



**Northamptonshire
Fire and Rescue Service**

**Integrated Risk Management Plan
2019-2022**





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Executive Summary

Introduction

This is the first Integrated Risk Management Plan (IRMP) under the changed governance arrangements with the Police, Fire and Crime Commissioner. The change allows for a more stable financial position to plan more effectively for future requirements, including developing a capital programme.

IRMP is part of our statutory duty; this planning process outlines all foreseeable risks within Northamptonshire and how we will use our resources to mitigate this risk. This is produced here in summary, please read on for the full detail and within the [Background Risk document](#).

Identifying Foreseeable Risks

National

- The National Risk Register provides an assessment of the likelihood and potential impact of a range of different civil emergency risks, which may directly affect the UK. Locally we are actively involved in the consideration of this Register, and in the production of the local Community Risk Register. This provides a broad foundation for planning, alongside partner agencies; we consider a broad range of risks such as environmental issues; for example flooding, as well as societal issues, such as criminal or terrorist activity.

Profile of County:

- We are located in the middle band of England, with a good road network and rich heritage. This provides an attractive base; with logistics companies building their business here, long term investment in the County (new University campus), as well as receiving large numbers of visitors for events, such as the British Grand Prix (300,000).
- Northamptonshire is classed as 'Significantly rural' with less than 74% of the area being urban, and 26% or more being rural. This presents a varied geography with a number of major waterways and reservoirs, several large towns as well as more remote areas.
- The county is predicted to continue to grow, in particular in the Northern areas around Corby and Kettering.

NFRS Performance – Summary points

Prevention	Fire fatalities generally occur in the home, people aged over 65 are at greater risk within a fire. We need to understand more about risk in 40-54 age group and increasing RTCs.
Protection	Our inspections are prioritised by risk; a number of factors will influence our understanding of this risk including the outcome of the Grenfell Enquiry. This Enquiry is likely to have a wider impact, on regulation across the sector.
Response	Incident demand fluctuates throughout the day with our busiest period during the evening, our average response times to all incidents was 10.32mins for 2017/18. On-call availability has declined, this is a priority for us to improve, particularly during the day time.

Strategic priorities

- Keeping our Communities Safe and Well,
- Keeping our Staff Safe and Well and
- Making the best use of our resources.

Staff

We will continue to work with our staff to ensure we have embedded the appropriate cultural environment. An environment; which meets the needs of a diverse workforce, is an excellent and safe organisation to work for, and which enables us to deliver the Service we provide.

What we will do - our proposed actions

Prevention	We will continue to refine our prevention activity, to ensure resources are appropriately targeting to risk and the most vulnerable. Developing our understanding of our high risk groups and continue to collaborate where it makes sense to do so.
Protection	We will develop our protection activity and understanding of what is high risk, to ensure we are effectively targeting our resources and are able to adapt to change in the sector.
Response	<p>Implement infrastructure changes to improve Fire Cover,</p> <ul style="list-style-type: none">• Explore infrastructure change in the North of County; to respond to changing risk and demand in particular around Desborough and Rothwell, Kettering.• Review of our infrastructure:<ul style="list-style-type: none">• our estates (shared estates strategy with Northamptonshire Police);• conduct a review of our special appliances;• work with Northamptonshire Police to review current control room arrangements. <p>Implement new Standards of Response</p> <p>Improve availability and resilience, particularly during the daytime and weekend:</p> <ul style="list-style-type: none">• Maintain a min. of 14 appliances to support strategic response capability (this is in addition to specialist and officer response capabilities)• Explore and review our model of working for on-call firefighters. Find out more about this role here

Being accountable to our communities

The Police, Fire and Crime Commissioner holds the Chief Fire Officer to account. The PFCC is accountable to the public and directly elected to the role on a four year basis.

The PFCC will hold the Chief Fire Officer to account for the delivery of this plan through a series of performance measures that are published in the full plan.

Welcome

Stephen Mold

Northamptonshire Police, Fire and Crime Commissioner



I am delighted and honoured as the first Police, Fire and Crime Commissioner (PFCC) and the new Fire and Rescue Authority for Northamptonshire to be able to introduce you to the new Integrated Risk Management Plan for 2019-2022. This plan provides more specific detail on how Northamptonshire Fire and Rescue Service (NFRS) will achieve the strategic intent in my Fire and Rescue Plan of making Northamptonshire safer.

I was very pleased that, in April 2018, following a detailed business case and public consultation, the Home Secretary approved the change of governance for the service. I am confident this change in governance is in the best interests of everyone in the county. Following this decision, the Statutory Instrument was laid in October 2018 and governance of the

NFRS transferred to the Office of the Police, Fire and Crime Commissioner (OPFCC) with effect from 01 January 2019.

The new structure enables the PFCC to hold the Chief Fire Officer to account for service performance, effectiveness and efficiency in the same way as the Chief Constable of Northamptonshire Police. Both organisations remain independent from one another; firefighters will not become police officers or vice-versa. However I will be looking to the two organisations to work more closely together to deliver a more efficient and effective service, keeping the people of Northamptonshire safe.

Locally our blue light services have collaborated and lead the way nationally in many areas such as shared estates, vehicles and management teams to name a few. The governance change allows for greater shared understanding of risk ensuring the appropriate resources are invested into front line services.

This will be a significant change programme, but will provide an ideal opportunity to further develop our collaborative working across the emergency services, at the same time establishing a more sustainable and transparent funding model for the service in the future.

Welcome

Darren Dovey

Chief Fire Officer



As the first Chief Fire Officer of Northamptonshire Fire and Rescue Service under our new Governance arrangement it gives me great pleasure to introduce our new 3 year Integrated Risk Management Plan 2019-2022. This new plan details how we intend to deliver on the strategic objectives set out by the Police, Fire and Crime Commissioner (PFCC) since taking on the role of the Fire Authority.

