



Fire and Rescue Annual Report 2021-2022

PICTURE

DRAFT

Helping you to be safe and feel safe in York and North Yorkshire

BE SAFE
FEEL SAFE

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Foreword

Welcome to the Fire and Rescue Annual Report for 2021/22.

The past year has seen considerable change. I took up the role on 26 November 2021, so this annual report, for the year between April 2021 and March 2022, covers a period during which three Commissioners and one Acting Commissioner have held office. Chief Fire Officer Andrew Brodie retired unexpectedly and CFO Jon Foster has led the Service admirably through the development of a significant transformation programme.



But through this all, the Service is emerging in stronger form, and I would like to thank all staff for their resilience and continued commitment to serving the public of North Yorkshire and York. The excellent foundations laid by CFO Andrew Brodie through the Ambition 2025 vision set a clear path to deliver on the priorities of the Fire and Rescue Plan 2019-21. Andrew's commitment to a strong ethical, moral and public service leadership ethos have reset the relationship between the Service and its leadership, worked towards embedding the Code of Ethics, and started to form a more outward-looking, collaborative approach to the development of services.

These first steps have been redoubled through CFO Jon Foster's work to develop the Service's transformation programme and start the Service on a journey to refresh and renew itself and overcome some of its fundamental challenges. To enable this a new Transformation Team has been formed to drive forwards the required changes for the Service and a new Community Risk Profile has been launched as the first completed element of this programme. This is the most in-depth review of risk in our area that the Service has conducted, and I am really pleased to see that they have taken an innovative and forward-looking approach to the factors that they need to assess.

We started the year in lockdown due to the global pandemic and restrictions have been present throughout the 12 months. However, we've learned a lot from our experiences since the pandemic began and have adapted and introduced new ways of working which will benefit us all in the future. The Service's response to the call for support from the Fire Minister to assist with the vaccination booster programme demonstrated our Service's willing to step up and help out. This was further demonstrated during the storms that hit the country at the beginning of 2022, with the Service putting themselves at the heart of the rescue and recovery operation.

Protection teams have been busy undertaking a full review of all high-rise buildings within the Service area as part of the Grenfell Tower inquiry outcomes. I'm pleased that the Service has not only achieved the NFCC deadline for the work, but that they have gone above and beyond to look at a wider profile of tall buildings, as is relevant to our context in North Yorkshire and York. We now have a much clearer picture of our high-rise risk which helps the Service to be more operationally prepared.

Prevention activity is now increasing after the pandemic restrictions and the recent agreement to extend our ability to deliver Safe and Well visits will certainly enhance our ability to protect some of the most vulnerable within the community. We have also extended the trial of the Public Safety Service, increasing to four Public Safety Officers in different parts of Craven to further test the model.

During the summer of 2021, my Office held a substantial consultation to gather views on what the priorities for the Service should be going forward. They engaged with over 3500 of you through 16 events and received responses from over 2000, creating a comprehensive understanding of what the public's priorities are and the way in which you would like to see your Service be shaped in the future. My new Fire and Rescue Plan will be published in due course.

This Annual Report, which also serves as the Fire and Rescue Statement within the meaning of Paragraph 5 of Schedule A2 to the Fire and Rescue Services Act 2004, provides a good understanding of how the Service has delivered during the period April 2021-March 2022 of the old plan, and the areas where there is still room for improvement as the Service looks towards starting to deliver against my new Plan.

Signature redacted by NYCC prior to publication

Zoë Metcalfe

North Yorkshire Police, Fire and Crime Commissioner

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Priorities for North Yorkshire

Our mission:
 Helping you to be safe and feel safe in North Yorkshire

Our vision:
 North Yorkshire Fire and Rescue will be an exemplary local service

we
 care

Our four priority areas are:

Caring about the vulnerable

to provide services that will best protect the most vulnerable people in our community and in doing so, make them safer

Ambitious collaboration

to maximise opportunities to work jointly with partners and to provide a more effective, efficient and proactive community safety service

Realising our potential

to create an inclusive work environment and a positive, supporting culture where we provide our people with the equipment, IT, training, skills, and capacity to effectively prevent and respond to incidents

Effective engagement

to increase trust and public confidence in our Service, involving, engaging and consulting our communities on the services we provide and delivering the best possible service

Our values

A strong values driven culture which supports our strategic priorities and objectives will underpin our success

PEOPLE	RESULTS	INCLUSION	CREATIVITY	LEARNING
We exist to serve the public - we put people first	We achieve positive results	We embrace inclusion	We encourage and promote creativity	We never stop learning



This report highlights how North Yorkshire Fire and Rescue Service has progressed each of the four Fire and Rescue Plan priorities during 2020/21 and meets the requirements of the Fire and Rescue Statement, confirming the adequacy of arrangements for effective management of financial, governance and operational matters, as well as overall adherence to the Fire and Rescue National Framework for England.

Transforming North Yorkshire Fire and Rescue Service

Strategic intent

In January 2020, the Chief Fire Officer introduced a five-year vision titled 'Ambition 2025' in response to the Fire and Rescue Plan 2019-21. This ambition set out a range of opportunities to transform the Service. These opportunities will be reflected in the Commissioner's new Fire and Rescue Plan 2022-25 and are aligned to the national fire reform programme, to ensure North Yorkshire Fire and Rescue Service is fit for the future.

To realise these opportunities, the Service has commenced a transformation programme, including the design and delivery of a new Risk and Resource Model (RRM). This programme will realign the operational focus, redesign the On-call model, consider the capabilities and equipment needed to modernise, to ensure they are effective, efficient and aligned to current and emergent risk.

The strategic intent of the transformation programme clearly highlights the need to redesign the delivery model to place greater emphasis on prevention and protection activity, enabled through the RRM.

"The Fire and Rescue Plan CARE principles are met through the Service's delivery model of prevention, protection, resilience and response. To fulfil the CARE principles, and further reduce the current and foreseeable fire and rescue related risks in North Yorkshire and the City of York, it is necessary to redesign the service model to prioritise prevention and protection activity, enabling a flexible, affordable and sustainable multi-year model.

