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Chief Fire Officer Darren Dovey
As the new Chief Fire Officer for Northamptonshire Fire and Rescue Service it gives me great pleasure to introduce our new 3 year Community Protection Plan 2017-2020, which continues to set the foundations for reforming the Service to meet the future needs of the County.

The focus of this plan will be to develop a Fire Service for the future, taking into account the changing demographic, financial and political landscape. To do this we will need to ensure that we meet the dual challenges of a rising population and reduced financial resources, whilst also delivering on 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, and also diversify, utilising our skills and knowledge in a wider range of areas.

Since the introduction of the Fire Services Act in 2004, Fire and Rescue Services have shifted their focus from being 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.

In 2014-15, English Fire and Rescue Services attended the second lowest number of fires on record and fire fatalities are at their lowest recorded figure to date. This focus on community safety has seen your Fire and Rescue Service evolve into a leader in the field of prevention and protection, and as such whilst our operational demands have been significantly reduced ‘your firefighters are now busier than ever’. However it is now crucial that we build on this success and utilise our expertise across a wider range of areas in order to contribute, in particular, across the wider health and social care agenda.

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 our staff and partners we are confident that we can deliver on our aim of Making Northamptonshire Safer.
Welcome to our Community Protection Plan 2017 - 2020

Councillor André Gonzalez De Savage

I am so proud to be the Cabinet Member and Portfolio Holder with responsibility for Northamptonshire County Council Fire and Rescue Service since 2010.

During this time I have seen many changes, the most recent being the change of government departments from the Department for Communities and Local Government (DCLG) to the Home Office. This presents the opportunity to build on the success of recent years and further reform the Fire Service. In Northamptonshire, we will continue to lead in new ways of working. I have been delighted to see how the Service has approached challenge and change and through sound investment has positioned itself into a forward thinking and robust modern emergency service.

While additional challenge and change is inevitable over the coming years, we will continue with our successful collaboration work with Northamptonshire Police and East Midlands Ambulance Service, which has resulted in sharing of work practices, buildings and resources. And work with other partners will see us improve and expand our services further, becoming a recognisable figure in not only fire prevention and protection but taking an holistic view that will further assist the more vulnerable within our community.

Remember this is your Fire and Rescue Service, I welcome the potential changes to legislation that improve accountability and transparency of the Fire and Rescue Services. More importantly I welcome your involvement in our plans which will enable us to continue Making Northamptonshire Safer.
Welcome to Northamptonshire County Council Fire and Rescue Service Community Protection Plan 2017-2020. Since 2004 there have been significant changes in the county risk profile, we now have a much broader role in reducing risk than we have ever had before.

Over the next few pages we will explain what we have achieved, this is supported with statistics to show our progress and an explanation as to how we are moving forward, what the challenges might be and what we would like to achieve over the duration of this 3 year plan.

We will explain how the shape of the Service has changed, what has impacted on us, how we have addressed this and how we will continue to do so moving forward. Also, what changes you can expect in light of the governments planned Fire Service reform agenda and legislation amendments, which could see our governance arrangements change.

We show you some of the benefits and challenges of working together or ‘collaboratively’ with our blue light partners of East Midlands Ambulance Service and Northamptonshire Police and how work with partners, businesses, education and health is becoming our normal business.

On the following page is our service vision, purpose, objectives and priorities. With the contribution of our staff, these have evolved from those in our previous community protection plan 2013-2017. We feel these are more reflective of the work we do now and will do over the lifetime of this plan. Our fire service values represent our long traditions and have been updated to ensure our behaviours reflect both the change in direction and the culture.

Our Service vision links into our decision making process and provides a framework for scrutiny; what we want to do, why we are doing it and how we will achieve it.

As we implement this plan, we will continue to engage with all sectors of the community on those decisions which will impact on you; either through direct engagement as part of focus groups, specific consultations or ongoing communication plans, thereby ensuring an open and transparent process that values contribution from all stakeholders leading to a Fire and Rescue Service that is accountable and responsive to the needs of a diverse community.

Despite the new challenges being presented, this Service will continue to develop, learn and advance to ensure that Northamptonshire remains a safe and secure county.
Making Northamptonshire Safer

Our Vision

Working together to provide an excellent Fire and Rescue Service that everyone is proud of.

To save lives, reduce risk and contribute to the health and wellbeing of the communities in Northamptonshire

Our Values

Excellence
Trust
Respect
Inclusive
Caring
Integrity
Pride

Our Purpose

We will make responding to medical emergencies part of our normal business so we can help more people

We will reduce fires and accidents in the home by educating and supporting people to be safe

We will minimise the likelihood and impact of fire in high risk premises through inspection and enforcement work

We will adapt our response to emergency incidents to meet changing demand

Our Priorities

Keeping our Staff Safe and Well

We will value our staff and provide health and wellbeing support

We will continually develop our staff to ensure they are able to do their job

We will commit to being a learning and listening organisation

We will provide suitable vehicles, equipment and systems to support staff to do their job

Making the best use of our Resources

We will develop modern and flexible ways of working to meet community needs

We will communicate clearly and give people the opportunity to influence our service

We will look for opportunities for income generation to support community safety

Making our Communities Safe and Well

We will make responding to medical emergencies part of our normal business so we can help more people

We will reduce fires and accidents in the home by educating and supporting people to be safe

We will minimise the likelihood and impact of fire in high risk premises through inspection and enforcement work

We will adapt our response to emergency incidents to meet changing demand

Our Strategic Objectives
**Introduction to Integrated Risk Management Planning (IRMP)**

**What is the IRMP?**

Integrated Risk Management Planning (IRMP) was first introduced by central government in 2004; it allows us to reflect on our achievements and learning, and also to frame where we are going.