The focus of this plan will be to develop a Fire Service for the future whilst also ensuring that we meet the needs of a developing County. To do this we need to take into account the changing nature of the County both in terms of growth and also in terms of the proposed new local government structure. In addition this plan will need to deliver on the

objectives set out within the PFCC's "Fire and Rescue Plan", the outcomes of Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) inspection of the service in late 2018 and Central Governments "Fire Reform" agenda.

This will be challenging and will involve some significant change to the way we operate and do our business. However, it also presents us with a once in a generation opportunity to re-shape our organisation to better serve the communities of Northamptonshire. In order to achieve this we will need to collaborate with other partners to ensure we are delivering services as efficiently as possible. A key part of this will be to explore wider and deeper collaboration opportunities with a range of partners but in particular with Northamptonshire Police with whom we share the same Political Governance.

Since the introduction of the Fire Services Act in 2004, Fire and Rescue Services have shifted their focus from being purely a 'Responsive' Service to a more 'Preventative' one. This has resulted in an overall reduction in fatalities, casualties and incidents attended, making our communities much safer. I am proud to say that, as a result, Northamptonshire has seen some significant improvements in community safety. However as we have seen at the incident at Grenfell tower in London, tragedies such as this can still happen and as such we need to ensure that prevention remains at the core of what we do.

A key component in delivering this plan will be our staff, and as such we need to ensure that we continue to invest in their development in order that they too can meet the demands of the future. In addition the Service also has a well-earned reputation for innovation and has over recent years maximised on new technologies which has made us more effective at doing our jobs and has assisted in keeping firefighters safer. Therefore we will continue to invest in new technologies where they add value to the Service.

This is an incredibly exciting time and working together with the PFCC, our staff and partners we are confident that we can deliver on our aim of Making Northamptonshire Safer.

Introduction

This Integrated Risk Management Plan (IRMP) 2019-2022 demonstrates how Northamptonshire Fire and Rescue Service will deliver the priorities outlined in the Fire and Rescue Plan in the next three years. Through our vision of 'Making Northamptonshire Safer' we will work together to provide an excellent Fire and Rescue Service that everyone is proud of.

Our purpose is to save lives, reduce risk and contribute to the health and wellbeing of the communities in Northamptonshire.

Within this IRMP you will see how we consider all of the foreseeable fire and rescue related risks that could affect the communities of Northamptonshire and how we plan to reduce these risks through the three interconnected strands of Prevention, Protection and Response.

The production of an IRMP is a statutory duty under the Fire and Rescue Services Act 2004 and The Fire and Rescue National Framework for England 2018.

The priorities of the framework are for Fire 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.

This plan builds on the previous IRMP 2017-2020 (read [here](#) for more information) and has been produced to ensure we continue to meet our statutory requirements, but also reflects the change in governance of the Fire and Rescue Service, moving from Northamptonshire County Council (NCC) to the Police and Crime Commissioner on the 01 January 2019.



This document fulfils the Fire Authorities requirements to produce an IRMP; by outlining the understanding of community risk and the detailed plans of how these will be delivered by the Fire and Rescue Service. Within this document, we set out:

1. Our understanding of risk, relevant to the Fire and Rescue Service.
2. An overview of how we are performing in relation to incidents trends and the service being received by the public.
3. Provide an update on the IRMP 2017 – 2020 and subsequent actions plans we have been working on.
4. The Financial Context in which we will be operating.
5. How we intend to improve our service to the communities of Northamptonshire.
6. How we will assure this process, be more accountable and transparent.

As part of our open and transparent approach to decision making, this document was presented for consultation during February 2019, alongside the OPFCC's Fire and Rescue Plan. You can read about the outcome of this consultation in the summary report.

Statutory Requirement

Historically, the role the Fire Service has in society has been that of putting out fires and dealing with other rescues or emergencies, but through effective preventative work, operational demand has been significantly reduced over the last 10 years. This highlights the importance of the Service's role, not only in responding to incidents but also by preventing them from occurring in the first place. For Example:

- Delivering home fire safety visits for the most vulnerable, particularly the elderly population.
- Supporting regulatory compliance in the business community and helping to minimise the impact of fire on the community.

Additionally, we play a significant role in civil protection and resilience arrangements. For example, the Civil Contingencies Act recognised the fire and rescue services as a Category 1 Responder; one of the main organisations responsible for attending the scene of an emergency. As such we are required to work with other responders to assess the risk of an emergency occurring, to maintain plans to respond to an emergency, to publish the relevant assessments and plans, and to maintain arrangements to warn, inform and advise members of the public.

The role of the fire and rescue service is legislated in a number of different statute and policy frameworks. You can read more about the detail of these in the background risk document.

Change of governance

On 01 January 2019, following public consultation, Stephen Mold became the Police, Fire and Crime Commissioner (PFCC) for Northamptonshire. The new PFCC replaces NCC as the Fire Authority.

As the new Fire Authority, the PFCC has set out his Fire and Rescue Plan 2019-2022 for the Service: read [here](#), as required within the National Framework 2018. Setting the authorities mission to:

- Prevent fires and other emergencies to keep people safe
- Protect the public
- Stabilise the organisation

As such these two plans (IRMP and Fire and Rescue Plan) are inextricably linked, all being underpinned by a clear understanding of the known risks within the county (NFRS Background Risk Information). This is presented within Figure 1 to aid understanding.