The Risk and Resource Model (RRM) will develop the Community Risk Profile (CRP) for the Service area, and realign Service resources to remove, reduce and mitigate the risk. The RRM will define a resource plan to align the most effective and efficient distribution of resources. This will facilitate the Fire Transformation Programme until the output of the next RRM. "

A new transformation team

In August 2021, the Commissioner approved the formation of a dedicated, temporary Transformation Team within North Yorkshire Fire and Rescue Service, allocating £220,611 of additional annual revenue funding for 3 years, with the immediate focus on the delivery of a new Risk and Resource Model.

Transformation programme objectives

Key areas for change have been defined:

1. Community Risk Profile (CRP) – continuous work to develop a model which is dynamic and iterative to maintain an up to date understanding of Fire and Rescue related risk across the area.
2. A) Development of a full physical assets resource model that is sustainable and addresses the risk identified in the CRP and associated planning and implementation projects.
B) Resource plan deliverables (implementation planning).

3. Development and design of a new On-Call model, based on an options appraisal, that will create a sustainable On-call service in North Yorkshire for the next 50 years and associated planning and implementation projects.
4. A full capabilities assessment and review to understand what capability is required in different parts of our service area to meet risk and create a Service that is fit for the future and associated planning and implementation projects.
5. Further review and change design to ensure we are achieving value for money across all areas of our Service
6. A review of our prevention and protection resource and delivery model to ensure we are proactively working to prevent and reduce the risk identified in the CRP from becoming harm in alignment with our physical assets resource model.
7. A review of Service-wide structure in line with local government reform and local need.
8. A comprehensive investment plan that sets out how and when we can afford and implement our transformation programme.

The focus during this reporting period has been on objectives 1, 2, and 9. Regular progress reports on the programme as a whole and for each of the nine areas are sent to the Commissioner's Executive Board.

Risk and Resource Model

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

In June 2021, the Commissioner agreed to extend the current RRM (known locally as the Community Safety Plan) by a further six months to September 2022, when the new RRM would be in place. The delay was necessary due to a lack of dedicated resource and capacity to develop the resource options and data issues but has provided the opportunity to develop a deeper understanding of risk and greater time for robust development of the resource options as well as the inclusion of a 90-day public consultation period, to be led by the Commissioner's Office.

Received formally at the Executive Board in July 2021, the Chief Fire Officer set out a risk assessment in respect of the extension to the current RRM, along with mitigation measures and risk controls which could be brought into effect during the period of the extension.

Community Risk Profile

The starting point for the RRM was the development of the Community Risk Profile (CRP), published in March 2022. The CRP provides a deep understanding of the three main risks of accidental home fires, road risk and fatality/serious injury and water risk – flooding, rescues and other water-related risk in our Service area. It allows us to understand how and where we can intervene early to reduce the need for an emergency response.

Resource Model

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. These change proposals were recommended to the Commissioner in March 2022, to take

forward to consultation. The Commissioner's Office will lead a public consultation from May to August 2022.

These proposals would change the way services are delivered across the Service area and include:

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

A consultation summary report and final Risk and Resource Model will be presented to the Commissioner's Executive Board in September 2022.

Investment

An investment plan has been developed to outline the change proposed under the transformation programme, how much it will cost and when that might be both affordable and deliverable. The resourcing model takes these considerations into account, and 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, people 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.

On-call: 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. The current system is fundamentally broken and there's no single measure to fix the current system for On-call availability. Society is changing with fewer people living and working in the same community and employers are less likely to support the On-call service. A complete rebuild of the system of pay, contracts, flexibility and support is possible. 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

Prevention and Protection: During both 2023/24 and 2024/25 there would be opportunities for people to move from primarily response roles to specialist prevention and protection roles.

Priority 1

Caring about the Vulnerable

We know that some people within our community are at greater risk and that targeted advice and support can help them to be safer and more resilient.

Our aim: to provide services that will best protect the most vulnerable people in our community and in doing so, make them safer

Zoë says,

“The Service has made good progress with prevention work but this needs to be more targeted, and I will be looking for their whole operating model to be more focused on this in the future.”

Objective 1

We will better understand and assess vulnerability to fire and other emergencies by accessing a range of partnership data and intelligence, creating a more targeted approach to reaching people and properties most at risk

A new [Community Risk Profile - North Yorkshire Fire & Rescue Service](https://www.northyorksfire.gov.uk) ([northyorksfire.gov.uk](https://www.northyorksfire.gov.uk)) provides the most **comprehensive and forward-looking assessment of the risks in our area** that increase the likelihood of fire and rescue services being needed which the Service has ever undertaken. This analysis includes demographic, infrastructure, socio-economic and geographic data, combined with other analyses, including incident activity (geographical and incident types) and demand redistribution of incidents.

Prevention activities are still not undertaken on a data led targeted basis. The new Risk profile will **facilitate the ability of a more directed approach using front-end data dashboards**. The use of evaluation tools once available will help evaluate the effectiveness of many of the local prevention interventions.



Objective 2

On reaching those most vulnerable to fire and other emergencies, we will enhance safety from a range of health and well-being risks, signposting people to appropriate specialist services

Crews from all districts have attended **awareness training around hoarding, domestic abuse, and child exploitation**. The training supports working in collaboration with our partners to increase our ability to reach the most vulnerable within our area.

Scarborough Fire Station personnel have engaged with North Yorkshire Police Domestic Violence coordinators and Independent Domestic Abuse Services (IDAS), to explore the **creation of a "safe place" for victims of domestic violence**. This is a two-way initiative where North Yorkshire Fire and Rescue Service are providing fire safety input to North Yorkshire Police's Domestic Violence Coordinators to enable them to identify vulnerable persons and to share learning around referral pathways.

Objective 3

We will bolster prevention activities within rural and isolated areas where emergency response times are longer

In the Hambleton and Richmond districts a **Farm Safety week** was delivered. This provided an excellent opportunity to promote the **newly introduced Farm safety booklet** and included having a stall at some of the local livestock auctions to promote the wider range of community safety interventions as well as the opportunity to promote On-call recruitment.



Objective 4

We will extend our education and prevention programmes amongst young people, and to vulnerable, 'hard to reach' communities with whom we have not previously engaged, focussing on fire, road and water safety awareness

A dedicated **four-month water safety campaign** was run for the first time between May and August 2021. National water safety campaigns supported included; Royal Life Saving Society Drowning Prevention Week and the National Fire Chiefs Council Be Water Aware Campaign.