Over the lifetime of our last plan; 2013-2017, we introduced the concept of a Target Operating Model (TOM) which outlined our strategic intent:

As we look ahead to 2020, these objectives are embedded in the work we do, but they have also evolved. The TOM is not a defined or static set of staffing numbers or operating principles, we will always strive for this and so it serves as a framework for managing the continuous evolution of the Service.

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Our last plan also introduced our strategic objectives as:

- Keeping firefighters safe
- Keeping the public safe
- Providing value for money

Through these three objectives we have been able to deliver the achievements mentioned on page 8, so as we consider where we want to be, we have ensured these objectives remain relevant. Following engagement with staff and other stakeholders we have updated our strategic objectives to be:

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

We will continue to build on the work we have already done.
There has been significant change and challenge since the introduction of IRMP in 2004. The IRMP process has ensured that Fire and Rescue Services in the United Kingdom focus on the risks in their areas in order to ascertain how to respond to community risk and needs. Our strategic objectives since the outset have set out what we have wanted to achieve. The list on the right is not exhaustive but provides some examples of what we have done to contribute to these objectives and the key achievement of reducing demand: **people are safer.**

A program of change will continue, a new action plan will be developed for 2017-2020 and will once again be directed by our strategic objectives; however, this is set against a backdrop of other pressures including financial burdens and potential changes in legislation. Fire and Rescue Services could see more substantial changes being made; these we will endeavour to anticipate, research and prepare for.

### What have we achieved?

- Successful prevention and protection strategy which has resulted in significant reduction of incidents, helping those who live, work and travel in Northamptonshire to be safer
- Improved facilities including purpose-built Fire Control at Daventry, Training and Development Centre at Daventry and Tactical Firefighting Centre at Chelveston
- Invested in new equipment including firefighting equipment, ensuring our fire fighters remain safe whilst performing their role
- Invested in new technology including new mobilising, telephone and radio facilities helping us to improve our response times
- Sharing of services and locations with Northamptonshire Police, including 3 joint Fire/Police Stations and a shared Headquarters enabling Fire and Police staff to work closer and share information for targeted joint prevention work. This includes the FIRST County Tri-Service Fire, Police and Ambulance Station based at Rushden
- Changes made to duty systems of Officers, Rushden and Daventry Fire Stations and reviewing and changing of posts previously held by operational staff to fully trained NCC staff, reducing costs
- Introduction of additional Watch Managers to provide managerial support to our rural stations, offer additional organisational training support and provide an initial operational response which delivers greater resilience and improves the retained duty system availability
- Successful medical co-responding programme with 14 fire stations supporting East Midlands Ambulance Service providing emergency medical care to adults with breathing difficulties and cardiac arrests, saving numerous lives
- Upgraded Fleet, including introduction of smaller, faster response vehicles and improved support vehicles
- Successful Fire Prevention and Protection Strategy including introduction of a Home Fire Safety Check program which has resulted in over 60,000 Home Fire Safety visits. Our Prevention and Protection Strategy has resulted in reduced fire related incidents Countywide
Context

Statutory requirements

The work of the modern Fire and Rescue Service is very diverse, not just in the type of incidents that we respond to, but also in the nature of the work we do in addition to that response. It is therefore beneficial to clarify what is our core role and those services which are over and above this statutory requirement, and why we choose to do them.

The Fire and Rescue Services Act in 2004 and the introduction of the Civil Contingencies Act 2004 changed the landscape for Fire and Rescue Service within the UK and formalised the core functions of the Service, which now include:

- Promoting Fire Safety
- Responding to Fires
- Rescues from Road Traffic Collisions (RTCs)
- Dealing with other specific emergencies such as flooding or terrorist attacks

We have also seen the introduction of the Licensing Act 2003 and the Regulatory Reform (Fire Safety Order) 2005. As employers we ensure the health, safety and welfare of our staff whilst they are at work in accordance with the Health and Safety at Work Act 1974.

Building on our preventative success and strong public satisfaction figures we are maximising the use of our resources to further improve the safety and wellbeing of our communities; in 2005 we introduced a medical co-responding scheme providing life saving emergency care to adults suffering from cardiac or breathing difficulties; in 2015/16 we attended 2,333 co-responding incidents. We regard this as a much needed and worthwhile role, one which clearly sits within our vision to ‘Make Northamptonshire Safer’.