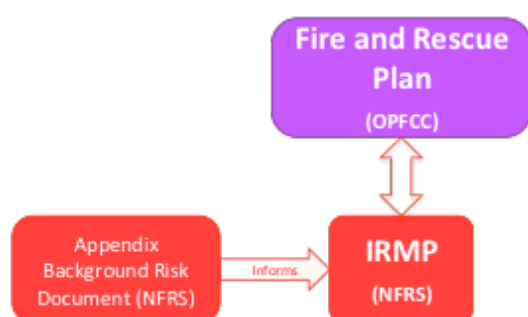


Figure 1: Planning Hierarchy

Internally, our structure remains the same, led by our Fire Executive Group under the Chief Fire Officer. Our Organisational Chart can be found [here](#).

This change presents many positive opportunities, some of which are immediate:

- Improved scrutiny, accountability and transparency as processes are streamlined and focussed on NFRS, rather than the service as one department within a County Council.
- Closer links with Northamptonshire Police and the Office of the Police, Fire and Crime Commissioner (OPFCC)
- The ability to improve efficiency through enabling services and bringing functions together, which can support both organisations.
- A more stable financial climate, with our budget ring fenced for our service and the ability to build our own reserves.
- Through the OPFCC's single estates strategy, we will continue to explore possibilities for co-locating with the police and/or other services; where it makes sense to do so and is aligned to risk.
- It presents greater opportunities to enhance our preventative work through a collaborative approach.

All of these will lead to efficiencies that can be reinvested in the services we provide to the communities of Northamptonshire.



Unitary authorities

Another important change taking place in the County will be the formation of two new unitary authorities. This came about following the Home Office best value inspection of the County Council in early 2018. Following this, it was proposed that NCC and the seven districts and boroughs would be replaced with two unitary authorities: North Northamptonshire and West Northamptonshire. At the time of publication, the results of the latest consultation (ended January 2019) were being analysed, following which it will be considered by the Secretary of State. If agreed, draft legislation could be presented to the House of Commons in Spring 2019. If any new council is to be created, they could come into being on 1 April 2020.

This fundamental change in the structure of local authorities in Northamptonshire will alter decision making in the county and redefine how different agencies work together. Although we will understand more about the impact of this change as more detail emerges, it highlights the importance of the Service engaging with the new authorities and in particular helping to influence the partnership framework as it forms in the County.

Throughout this document you will see how we interpret all this information and detail how we will deliver our service to the communities of Northamptonshire and our vision of:

‘Making Northamptonshire Safer’

Our Vision

Making Northamptonshire Safer

To save lives, reduce risk and contribute to the health and wellbeing of the communities in Northamptonshire
Working together to provide an excellent Fire and Rescue Service that everyone can be proud of



Our Strategic Objectives





Review of Risk

In this section you will find a summary of our assessment of foreseeable fire and rescue related risks. Clearly the IRMP needs to be underpinned by a comprehensive understanding of the risks within Northamptonshire; these have been captured in the NFRS Background Risk Document as represented in Figure 1. This document can be found [here](#).

Our Methodology for understanding risk

We use data to identify the people, areas and groups that are more likely to be at risk from fire and other emergencies. Data such as incident data to understand our demand and national data sets which might identify trends, as well as information such as local, regional and national Risk Registers which identify risks to the community, consider the impact and plan to mitigate this. As well as obtaining information, historical data and risk registers, NFRS share information with other fire and rescue services and partner agencies, such as the Police, NHS and community safety partnership groups (local authorities). The sharing of information with local partners allows for a better understanding of joint risk to the communities and greater capacity to deliver shared objectives.

This review of risk is structured through an understanding of our county profile and presentation of key areas from our performance and demand data analysis, with full information detailed in the background risk document.

Working with you to understand our risks

We recognise and value how important it is that we work with the communities of Northamptonshire to ensure we reflect the views and understanding of the diverse range of community needs. Through this approach we are able to fully understand the foreseeable risks that we are able to respond to, both as a Service and through our partnership work. Through the life of this plan we will improve our engagement with the community by:

- Establishing regular focus groups that reflect a wide range of stakeholders, where we can discuss our understanding of community needs, risks, and how we intend to respond
- Local engagement with communities through Station Plans and partnership forums

Through the life of this plan we will improve our engagement with the community by establishing regular focus groups that reflect a wide range of stakeholders, where we can discuss our understanding of community need, risks, and how we intend to respond.

National Risks

NFRS is a statutory member of the Local Resilience Forum (LRF). As such the link between the National Risk Assessment process is maintained through the LRF and the production of [Northamptonshire's Community Risk Register 2017](#). NFRS are actively involved in the production of this Risk Register, and consider the findings in order to ensure our ability to respond to those risks identified. This is particularly important around;

- Environmental issues such as flood
- Business Continuity issues such as loss of staff (due to industrial action or pandemic flu)
- Challenges due to political or industrial relations (e.g. BREXIT, Loss of Fuel)
- Societal issues, such as criminal or terrorist activity

By considering these risks, our plan is to ensure we maintain a resilient organisation that is able to respond to the current, new and emerging threats within the county.

National Resilience

The Government has responsibility for the provision of national resilience assets and capabilities, and support assurance processes to ensure that we maintain a high state of operational readiness for a broad range of incidents, including wide area flooding or significant terrorist attack.

In recent years, NFRS have been deployed to flooding in Cumbria and during 2018 we sent crews to the large wildfire on Saddleworth Moor. We will always consider any request to support a national incident, subject to it not impacting on the service provided to the communities of Northamptonshire.

In addition to normal fire service appliances and personnel, we will maintain our ability to respond to national incidents through the provision of:

- High Volume Pumps
- Detection, Identification and Monitoring Officers
- Mass Decontamination
- Water Rescue Capabilities

Cross Border Risks

Northamptonshire borders seven other counties. To ensure the most effective response is provided to support the needs of an incident, it may be the situation that a neighbouring service may be quicker to respond due to the location of the incident. Where another service will provide a quicker response to a life risk incident they will be mobilised instead of, or in addition to Northamptonshire appliances.