A **multi-agency video** was produced and released to the public for Drowning Prevention Week. Students from Middlesbrough College, Richmond Swift Water Rescue crew and Stokesley On-call attended the reservoir in May to shoot the video. The video can be found on the Service's YouTube page [Water Safety Campaign 2021 - YouTube](#)

The **LIFE programme has been reviewed to address a wider range of safety issues**. The underlying aims and objectives remain similar

(intervention to address issues such as anti-social behaviour and developing communication, team, and decision-making skills) but it has been broadened out to include water, road and fire safety as well as tackling issues such as mental health, keeping your mates safe, diet and healthy lifestyles.

CASE STUDY – Multi-agency working in Scarborough

Operation Ambience is conducted regularly as a multi-agency approach to reassure residents and increase their safety and wellbeing after Police intelligence led operations. These have been conducted after a range of public discomfort events from anti-social behavior to misuse of drugs warrants. Scarborough fire engines now carry a radio which has direct contact with the CCTV unit. The radio is used to report anti-social behavior or other criminal activity, increasing the number of public services who are helping to keep the district safe. The initiatives have been created in consultation and partnership with the Safety Hub.

Priority 2

Ambitious collaboration

By working together, we will improve the resilience, coordination and effectiveness of our community safety services.

Our aim: to maximise opportunities to work jointly with partners and to provide a more effective, efficient and proactive community safety service



Zoë says,
“The Service is now much more focussed on strategic collaboration and are increasingly taking a lead role in forging new partnerships.”

Objective 1

Deepen our collaboration with North Yorkshire Police

A joint estates strategy continues to identify opportunities to co-locate. The Commissioner approved investment of £1.16million to **improve the shared estate in Ripon to provide suitable accommodation for police and fire** for the medium-term.

A **Joint Strategic Asset Management Plan** has been developed with North Yorkshire Police to establish a strategic road map for estates investment across the two services.

Enable North Yorkshire became fully operational in April 2021, with new departmental designs being implemented to restructure how enabling services are delivered across NYFRS, NYP and the OPFCC. Integrating these functions brings new skills to the teams and greater resilience across all organisations.

A **People Services Strategy** has been developed and aligns to the strategic priorities of the three partners including for NYFRS Ambition 2025, Operational business planning requirements, tactical plans, Business as usual and demand-led requirements, the enable North Yorkshire Collaboration Agreement and the Code of Ethics.

A **joint Suicide Awareness and Prevention Conference** was held for employees of both services in September 2021. Emergency services workers are twice as likely as the public to identify problems at work as the main cause of their mental health problems, but they are also significantly less likely to seek help. The conference was virtual for most attendees with hubs at some police and fire stations where staff could watch with colleagues, with a representative from the Health and Wellbeing Department.

Objective 2

At every opportunity, we will develop more collaboration locally with North Yorkshire Police (NYP) and the Yorkshire Ambulance Service (YAS), as well as regionally and nationally with other fire and rescue services

The **Emergency First Responder scheme continues to run in collaboration with Yorkshire Ambulance Service** at Pickering. However, the Lythe scheme has stalled since late last year due to the absence of a vehicle, a replacement for which is still being progressed by Enable North

Yorkshire. The Service is looking to extend the scheme to Lofthouse and Goathland volunteer fire stations.

CASE STUDY – Control Partnership Agreement with Cornwall Fire and Rescue Service

The Control Partnership Agreement enables Cornwall and North Yorkshire to take each other's calls during spate circumstances and to provide resilience should there be software mobilisation issues. Because of the geographical distance between the two areas, it is unlikely that both areas would be inundated at the same time, for example during flooding incidents. If there is no one available to take calls in North Yorkshire then the call can be diverted to Cornwall who can mobilise and deploy crews to incidents, and vice versa. The Control Partnership Agreement was renewed in October 2021.

Objective 3

We will strive to enhance the Local Resilience Forum, ensuring we are completely interoperable when responding to major incidents

To keep the public safe, fire and rescue services work with other organisations to assess the risk of an emergency, and to maintain plans for responding to one. North Yorkshire Fire and Rescue Service is an **integrated and active member of the North Yorkshire Local Resilience Forum (LRF)**.



Exercise Summer Queen took place on 8th October to test JESIP principles. Crews from Scarborough, Whitby and Helmsley, joined with crews from the Harbour Authority, Royal Lifeboat Institution, the Ambulance Service and Her Majesty's Coast Guard to take part in a multi-agency exercise in Whitby harbour involving the simulated collision of two vessels.

Objective 4

We will improve and extend place-based Public Safety Services with Public Safety Officers to enable communities to be more resilient and enhance safety

The Commissioner has decided to **extend the Public Safety Service pilot in Craven for a further year**, committing fire service funding in addition to funding from the policing precept. The pilot extension will seek to further understand the benefits of the Service outside of Covid-19 restrictions, and will **increase the number of Public Safety Officers in Craven from two to four**, to allow for assessment of the role in different contexts. The PSOs are multi-agency officers with policing, fire, paramedic and community safety capabilities. Their remit is to help reduce vulnerability by promoting fire safety and health and wellbeing, as well as solving local anti-social behaviour concerns. They are also bolstering blue-light capacity in some of our most remote locations, including firefighter availability and



**North Yorkshire
Public Safety Service**

emergency medical response. The Commissioner also decided to invest £50,000 to commission the development of a partnership business case to develop an enhanced co-funding model.

Objective 5

Enhance our contribution to safety forums, such as water safety and the 95 Alive Road Safety Partnership

A new **safer roads strategy** was launched in December 2021 by the York and North Yorkshire Road Safety Partnership, to reduce the number of people killed and seriously injured on our roads. The strategy focusses on four areas – **safer road users, safer vehicles, safer roads and learning lessons post-crash**. The aim is to identify those most at risk and ensure everyone works together to do everything possible to keep people as safe as possible.



The Commissioner approved funds for the Partnership of £100k per year for three years to deliver the strategy and bid for more sustainable funding.

