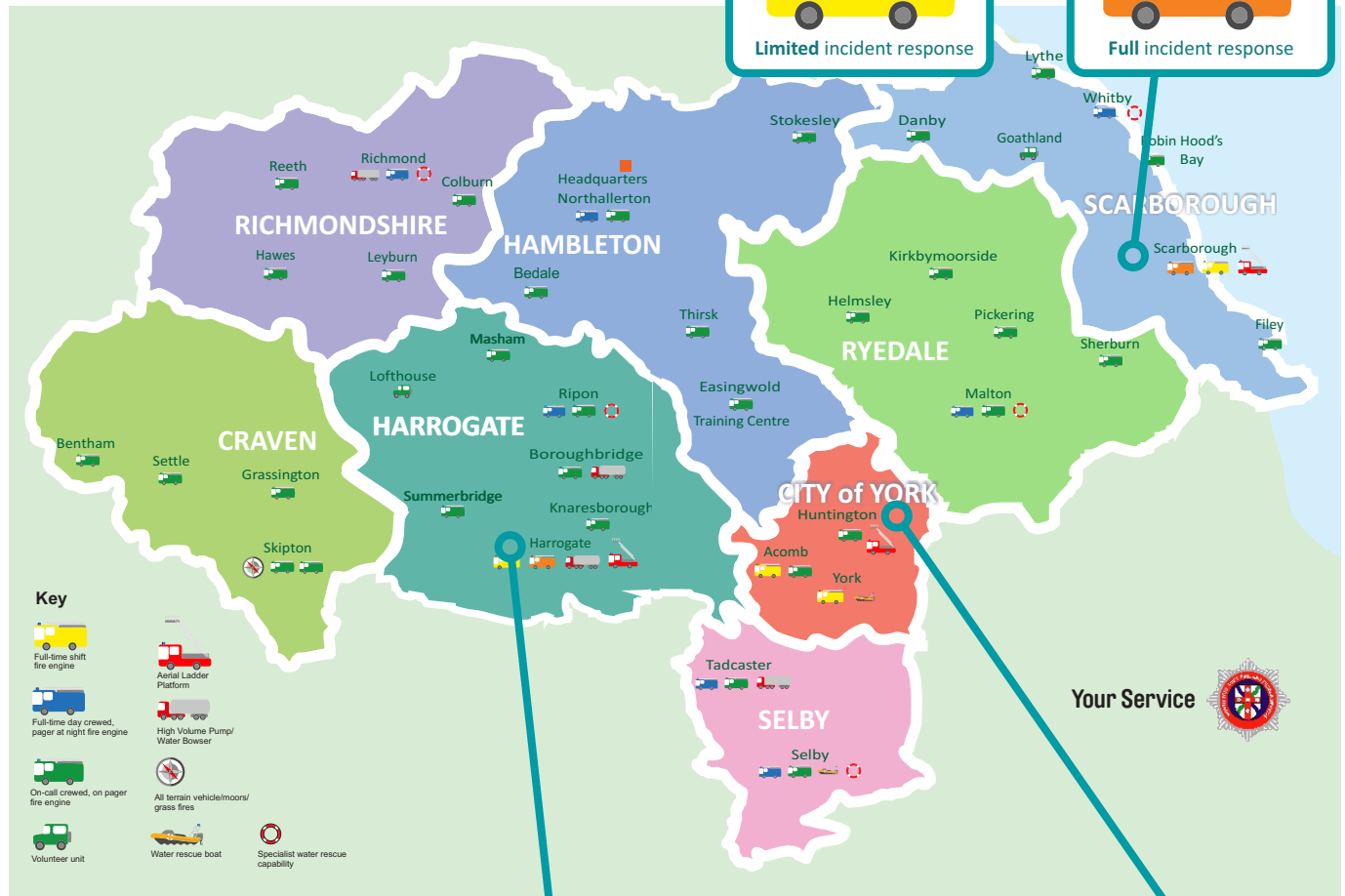
- Over two-thirds of calls for assistance from Harrogate and Scarborough happen between 09:00 and 22:00.
- A Tactical Response fire engine can only respond to a limited range of emergencies. This means that we currently have to move fire engines into these station areas to provide cover when the Emergency 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)



Current

Emergency Rescue fire engine



Tactical Response fire engine



Limited incident response

Proposal

Emergency Rescue fire engine



Emergency Rescue fire engine



Full incident response

4 Response resource in Harrogate

Current

Emergency Rescue fire engine



Tactical Response fire engine



Limited incident response

Proposal

Emergency Rescue fire engine



Emergency Rescue fire engine



Full incident response

3

Response in the York area

Current

Emergency Rescue fire engine



Emergency Rescue fire engine



Proposal

Emergency Rescue fire engine



Increased availability

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

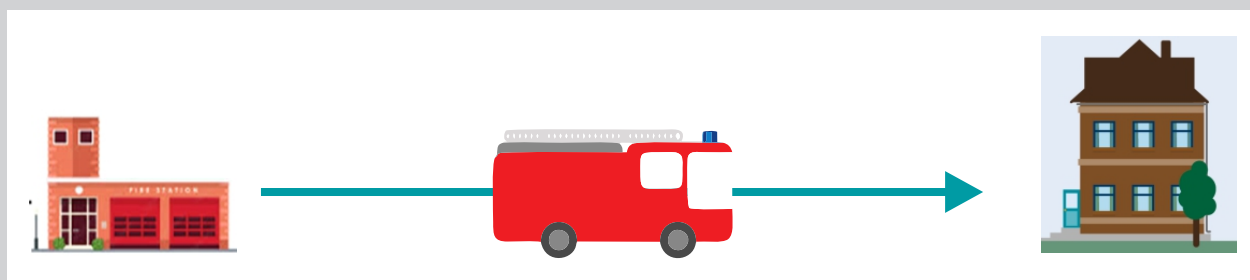
We are formalising how we respond appropriately, quickly and safely to emergencies so that you know what you can expect from us.

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.

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

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:

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