To support this, we;

- Have agreements (Fire and Rescue Service Act 2004, section 13/16) in place for mutual assistance to plan for these eventualities.
- Share our risk information with neighbouring Fire Services.
- Conduct joint exercises with neighbouring Fire Services.
- Jointly debrief incidents and share learning.
- Monitor cross border activity and continually review the needs of Northamptonshire.

Through these mutual assistance arrangements we will also provide the same level of support to our neighbours (subject to agreement).

Cross Border resilience arrangements

To support our ability to respond to a major incident, or where demand has reduced NFRS's ability to provide a normal level of operational cover, cross border appliances will be requested to further enhance the fire cover within the county.

Local Risks - Northamptonshire County Profile

Northamptonshire is centrally located in England and is surrounded by 7 other counties, Leicestershire, Warwickshire, Lincolnshire, Cambridgeshire, Bedfordshire, Buckinghamshire and Oxfordshire.

The majority of the population and industry is located in Corby, Kettering, Rushden, Wellingborough, Northampton and Daventry. Northamptonshire is classified as a Significantly Rural county (according to the Department for Environment, Food and Rural Affairs (DEFRA) designation for counties that have less than 74% of their area being 'urban' and 26% or more of their area being 'rural').

Northamptonshire has a proud history, with 5,960 properties of heritage interest, including Althorpe House (the resting place for Lady Diana, the Princess of Wales), Boughton House and Rockingham Castle.

It is also the home of the British grand prix, attracting over 300,000 people into the county over the three days of the event.

Due to its location, good road network (A14/ M1/ A1 links) and rail links to London, it now sees an above average increase in population growth and new industrial areas, encouraging large high bay warehouses. There are two large Hospitals (Kettering General Hospital and Northampton General Hospital) and a wide range of commercial risks that present a local risk that need to be pre-planned for (Captured as part of our Site Specific Risk Information (SSRIs)).

In considering the tragic events at the Grenfell Tower Fire, Northamptonshire has a small number of residential High Rise premises such as the New Life Buildings located in Northampton Town. Northampton University have now opened their new campus 'Waterside' introducing 7000 students, with sleeping accommodation and local water risk.






As the population is predicted to steadily grow, this will increase the ageing population influencing our preventative activities to focus on this high risk group. The fire cover model will need to reflect the changing infrastructure of the county as a response to commercial and residential growth.

Although new modern housing developments will shape the county, there still remains a high number of Houses of Multiple Occupation that need to be considered as part of our risk based inspection programme and engagement with landlords.

The profile of Northamptonshire is summarised in the following table, with a more detailed analysis of risk and performance published within the background document. This document underpins the IRMP by identifying the foreseeable risks and is used as part of our planning assumptions.

Key points for NFRS - Continued need to adapt to change within County; in particular the increasing population and new development in County.

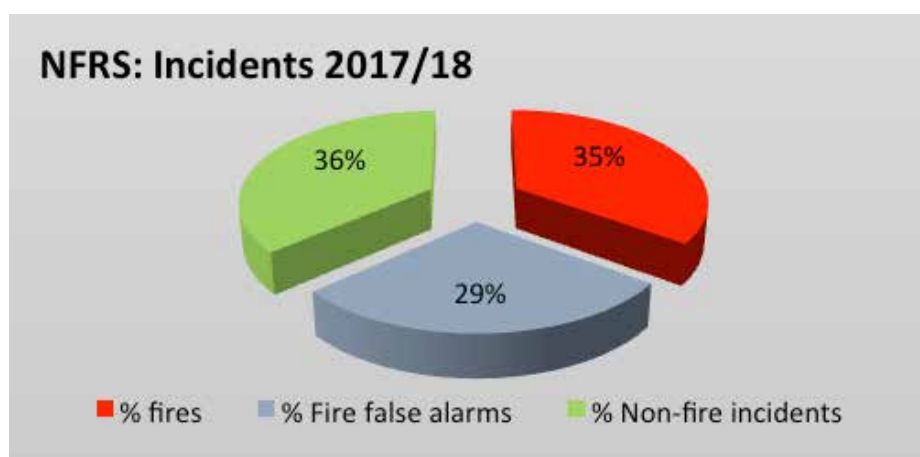
County Profile – Summary for NFRS

 <p>Population and predicted growth</p>	<ul style="list-style-type: none"> • Currently 741,200 - expected to grow by 5% by 2024 • Greatest proportional increase is expected to be in those aged 70+ (43.1% increase or 35,000 people)
 <p>Expected development</p>	<ul style="list-style-type: none"> • In conjunction with the population growth detailed above, it is estimated that there will be a total 30,494 houses planned for construction between 2015-20 in Northamptonshire. • Outside of Northampton (7%), largest growth in county will be in Northern areas of Corby (12% population increase from 2017 to 2024) and Kettering (7%)
 <p>Building types</p>	<ul style="list-style-type: none"> • Range of property types within the county; 318,319 private dwellings, 5,960 properties of heritage interest and 21,086 non-domestic including commercial properties, hospital, education buildings, sports & leisure facilities, and farm buildings, all of which present their own unique hazards in the event of a fire.
 <p>Transport networks (road, rail, waterways, hazardous material, transportation, air)</p>	<ul style="list-style-type: none"> • Road - 4521km of roads including 224km of major roads and a wide network of narrow country roads. Given county's geographical position, near the UK's main motorways and close to Daventry rail freight terminal - key attraction for logistics. • Waterways - Number of major waterways including the river Nene as well as leisure facilities such as the Grand Union Canal and large reservoirs.
 <p>The environment</p>	<ul style="list-style-type: none"> • 2018 was a notable year for prolonged weather fronts, most notably the snow experienced in early 2018 and then a heatwave during the summer months. In the previous year we experienced flash floods in Northampton. • Currently there are 2,601 residential and 1,051 commercial properties that have been identified by the environment agency as at risk of flooding within the county.