After hot weather had led to a spate of tragic water incidents on beaches and in lakes, rivers, reservoirs and canals, **30 organisations in Yorkshire came together to increase awareness of the dangers of open water swimming** for inexperienced people. Water safety messages were shared throughout summer using #WaterWiseYorkshire.



Priority 3

Realising our potential

The people of North Yorkshire need to be reassured their money is being used efficiently and effectively, and that our workplace supports sound decision making and inclusivity.

Our aim: to create an inclusive work environment and a positive, supporting culture where we provide our people with the equipment, IT, skills, and capacity to effectively prevent and respond to incidents

Zoë says,
"The Service has taken great strides to create a more inclusive workplace and to promote staff development, which will be built upon further in years to come."

Objective 1

We will promote inclusion and create a fair and equal place to work

Just under £1m will be invested over two years to address essential, immediate equality, diversity and inclusion improvements to the estate. There were challenges undertaking the work during 2021/22 given the impact of Covid-19 restrictions, but renewed focus will be given in 2022/23 to ensure better access to all.



The importance of staff wellbeing was supported by the **introduction of the Wellbeing Pledge and the launch of Wellbeing Passports**. The Wellbeing Passport identifies any issues that could impact on staff wellbeing, and this will help Line Managers understand and support individual needs.

The Response and Resilience team have now **implemented the National Operational Guidance within the Service**. The implementation of National Operational Guidance is a major change to current guidance. The project was completed by the end of 2021 at which point, it transitioned into business-as-usual activity.

New firefighting Personal Protective Equipment (PPE) has been delivered to all firefighters.

CASE STUDY – Armed Forces Covenant (AFC)

In April 2021, both NYFRS and NYP signed the Armed Forces Covenant, a promise from the nation that those who serve or have served in the Armed Forces, as well as their families, will be treated fairly and with respect. It provides an opportunity for NYFRS and NYP to confirm publicly that they recognise the value of serving personnel, veterans and military families bring to our country and the endeavour to uphold the key principle of the AFC that no member of the Armed Forces Community should face disadvantage in the provision of public and commercial services compared to another citizen.



Objective 2

We will provide clear, inspirational and trusted leadership with robust plans for future investment in the Service's assets (estate, fleet, equipment, infrastructure), ensuring they are fit for purpose, reflecting the needs of the Service and the public

The **Chief Fire Officer introduced staff engagement sessions during January and February 2022** to address concerns that staff sometimes lacked awareness of Service developments, good news, or changes on the horizon. The sessions helped to develop a broader awareness of issues across our Service and changes that will have an impact on how colleagues all work together in the future. The sessions were held over Teams for one-hour Teams with the Chief and provided time for staff to raise issues or questions.

A **new Incident Command Framework**, based on a regional model, has been agreed and will be implemented by the end of the year. This will ensure the Service is **compliant with National Operational Guidance and includes the purchase of two new software systems** which will enable the service to share simulations with the region and remain at the forefront of Incident Command Training.

Objective 3

We will improve our decision making and performance management by focussing on outcomes, with better insight using open and transparent measures, and by reviewing and evaluating to learn and improve

Following HMICFRS first inspection of the Service in 2019, feedback has been developed into a formal **HMICFRS action plan, published on the Commissioner's website**. This provides the Service, the Commissioner, our communities, partners and the Inspectorate with an open and transparent response to the inspection, driving and demonstrating progress against improvement areas.

The **Grenfell Tower incident, and other notable incidents, have resulted in significant learning and actions required** of UK fire and rescue services. A priority over the last 12 months has been to

utilise the financial grants received to undertake a Building Risk Review as part of the national programme and to **complete a review of fire safety arrangements in all in-scope High Rise Residential buildings over 18 metres** within North Yorkshire and the City of York before the end of 2021.

On Sunday 15th August, the Service carried out an exercise in Harrogate to **test emergency response to incidents in high rise buildings**. It took the form of a simulated flat fire with persons trapped in flats on upper floors of the property. Crews from across the county and neighbouring fire and rescue services attended and a range of specialist appliances, including the new 45m Aerial ladder platform from Harrogate. The aim of the exercise was to **support crews with operational learning, testing current procedures and equipment and the introduction of specialist equipment** following the outcomes of the Grenfell Tower inquiry including smoke hoods and protective door curtains. Evacuation procedures were also tested and communication with the Control Room who would receive 999 calls from residents.



A series of **performance dashboards have been produced** to support the Community Risk Profile and include the ability to illustrate the CRP through web mapping. Resource model scenario modelling has provided good quality data to assist with identifying the impact of potential changes to emergency response for the new Risk and Resource Model.

Objective 4

We will recognise and maximise the value of all staff, particularly the commitment of On-Call firefighters and their employers, improving recruitment and retention

The **On-call recruitment process has been subject to a light-touch review to identify and improve areas of weakness** for the most recent trainee courses. An **online candidate application and tracking system** has been designed to assist candidates' access into the Service, the flow of communication between the Service and the applicant, and will allow live tracking of candidates throughout the process. Sequencing of the process will ensure that common points of failure are brought forward, such as the eye-test. A deeper review is needed to achieve a redefined and more effective process.

A new app will be purchased to allow On-call firefighters to remotely submit and update their availability. Whilst this Fire Watch mobile application remains a priority, integration of the app requires significant modernisation of the current Fire Watch system. There is therefore an anticipated delay for implementation of the app from May 2022 to July 2022.

A distributed training model is being trialled. The course has been designed to maintain Training Centre standards whilst utilising skills in District to remove time and facilitation barriers to On-call staff.

Priority 4

Effective engagement

By being more connected with our communities, we can provide better services and help North Yorkshire stay safe.

Our aim: To increase trust and confidence in our Service, involving, engaging and consulting our communities on the services we provide and delivering the best possible service.

Zoë says,
“Post-Covid we need to invest more time to re-engage with communities and understand how their needs have changed during the pandemic.”

Objective 1

We will do more to involve communities in developing our services and policies so they meet the needs of the people we serve

The Office of the Police, Fire and Crime Commissioner conducted a **full public consultation on the development of the new Fire and Rescue Plan** which will set the direction of the service to 2024/25. Over 3,500 people were engaged with during 16 public events on high streets and at marketplaces to canvass views and promote the consultation survey. Over 2000 people responded to the survey and informed the Commissioner about what they thought the priorities for the Service should be.