Review our Performance

As part of our statutory duty, we respond to fires, rescues from Road Traffic Collisions (RTCs) and deal with other specific emergencies such as flooding or terrorist attacks. Full information regarding our performance can be found within the background risk document, below are the key highlights and particular areas of focus for this IRMP.

There continues to be a general downward trend in fire related incidents and an increase in special service incidents such as RTC and medical co-responding. Special services now makes up 36% of total incidents compared to 18% in 2009/10.



Prevention

Nationally we know that people aged over 65 are at greater risk and that fire fatalities generally occur in the home, with over 60% of fires within the home starting in the kitchen. During 2017/18 our staff spent 6,464 hours engaging with residents of Northamptonshire in prevention campaigns and initiatives such as Operation Unite tackling arson and anti-social behaviour.

We target our engagement to reach the most vulnerable individuals within our communities, such as the elderly or those with mobility issues receiving our services as a priority. To do this we use national data to identify where they live and visit people in their homes, providing advice tailored to the individual and their home. Additionally, we promote fire safety and provide broader prevention advice through our engagement at community events, targeting other groups such as children via school visits and online.

Locally there is data to demonstrate that whilst older people are at high risk there are also a high percentage of people aged between 40-54 living alone that have more fires than other groups, and therefore appear to be more at risk. Our prevention strategy will therefore target a wider demographic than the elderly including middle aged people who live on their own.

Since 2010 there has been a 4% increase in the RTC's we attend in the county (20 more in 2017/18). Fire-fighters rescue more people from RTC's than they do from fires, extricating 95 people from vehicles during 2017/18.

Protection	<p>A primary driver for our Risk Based Inspection Plan (RBIP) is to support the strategic objectives of keeping the public safe and keeping staff safe. We have prioritised audits of sleeping risk premises (Homes of Multiple Occupation, Care Homes and Hospitals) but also other high risk premises with the potential to affect firefighter safety, such as factories and warehouses.</p> <p>Following the tragic events in the Grenfell tower block fire, an independent review of building regulations and fire safety has been led by Dame Judith Hackett: Independent Review of Building Regulations. An interim report was published in 2018, which has impacted on the day to day work of operational crews and our Protection team which resulted in a prioritisation of activities in this area. The final report will bring further recommendations for change. Read more about business safety here, if you are responsible for fire safety as an employer, owner, landlord or occupier of a business or non-domestic premises.</p>
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Response	<p>We respond to 100% of calls, always providing an appropriate response. The national average (mean) response time to fires have gradually increased over the past 20 years. The reasons for this are complex, in part it can be attributed to national changes; such as increasing traffic volumes and as towns and villages have become more built up. It is also influenced by local matters such as housing development and the overall availability of appliances. Our average response time to attend all incidents is around 10 minutes (see detail in background document for a comparison against different incident types and duty systems), which is in line with similar Fire and Rescue Services.</p> <p>Considering our demand throughout the day; our lowest demand is during the early hours of the morning (02:30 – 04:30hours), although this period of time provides the highest risk due to the majority of the population being asleep, our busiest time of day is between 16:00 – 22:00hrs.</p> <p>The availability of our on-call fire appliances has been steadily declining since 2007, dropping from above 90% to 57% for 2017/18. This echoes the national trend within the sector, and whilst we have sought to understand the variances. This continues to be a priority area for the Service to improve, particularly around improving day time availability.</p>
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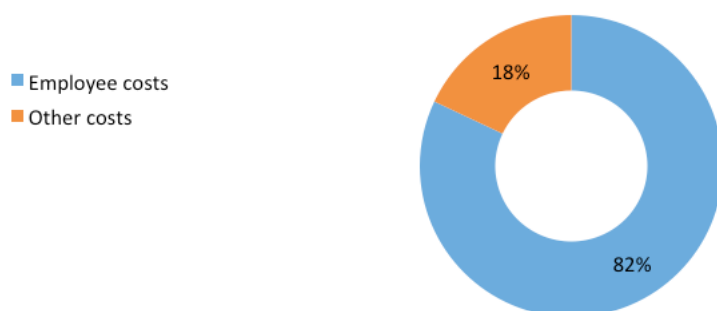
Finance

Within this section you will find our Medium Term Financial Plan (MTFP), our capital plan, our efficiency plan and our reserves strategy.

As a public sector organisation we, along with all FRS's nationally, have seen significant budget reductions throughout the austerity period. Further financial uncertainty has also been an issue as a result of the financial situation within NCC (the previous Fire Authority). This culminated in a Government led 'Best Value' Inspection, [read the report here](#), in addition to the issuing of two Section 114 notices in the financial years 2017/18 and 2018/19. This has been a significant challenge and impacted on our medium to long term planning.

Following the change of Governance the PFCC is responsible for agreeing the budget for NFRS and overseeing how this budget is spent. As well as receiving funding from Government grants, the PFCC is also responsible for setting the amount of money you will pay for fire and rescue – known as the fire precept – as part of the annual council tax bill. The latest budget and medium term financial plan can be found [here](#). Below is a budget breakdown, the largest proportion of our budget is spent on our staff.

Cost proportion



Reserves Strategy

Due to the financial situation within NCC it was agreed that no reserves would transfer as part of the Governance change. Reserves exist so that an organisation can invest in service transformation for the future or else allow them to respond to unexpected events or emerging needs. It is therefore a priority for us to now establish our own reserves in order to offer adequate resilience.

Capital Programme

In addition to building a reserves strategy the new Fire Authority will also look to deal with the issue of how to fund NFRS's capital programme which has been largely unfunded by the County Council over a number of years. A capital programme will provide us with the necessary funding for replacement of equipment and new purchases in areas such as fleet, IT and estates.