Objective 2

We will increase awareness of what we do and the range of activities we deliver and make information more readily available to the public

The recent intake of wholetime firefighters attended a **new training course, developed to provide a Prevention and Protection first approach**, integrated with operational training in the form of scenarios. The course attendees were tasked with scenarios involving technical fire safety issues and safe and well concerns. They were required to identify issues; problem solve and develop creative approaches to effective solutions.

Objective 3

We will take every opportunity to improve the diversity within the workforce to better reflect the communities we serve

A **draft Equality, Diversity and Inclusion (EDI) Strategy** has been written by the Chief Fire Officer but further work is required to finalise and embed it. Whilst there has been good work undertaken at the tactical and delivery level, some of the more strategic issues including measurement of outcomes and performance have not progressed as intended, with limited focus upon strategic direction and intent. EDI remains a high priority for the new Commissioner with a need to realise significant progress and improvements over the next 12 months.

A **new Home Office annual pack presents a selection of recently published workforce diversity data**. It highlights that despite some progress in recent years, there is still much progress required until workforces in fire and rescue services are representative of the communities they serve. It has provided a starting point for the Service to explore its workforce diversity data in more detail.

The high proportion of the workforce where gender, ethnicity and other protected characteristics are 'not known' or 'not stated' limits the ability to truly understand the workforce. The Service is seeking to improve the quality and completeness of its workforce diversity data.

Objective 4

We will ensure our values (the qualities we consider to be most important to us) define the way we engage with our communities, recognising and rewarding our staff for excellence

The Service has proactively started to **embed the national Core Code of Ethics**, designed to help fire and rescue service employees act in the best way towards each other and while serving the public. The five ethical principles are: Putting our communities first, Integrity, Dignity and respect, Leadership and Equality, diversity and inclusion. A number of training **workshops with staff and colleagues from partner organisations** have been held by the Service, to raise awareness, understanding and personal responsibility to adopt the Core Code. The Core Code has been aligned to the new Service values of People, Results, Creativity, Learning and Inclusion.



The **new Service values now form the basis of Personal Development Performance Reviews**. They will become a means for people to manage, reward and challenge themselves and each other.

Objective 5

We will develop how we engage volunteers in communities to enhance our work and help us to reach more people

The use of volunteers is still requiring development. It's anticipated that establishing our own volunteer network will be onerous due to the complexity and resource required to develop and support it. Instead, opportunities to use existing networks in partner organisations are being explored.

CASE STUDY – Direct Entry Scheme

Introduction of the new National Fire Chiefs Council (NFCC) direct entry scheme has been approved for adoption by the Service and will commence with a Station Manager level post. It will be designed centrally by the NFCC to provide an attractive and compelling proposition to a broader range of candidates, with existing leadership experience outside the sector, who might not have normally seen the fire and rescue service as a prospective career. The current predominant singular route to leadership does not enable different people with different skills acquired elsewhere to join and enhance/enrich the fire sector in operational roles. By introducing the scheme, we can broaden the diversity of thinking and experience into the sector. The scheme is intended to be ready for implementation by September 2022.



Your Service

RICHMOND SHIRE DISTRICT

Crews have been working closely with secondary schools in the area and the Princes Trust on a road safety initiative targeted at first time drivers to inform them of the dangers of the Fatal Five; excessive speed, not wearing a seat belt, driver distractions, driving under the influence and careless and Inconsiderate driving.

Total incidents: 372 ▲
Top 3 incident types:

- False alarms ▼
- Small fires in open ▲
- Road Traffic Collision - scene safety ▲

CRAVEN DISTRICT

Firefighters, Community/Public Safety Officers and the admin team from Skipton have facilitated seven 'restart a heart' sessions. These have been delivered to over 200 children aged between 6 and 16, all of whom are associated with a local football club in the town. The focus was first aid, CPR and how to operate defibrillators, providing the children with life-saving skills.

Total incidents: 441 ▲
Top 3 incident types:

- False alarms ▲
- Residential fires (house/flat/high-rise) ▲
- Small fires in open ▼

HAMBLETON DISTRICT

A monthly dementia café runs at Northallerton S an opportunity for those with dementia and care café is run by the local Community Safety Officer the station and is supported by Tesco's who provide the breakfasts. Each month a different speaker o passes on helpful safety information to attendees attendees has been steadily growing with very po

Total incidents: 623 ▲
Top 3 incident types:

- False alarms ▼
- Small fires in open ▲
- Small vehicle fires ▲

RICHMOND SHIRE

HAMBLETON

CRAVEN

HARROGATE

Key

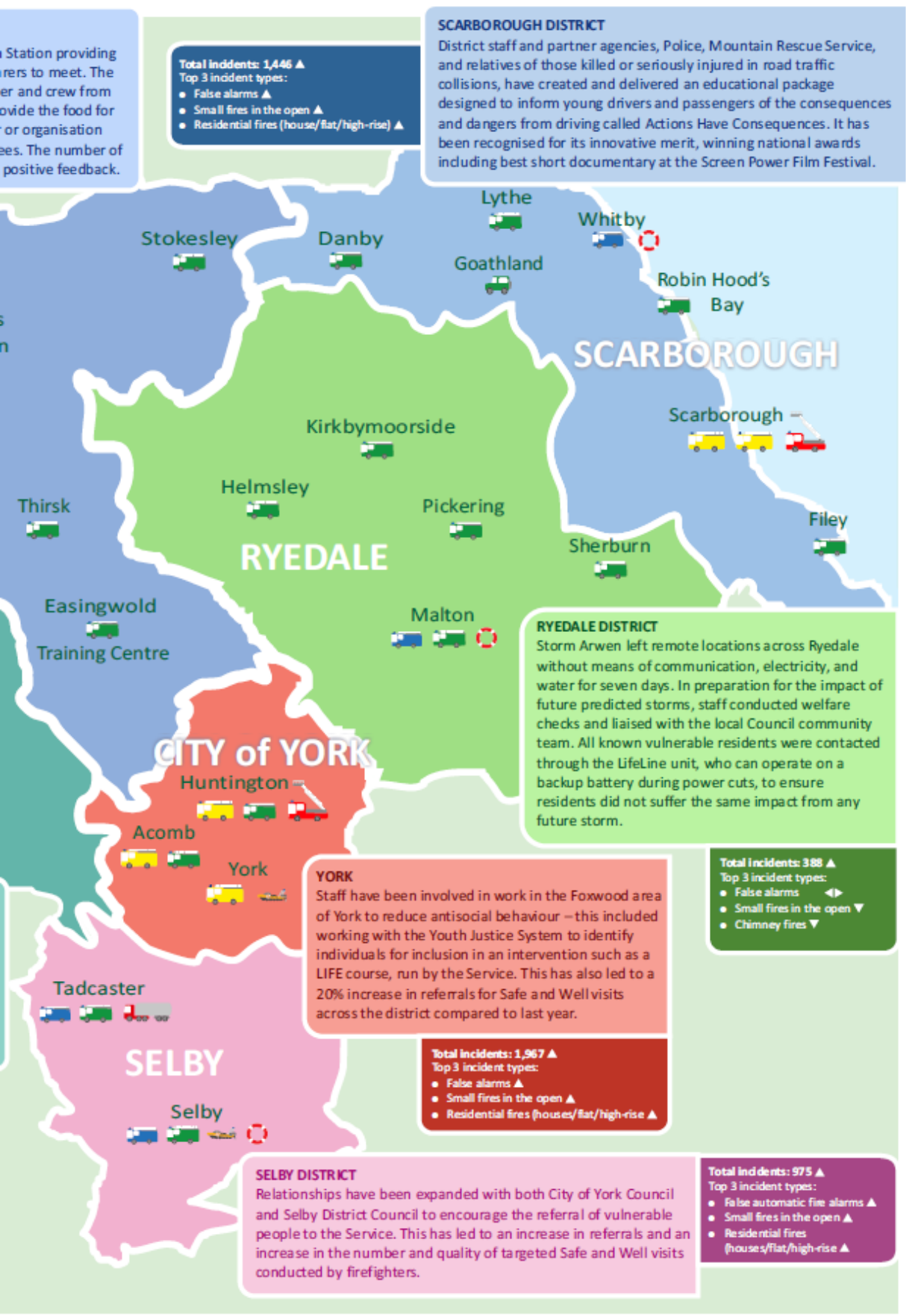
- Fulltime shift fire engine
- Fulltime day crewed, pager at night fire engine
- On-call crewed, on pager fire engine
- Volunteer unit
- Aerial Ladder Platform
- High Volume Pump/ Water Bowser
- All terrain vehicle/moors/ grass fires
- Water rescue boat
- Specialist water rescue capability

HARROGATE DISTRICT

Harrogate crews have been working alongside local gamekeepers in the area to enhance the emergency response to wildfires. Working alongside these subject matter experts promotes a better understanding of each other's capabilities and ensures a consistent message is given to members of the public who visit our beauty spots about the causes and dangers of wildfires.

Total incidents: 1,374 ▲
Top 3 incident types:

- False alarms ▲
- Small fires in the open ▼
- Road Traffic Collision - scene safety ▲



Governance, Assurance and Scrutiny

The Commissioner's new Fire and Rescue Plan 2022-25 will be published in May 2022, based on extensive consultation to represent public and stakeholder priorities and ensure that concerns and hopes for the future of the Fire Service are realised.

The Commissioner, in their capacity as the Fire and Rescue Authority, is assured of adequate arrangements for the effective management of financial (see section on 'Funding and Spending'), governance and operational matters, as well as overall adherence to the Fire and Rescue National Framework for England.

Fire and Rescue Plan 2019-21

The new Commissioner is pleased with the progress made over the last year in achieving the intended outcomes in the current Fire and Rescue Plan which set out the strategic vision, priorities and objectives for North Yorkshire Fire and Rescue Service and for how it will better respond to the needs of the communities of North Yorkshire and the City of York.

New Fire and Rescue Plan 2022-25

It was expected that the 2019-21 Plan would be replaced during 2021/22 but the original PFCC election was delayed by Covid-19. The subsequent winner of the election in May 2021 then resigned in October 2021 which meant that the work on a new Fire and Rescue Plan had to be paused until the by-election in November 2021. The work has subsequently been concluded and a new Fire and Rescue Plan 2022-25 will be published in due course.

Between August 16th and November 7th 2021, the Office of the Police, Fire and Crime Commissioner consulted with the public, businesses and partners, gathering views, thoughts, concerns and priorities which have all fed into the development of the new Fire and Rescue Plan.

An open online survey was conducted as well as a representative telephone survey using Opinion Research Services (ORS), an independent market research company, receiving over 2000 responses. 16 public events were held across the seven districts and the City, engaging with over 3500 people. A number of focus groups were conducted, involving over 20 partner organisations, and a similar number provided written responses as well.

We asked how North Yorkshire Fire and Rescue Service should develop and what they should focus on over the next two years to help people be safe and feel safe.

Over 90% of respondents were satisfied with the Fire and Rescue Service overall, which is very positive. They were much less satisfied with how visible the Service is in communities and how well they reflect the diversity of communities, and these are both aspects will be emphasised in the next Plan for the Service to improve.

The public think North Yorkshire Fire and Rescue need to focus on:



- Ensuring the fire and rescue service has well-equipped, modern services that are fit for the future;
- Preventing fire and rescue related incidents before they happen, especially where response times are low;
- Protecting people and property through risk assessments, inspections and enforcing fire safety laws if necessary; and
- Improving the availability of the Fire and Rescue Service in rural areas.

People felt that the Service should do more to work in partnership and support wider public safety with other emergency services and public sector agencies. They were also very supportive of the potential to commission services to support those who have suffered fire.

On 16 March 2022, the Commissioner submitted the draft Fire and Rescue Plan to the Police Fire and Crime Panel for review. The Plan reflects public concerns and priorities raised during the consultation and sets a realistic expectation of what the Service should achieve and the change people should see. The final Plan will be published on the Commissioner’s website in due course.

Assessing the quality of service to the public

Live streamed, Public Accountability Meetings are the forum in which the Commissioner holds the Chief Fire Officer to account for the service to the public. The Service is required to demonstrate the quality of the service in different areas and is assessed against the vision of the Fire and Rescue Plan.