Taking into account the issues highlighted above the PFCC together with NFRS has produced a Medium Term Financial Plan (MTFP) that aims to ensure the service is adequately funded both in terms of revenue, reserves and capital, in order to perform its statutory duties. The MTFP will provide further detail of our strategy for building reserves and capital programme expenditure.

How we will use our resources to mitigate the impact of the risks identified

Our strategic priorities remain as;

- Keeping our Communities Safe and Well
- Keeping our Staff Safe and Well and
- Making the best use of our resources

Under each of these objectives we have established a set of strategic priorities (see [Strategy Map](#)) that articulate how we will use our resources to mitigate the impact of the risks identified.

In this section we explain how prevention, protection and response activities will be further improved by 2022, to prevent fires and other incidents and mitigate the impact of identified risks in Northamptonshire.

Our Staff

At the heart of our organisation is a fantastic group of people who enable us to deliver the Service we provide; our staff. We recognise that through our staff we need to create an environment that meets the needs of a diverse workforce, and is an excellent and safe organisation to work for. We refreshed our Service Values in 2017 and want to do more to ensure that these values are at the core of the service we deliver and we have the appropriate cultural environment embedded to reach our goals.

Our Values



We will continue to support a culture of continuous improvement within the Service; focussing on strengthening the following areas;

- Conduct a cultural audit to learn and further embed the values within the Service.
- Improve our assurance and audit processes for staff competencies
- Embed our wellbeing strategy to improve mental health awareness.
- Commission an equality and diversity peer assessment, with the aim of reaching 'achieving' status in the equality framework by 2022.





Prevention

Refine our prevention activity: ensure resources are appropriately targeted to risk and the most vulnerable.

We will;

- continue to target young people and the elderly population as part of our preventative priorities. Focussing on specific programs for young people and initiatives through schools and on lone pensioners through our Home Fire Safety Check work
- understand more about the fire risk to middle aged (40-54 age group) who live on their own and target our prevention activity accordingly
- continue to develop our partnership approach to target vulnerable members of the community
- work more closely with Northamptonshire Police to align our preventative work
- embed local station plans and support local targeting of prevention activity by station based staff, through local activity and engagement with local community groups and the police
- fully evaluate Safe and Well pilots to consider the wider community benefits in using our resources
- further develop our processes in measuring and evaluating our preventative activities
- continually review our prevention strategy ([insert Link – our website](#)) to ensure it targets those greatest at risk



Protection

Continue to develop our protection activity: ensure we are effectively targeting our inspections and adapting to change in the sector.

Our Protection strategy (add link – our website) sets our management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat.

We will;

- continue to refine our Risk Based Inspection Plan (RBIP)
- further develop the protection training for all operational staff and consider how station based staff can be more effectively used to target the most vulnerable members of the community through protection inspections
- consider the findings of the Grenfell enquiry conducted by Dame Judith Hackett and review our protection strategy



Response

Implement infrastructure changes required to improve our Fire Cover Model.

We will;

- review our estates infrastructure as part of a shared estates strategy with Northamptonshire Police
- implement the new Standards of Operational Response
- explore infrastructure change in the North of County; to respond to changing risk and demand and meet the needs of Kettering and Corby housing developments - in particular around Desborough and Rothwell, Kettering
- conduct a special appliance review to ensure we take advantage of new technology and our fleet meets the needs of a changing county
- improve sharing of our risk intelligence with neighbouring Fire and Rescue Services and partner agencies
- work with Northamptonshire Police to review our current control arrangements to explore a collaborative solution

[INSERT LINK TO RESPONSE STRATEGY](#)



Response

Further improve our operational availability and resilience, particularly during the daytime and weekend.

We will;

- maintain a minimum of 14 fire appliances to support our strategic response capability, and will continue to work with communities to improve the local provision of fire cover (note this is in addition to specialist and officer response capabilities)
- actively recruit on-call personnel in line with operational requirements ([read more about our current recruitment here](#))
- explore collaborative opportunities to improve on-call cover
- review the On-Call Model by working with our staff and communities to improve availability and organisational resilience

Standards of Operational Response

A review of the Standards of Operational Response and Fire Cover was carried out as part of the IRMP 2017 – 2020, year 1 action plan. The main aims of the project were to identify:

- **Risk** - To identify current and future risk profiles
- **Demand** - To analyse incident demand based on previous and indicative future demand analysis
- **Resilience** - To ensure a sustainable, efficient and effective response infrastructure to meet changing demand and risk profile
- **Efficiency** - To identify collaborative opportunities that enable closer working to support safer communities

For a copy of the previous standards of operational response see our [website](#).

Currently, there is no national standard of response, with each Fire and Rescue Service establishing their own standard and specifying the detail of how and what is measured. As part of our standards of operational response, we measure time of our response. This is illustrated in the figure below:

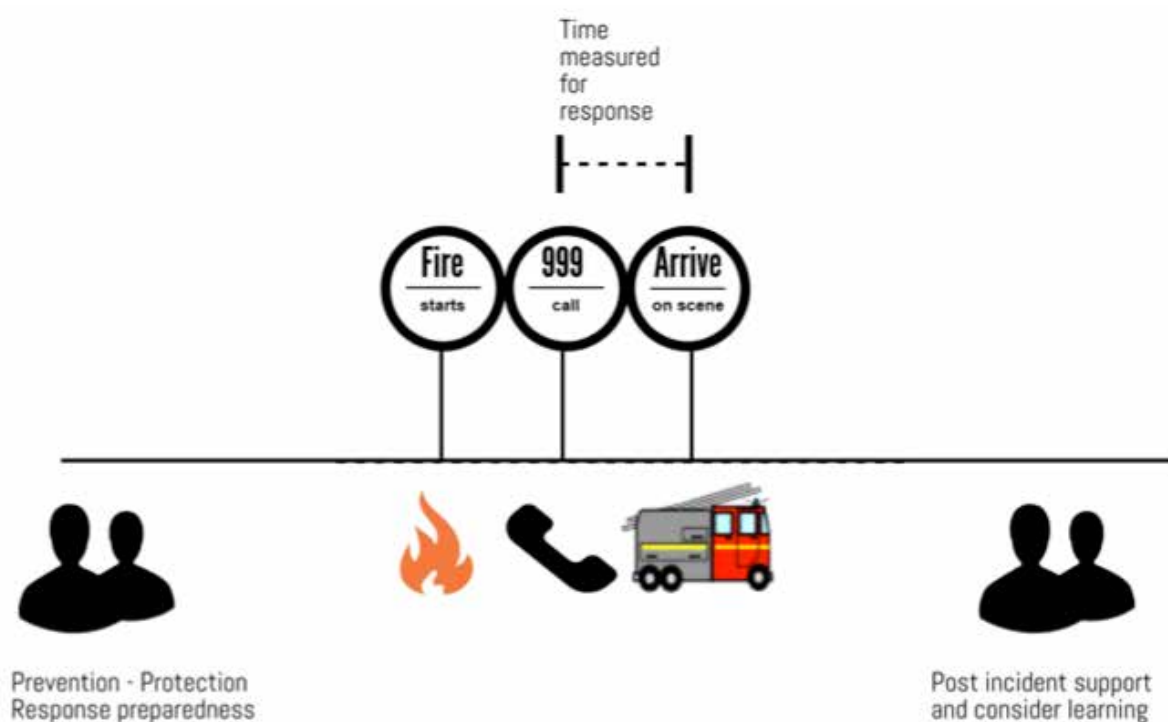


Figure 3 - How we measure response time

Below is a table detailing our average response time for first vehicle in attendance by different incident type:

	2012 - 2013	2013 - 2014	2014 - 2015	2016 - 2016	2016 - 2017	2017 - 2018
Fire	09:42:50	09:53:11	10:07:31	09:42:00	09:40:59	10:08:49
RTC	11:53:52	11:17:21	11:21:14	10:55:16	12:08:07	11:40:42
Special Service	09:39:27	09:17:24	09:17:31	09:48:58	10:06:01	10:42:42
Average	09:55:33	09:46:06	09:48:27	09:53:01	10:08:59	10:32:45

NFRS actively benchmark our performance to ensure we are fully aware of how we are performing against other similar fire and rescue services. Below is a graph detailing the average response times for Northamptonshire and the average of response time within our Family Group.

In line with the rural urban classification of Fire and Rescue Services as defined by the Department for Environment, Food and Rural Affairs (DEFRA), Northamptonshire is classified as Significantly Rural.

According to Home Office statistics (2018), the national average (mean) response times to fires have increased gradually over the past 20 years. However, between 2015/16 and 2016/17, response times to all types of fires either decreased or remained the same, with the exception of 'other building' fires.

- Response times in Significantly Rural FRAs for primary fires were 9 minutes and 50 seconds in 2016/17.

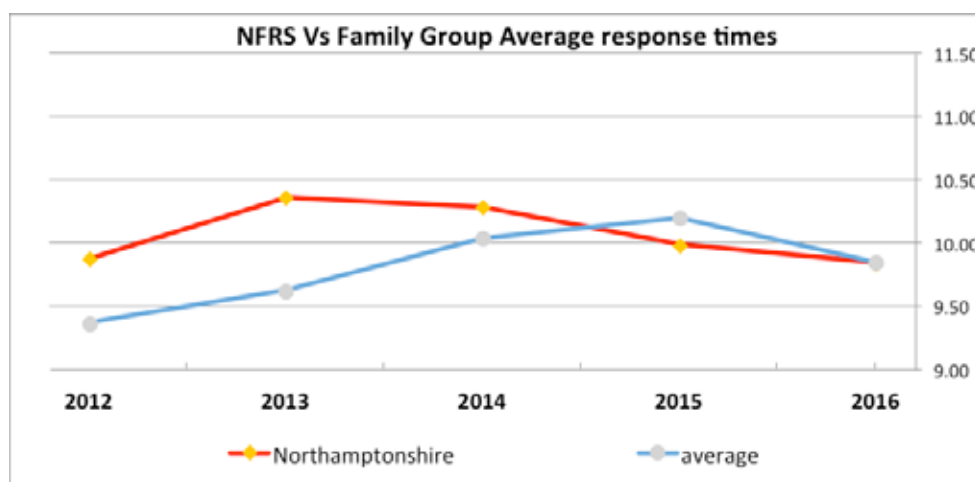


Figure 4 - Average Response times for Family Group 2 Fire and Rescue Services 2012-2016

Within the Background Document you will see how our response times have changed over recent years. Previous standards of response can be found here. Overleaf, you will find our new Standards of Operational response, to provide transparency and openness in the level of Service you can expect.



Our Standards of Operational Response include:

- We will respond to 100% of calls with a full Pre-Determined Attendance (PDA) that meets the needs of the known risks at time of call.
 - We will continually review all PDAs relevant to foreseeable risks (this will not be published due to the sensitivity of this data).
- We will respond to all incidents, on average within 10minutes of call with a safe and proportional response to the incident.
 - This will include dealing with all calls and mobilising the appropriate response within an average of 2 minutes.
- We will mobilise the nearest available operational resources, and will ensure we maintain strategic fire cover across the county to provide an effective response
- We will actively benchmark our performance against other significantly rural services to ensure we are providing a proportional level of service in line with other counties like Northamptonshire.
- We will aim to continually improve our performance times to be the best performing Service compared to other similar Services.
- We will ensure that we have suitable infrastructure in place to ensure we meet our statutory requirements under the Fire and Rescue Service Act 2004.
- We will provide resilience arrangements to ensure that we are able to meet normal foreseeable risk and demand.
- We will maintain our ability to support national resilience, subject to maintaining an effective emergency response in Northamptonshire.
- We will align our response strategy with our prevention and protection strategies to ensure we provide the best possible service to the communities of Northamptonshire based on risk.
- We will communicate to the public and partners if our ability to respond to emergency calls is compromised due to business continuity issues.
- We will work with the community to provide the best possible service.
- We will regularly publish our performance against these standards to support openness, transparency and accountability to the communities of Northamptonshire.