This year’s fire and rescue topics included; fleet and capabilities, training, water safety, culture, diversity and inclusion, enhancing rural services and On-call assurance, protection (business fire safety), succession planning, talent management and the promotion process, initial contact and call handling and the newly developed Community Risk Profile. The meetings also consider fire and rescue performance data, allowing the Commissioner to assess performance against public priorities.

Proposals are being drafted for how assurance mechanisms will be developed to assess performance and assure the quality of service against the new Fire and Rescue Plan.

Complaints and Recognition Team taking on Fire and Rescue complaints and compliments

From 1 April 2021, the Complaints and Recognition Team (CRT) within the Office of the Police, Fire and Crime Commissioner became the main contact for all fire and rescue related complaints and compliments.



By end of the financial year, the Commissioner's CRT had received 24 new enquiries/complaints and 36 compliments. The themes of all complaints are identified and analysed to ensure organisational learning.

Operational assurance

The North Yorkshire Police, Fire and Crime Commissioner (Fire and Rescue Authority) has carried out its functions in accordance with the defined statutory and policy framework in which it is required to operate. As such the view, at the end of the 2021/22 financial year, is that requirements associated with operational matters were met.

The key documents setting this out are:

- the Fire and Rescue Services Act 2004
- the Civil Contingencies Act 2004
- the Regulatory Reform (Fire Safety) Order 2005
- the Fire and Rescue Services (Emergencies) (England) Order 2007
- the Localism Act 2011
- the Fire and Rescue National Framework for England
- the Health and Safety Act at Work etc Act 1974

The Fire and Rescue National Framework states that Fire and Rescue Authorities must make provision to respond to incidents such as fires, road traffic collisions and other emergencies within their area and in other areas in line with their mutual aid agreements, and reflect this in their Integrated Risk Management Plan (IRMP). The Fire and Rescue Authority publishes an IRMP that sets out details of its operational service provision. The current IRMP (known as the Community Safety Plan) covers the period 2017–2021 and will be replaced by a new Risk and Resource Model in 2022, after full consultation with the public and staff on any proposed changes.

The Commissioner had expected to be ready to go out to public consultation on a range of resourcing options in May 2021, based on an updated assessment of the current risks within our communities. However, there was a necessary delay to the public consultation so that further work could be undertaken to ensure robust development of the resource proposals. On that basis the existing Community Safety Plan 2017-21 (the current name for our Risk and Resource Model) was extended to September 2022.

The Commissioner asked the Chief Fire Officer to provide assurance of the operational viability of an extension to the current Community Safety Plan. The Chief Fire Officer set out a revised risk assessment in respect of the extension to the current IRMP, along with mitigation measures and risk controls which could be brought into effect during the period of the extension. The revised risk assessment was received formally, and mitigations approved, at the Executive Board in July 2021. The revised resource proposals were presented to the Commissioner in March 2022 and the Commissioner is currently conducting full consultation following the May 2022 Local Authority election.

Whilst the Fire and Rescue Authority is primarily a locally based service, mutual aid arrangements are in place with other services to provide resilience for large scale or complex incidents where additional resources need to be called on.

The Fire and Rescue Authority contributes to national resilience and can make a number of its assets available to support a national emergency. It has robust Business Continuity Management (BCM) plans in place, which are integral to managing corporate risk and to provide, in the event of a major disruption, a fire and rescue service to the community.

The Service undertakes regular reviews of all aspects of operational performance. A robust monitoring and debriefing process allows analysis of all the operational work the crews carry out, to continually improve the safety and effectiveness of the crews. Where appropriate, learning is shared nationally through the joint operational learning and national operational learning platforms.

The Service operates a performance management system. Such systems measure and monitor:

- Our service delivery to the communities we serve;
- Operational staff skills, knowledge and understanding in order to fulfil the vast array of operational demands placed upon them;
- Continuous development of a safe, and competent operational workforce;

Where organisational learning identifies an issue or opportunity for development, these are managed and rectified in an appropriate and timely manner.

The Service seeks to comply with the requirements of the Health and Safety at Work etc. Act 1974 and relevant legislation in managing its health and safety (H&S) duties. The Authority has a H&S management system based on Health & Safety Executive (HSE) guidance. There are clearly defined management responsibilities; as far as reasonably practicable the Authority assesses and manages the risks arising from its activities, consults its employees on matters affecting H&S, and provides training and information to employees.

National assessments including Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) reports are used to assess performance of the Service compared to other services. Following HMICFRS's first inspection of the Service in 2019, an action plan to address the 'areas for improvement' was developed and published on the Commissioner's website. Regular reports to the Executive Board provide updates on the preparedness for the Service's second inspection in May 2022.

An overview of Service performance during 2021/22 is provided in the Performance chapter that follows.

The Independent Audit Committee and assurance of good governance

The Committee proactively supports the Commissioner and Chief Fire Officer in ensuring the right governance and control mechanisms are in place to support a well-run fire and rescue service. The Committee reviews and scrutinises the adequacy and effectiveness of risk management, internal audit and control, and corporate governance arrangements of the Fire and Rescue Service, as well as reviewing financial management and reporting. The Audit Committee has concluded that governance and decision making arrangements in 2021/22 continued to be regarded as fit for purpose in accordance with the governance framework. In May 2022, the Corporate Governance Framework was reviewed by OPFCC statutory officers and senior officers of the Service and, subject to one minor amendment, was considered fit for purpose and reported to the Independent Audit Committee.

The Commissioner's draft Annual Governance Statement can be found at: [Link to be provided](#)

Performance

Over 2021/22, the total number of incidents North Yorkshire Fire and Rescue Service responded to increased by 17% to 7,594 compared to the previous year. In-person prevention (domestic safety) and protection (business safety) activities increased as restrictions from the pandemic started to lift.

Summary

The total number of fires attended increased by 2% compared to the year previous. The most significant increase was in special service incidents (non-fire incidents), largely accounted for by the increase in road traffic collisions from easing of travel restrictions post lockdown.