Being Accountable to our communities - Assurance

New governance arrangements

We will work more closely with, and be held to account by, the PFCC. This will make decision making much quicker compared to the previous NCC Fire Authority arrangements, and significantly enhance scrutiny of the Service.

NFRS Accountability Board

The PFCC (The Fire Authority) will hold the Chief Fire Officer to account through a 6 week accountability board to ensure delivery of this plan. In turn, the PFCC is subject to scrutiny through the Joint Independent Audit Committee (JIAC) and the Police, Fire and Crime Panel.

The outcomes of these boards will be published on the OPFCC's [website](#) to ensure transparency and that we are accountable to the communities of Northamptonshire for the decisions and actions.

HMICFRS

In November 2018, HMICFRS undertook their first inspection of NFRS with the final outcome report due for publication in June 2019 and will be publically available on their [website](#). As part of the process of inspection, we completed our own self- assessment and identified a number of key areas that we want to improve; these are embedded within this plan. During 2019, we will add detail and embed an improvement plan based on the findings of the inspection to continually improve our service to the community and our staff.

Statement of Assurance

We will produce an annual statement of assurance. The statement outlines the way in which the authority and its fire and rescue service have had regard, in the period covered by the document, to the National Framework 2018, and the Integrated Risk Management Plan.

The authority must also provide assurance to their community and to government on financial, governance and operational matters. For PCC FRAs, this statement is subject to scrutiny by the Police, Fire and Crime Panel.

This will provide assurance to our communities and to Government, on financial, governance and operational matters and on national resilience capability.

Our statement of assurance can be found [here](#)

How we will know if the plan is delivering ‘Our Measures’

In order to know whether we are achieving our strategic objectives, we will continue to monitor our performance and will specifically measure the following key areas against our strategic objectives:

- Keeping our communities safe and well
- Keeping our staff safe and well
- Making the best use of our resources

We will regularly publish the latest figures against these measures on our website during the lifetime of this plan; you can find more information about our previous performance within the background risk document.

Our Outcome Measures will include:

Community Outcomes	Organisational Performance
<p>We will consider the following community outcomes in achieving our vision of Making Northamptonshire Safer:</p> <ul style="list-style-type: none">• Number of deliberate primary fires per 10,000 population• Number of deliberate secondary fires per 10,000 population• Number of primary fires per 100,000 population• Total number of fatalities due to primary fires per 100,000 population• Total number of non-fatal casualties (excluding precautionary checks and first aid) per 100,000 population• Number of accidental dwelling fires per 10,000 dwellings• The number of deaths arising from accidental fires in dwellings per 100,000 population• The number of injuries (excluding precautionary checks), arising from accidental fires in dwellings per 100,000 population.• Number of fires in non-domestic premises per 1,000 non-domestic premises• People killed or seriously injured in road traffic accidents	<p>We will consider the following measures as we continue to improve our organisational performance:</p> <ul style="list-style-type: none">• Standards of Operational Response – Average (mean) response times• Standards of Operational Response – Average Call Handling Times• Average Appliance Availability• Home Fire Safety Checks and refits completed• % of Home Fire Safety Checks completed in target groups• Total number of Protective Full Risk Inspections (FI) and Re-Inspections (RI) completed• Percentage of Protective risk inspections in high risk areas (sleeping risk)

Glossary of Terms

DEFRA	Department for Environment, Food & Rural Affairs
Family Group	To facilitate fair comparisons 'Family Groups' have been set up which take into account varying factors including the size and demand of a service. This also encourages similar sized fire and rescue services to share best practice and work collaboratively. NFRS is part of Family Group 2, – This group also the following FRS: Bedfordshire, Buckinghamshire, Cambridgeshire, Dorset, Durham & Darlington, East Sussex, Norfolk, Oxfordshire, Royal Berkshire, West Sussex, Wiltshire
Fire Cover	Available resources to provide adequate rescue and support to an area in the event of an incident occurring
FRA	Fire and Rescue Authority
FRS	Fire and Rescue Service
HFSC	Home Fire Safety Check
HMO	House of Multiple Occupation - is a property rented out by at least 3 people who are not from 1 'household' (for example a family) but share facilities like the bathroom and kitchen. It's sometimes called a 'house share'.
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services.
IRMP	Integrated Risk Management Plan
JIAC	Joint Independent Audit Committee
LRF	Local Resilience Forum
MTEP	Medium Term Financial Plan
NCC	Northamptonshire County Council
NFRS	Northamptonshire Fire and Rescue Service
Operation Unite	Operation Unite was launched in the Daventry area; the police and fire service hope to tackle both the root cause of recent fires and also reduce the opportunity for arson by working with partners to quickly identify and remove items which could be set alight.
OPFCC	Office of Police, Fire & Crime Commissioner
PCC	Police & Crime Commissioner
PDA	Pre-Determined Attendance
PFCC	Police, Fire & Crime Commissioner
RBIP	Risk Based Inspection Program
RTC	Road Traffic Collision
SSRI	Site Specific Risk Information





Stephen Mold

Police, Fire and Crime Commissioner
for Northamptonshire