There has been an 8% increase in the number of false alarms, the high number of unwanted fire signals remain of concern and work will continue over the next year to focus on driving these down. One of the proposals for the next Risk and Resource Model seeks to better manage attendance to unwanted fire signals.

Total Incidents

Incident Category	2021/22	2020/21	% Change
Total number of incidents attended	7,594	6,500	17%
False alarms	3367	3119	8%
Fires	1742	1709	2%
Special services (non-fire related e.g. road traffic collisions, flooding)	2485	1672	49%

Top 5 incident types (excludes false alarms)

Incident Type	2021/22	2020/21	% Change
Small fire in open	732	662	11%
Residential fire (house/flat/high-rise)	315	318	-1%
Road Traffic Collision - scene safety	240	157	53%
Rescue of trapped persons (non-emergency)	217	144	51%
Assist Ambulance to gain entry	204	103	98%

There were four fire deaths over the last 12 months, an increase from one in 2020/21. All fire fatalities are reviewed in detail at the Service's Fire Fatality Review meetings to identify any organisational learning both in terms of emergency response and incident prevention.

Crews maintained a high level of assistance to Yorkshire Ambulance Service by gaining entry to 204 premises, an increase of 98% compared to last year.

Availability of fire appliances

There are 46 fire appliances across North Yorkshire and the City of York. The response model sets out the four parameters of fire cover for the Service based on appliances available.

	Critical	Minimum	Optimum	Maximum
Number of fire appliances available	<32	32 to 37	38 to 45	All 46

On a normal daily basis, the optimum level is acceptable and enables the Service to manage a number of simultaneous incidents and offer long term sustainability for protracted incidents. In 2021/22 optimum crewing levels (or above) were maintained 86% of the time.

On-call appliances were available on average 79% of the time, a decrease from 86% in 2020/21. During lockdown in 2020/21, On-call firefighters were more likely to be available; either furloughed from their primary employment or working from home. Of the 32 On-call fire engines, 28 reported a drop in availability compared to the previous year.

Prevention (Community Safety)

During 2020/21, the pandemic led to restrictions in the number of routine home visits in line with Government guidance and local safety control measures. Over the last 12 months, the level of prevention activity has increased significantly, including a significant uplift in the number of in person activities and home visits across the Service area from X to X.

Protection (Business Fire Safety)

Our Protection activity is designed to offer advice to support local businesses, as well as undertaking enforcement action where necessary, to keep people safe in buildings across North Yorkshire and York. Fire safety audits are used to assess whether a building complies with the relevant fire safety legislation. During 2021/22, X fire safety audits were carried out in person by the Service, significantly higher than last year when there had been a move to desk-based appraisals during lockdown.

Monthly performance reports for 2021/22 can be accessed via the Commissioner's website.

<https://www.northyorkshire-pfcc.gov.uk/police-oversight/governance/governance-process/corporate-scrutiny-board/>

Funding and Spending

Funding Breakdown 2021/22	Actual £000s	%*
Core Grant	(7,534)	21%
Precept (including Collection Surplus)	(22,414)	61%
Grants (Ringfenced)	(5,869)	16%
Non Grant Income (including project income)	(709)	2%
Total Funding	(36,527)	100%

Expenditure Breakdown 2021/22	Actual £000s	%*
Salary Costs (including NI and Pensions)	25,185	69%
Injury and Medical Pensions	779	2%
Other non-salary employee costs	544	1%
Premises costs	1,956	5%
Supplies and Services	3,503	10%
Transport costs (including fuel)	813	2%
Financial costs	1,910	5%
PFI	1,473	4%
Net Budgeted transfers from reserves	24	0%
Total expenditure	36,186	99%
Underspend transferred to Reserves	341	1%

* Due to rounding, percentages may not add up to 100%

Financial Position

2021/22 has been a challenging year for many obvious reasons and there have similarly been financial challenges for the Service to deal with too. The largest was an unexpected pay award that was made in 2021/22 that was not funded – this has created a recurring pressure of almost £300k. While it has been possible to fund this from Reserves in 2021/22 it has added additional pressure to the medium term financial plans of the Service.

Despite this, a broadly positive financial outturn has been delivered during 2021/22. The revenue position summarised above does not create any additional challenges on the budget and medium term financial plan that was set in February 2022, while the underspend of £341k (which is less than 1% of the total income available to the Service) has provided an opportunity to set some funding aside to meet the known inflationary pressures, from Gas, Electricity and Petrol, that are already feeding through into the 2022/23 budget.

Work continues to embed good financial management and control within the Service and continues to ensure that a stable financial position is maintained.

The annual Statement of Accounts shows the annual costs of providing the Service and is determined by a Code of Practice which aims to give a 'true and fair' view of the financial position and transactions of the Authority. At the end of the 2021/22 financial year, requirements associated with the appropriate management of financial matters were fully met (subject to conclusion of the external audit of the Statement of Accounts 2021/22). The Annual Statement of Accounts and auditors reports can be found at: [Link to be provided.](#)

Fire and rescue precept

Most of the funding comes via the local precept, the amount people pay through their council tax for their fire and rescue service. Between December 2021 and January 2022, the Commissioner consulted on setting the fire and rescue precept and received over 1,500 responses from the public. The majority (70%) supported the maximum increase of £1.47 set by the Government, bringing the total fire and rescue precept for 2022/23 to £75.61 for an average Band D property. This precept rise is below inflation making it very difficult to maintain current service delivery and does not allow significant additional investment in Fire and Rescue services.

Despite significant lobbying of central Government by the Commissioner, North Yorkshire Fire and Rescue Authority was not one of the eight authorities awarded the flexibility to increase the fire and rescue precept by up to £5. The Commissioner will continue to urge the Treasury for much needed local precept flexibility over the next financial year.

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Contacts

North Yorkshire Fire and Rescue Service

You can contact the North Yorkshire Fire and Rescue Service in the following ways:

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-  Switchboard: 01609 780 150
-  cao.serviceinformation@northyorksfire.gov.uk
-  northyorksfire.gov.uk
-  youtube.com/user/northyorksfire

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
-  northyorkshire-pfcc.gov.uk
-  [northyorkspfcc](https://www.instagram.com/northyorkspfcc)
-  youtube.com/user/nypcc

Helping you to be safe and feel safe in York and North Yorkshire