As an emergency Service we need to ensure that we have our response capabilities strategically positioned across the county to ensure the best possible resource to incidents as required. This not only ensures the quality of service expected by the communities of Northamptonshire but provides the supporting infrastructure required to ensure the safety of emergency responders. Our ability to support medical responding is built on these foundations, providing the ability for a quick and effective medical response without compromising our core function as a Fire and Rescue Service.
Political Landscape

National policy

In January 2016, the responsibility for Fire and Rescue Services moved from the DCLG to the Home Office. Within her speech, in early 2016, the then Home Secretary; Theresa May, announced plans for a reform of the English Fire and Rescue Services.

She recognised the achievements of the service regarding reduction in the number of fires, fatal and non-fatal casualties; highlighting that fire service personnel had visited over 600,000 homes and 59,000 businesses in England during 2014/15, checking for compliance with fire safety laws and giving tailored advice on prevention and fire safety. She also referred to successful partnership working which had allowed the Fire Service to better understand the needs and risks of the communities, resulting in the saving of life.

However, Theresa May also stated that as impressive as these achievements were, 263 people still lost their life to fire and 7,500 more were injured. The focus of the reform of the Fire Services is based on the following themes:

- Efficiency and Collaboration
- Reform of the Fire and Rescue workforce
- A more accountable and transparent Fire and Rescue Service

To achieve greater efficiency and collaboration between the emergency services, proposed amendments within the Policing and Crime Bill will place a duty on the Police, Fire and Rescue and Ambulance services to collaborate.

Regionally, there are many examples of collaboration across all 3 emergency services with such activity as medical co-responding. Here in Northamptonshire we are seen by government as a leading Authority for collaboration due to the level of police/fire integration already undertaken.

In 2016, we completed building works at Mereway and Rushden fire stations to provide suitable facilities and a joint response base for both police and fire teams. We have also taken delivery of a Joint Command Unit (JCU), which replaces the NFRS Incident Command Unit. The JCU is an innovative and flexible vehicle designed to meet the operational requirements of the many and varying scenarios in which it will operate for both police and fire in Northamptonshire.
Local Governance

Current governance

Not all fire and rescue services have the same governance model, this is dependent upon the geographical area covered and what the local government arrangements are within this area. In Northamptonshire, the Fire and Rescue is a County Council service of which Councillor André Gonzalez De Savage has responsibility for as part of his role as the Cabinet Member for Public Protection and Deputy Leader of the Council.

Scrutiny of the fire and rescue service is currently provided through the County Council ‘Environment, Development and Transport’ Scrutiny Committee meetings and any decisions regarding the fire and rescue service are discussed at Cabinet meetings. Further information and detail around these, including supporting papers can be found online; https://cmis.northamptonshire.gov.uk/cmis5live/Home.aspx

Strategically we are aligned with NCC, as a County Council Fire and Rescue Service we support NCC’s vision of ‘Making Northamptonshire a Great Place to Live and Work’

Future Governance

Through the reform; its drive to ensure operational integrity and strong links between fire and rescue services and the communities they serve, amendments will be made to the Policing and Crime Bill which pave the way for potential change to the governance structure of fire and rescue services and how we are scrutinised. This is dependant upon a local case for change.

In Northamptonshire we have commissioned, alongside Northamptonshire Police and the Office of the Police and Crime Commissioner (OPCC) an options appraisal which will evaluate what is the best option for the County’s Fire and Rescue Service. The options that are being considered are:

- Option 1 - Governance remains the same, under NCC as Fire Authority
- Option 2 - Police and Crime Commissioner joins the NCC Fire Authority
- Option 3 - The Fire Authority comes under the Police and Crime Commissioner
- Option 4 - A single governance model under the Police and Crime Commissioner which will involve a single organisation

If there is a decision to move towards a change in governance, a full business case will be drawn up and submitted. If this is the case then consultation is likely to be in Spring 2017.
Financial Landscape

Revenue funding

Along with most public sector organisations, sustainability of revenue funding is one of the biggest challenges facing your Fire and Rescue Service. Our total expenditure in 2015/16 was approximately £20.3m (+overhead costs circa £3.5m). This is equivalent to £33.80* per head based on the current population estimates. We compare favourably in a range of efficiency measures; these include stations and appliances serving a larger than average population and larger than average area, with a lower than average number of staff. NFRS also have a lower total expenditure, meaning that operational efficiency is high.

Staffing costs account for over 80% of our operating budget, the vast majority of this is spent on front line service delivery staff (firefighters). Most of the remaining budget relates to fixed costs, making it very difficult to reduce costs without impacting services. However, through changes to the organisation and to the way we deliver services we have saved around £3.1million from our operating budget in the last 5 years, making the best use of emerging technologies and equipment as well as adapting our service delivery to respond to changing demand.

Capital funding

Since 2015, central government capital grant funding has only been available for transformation and collaboration initiatives. Prior to this, we were able to access this funding and moved to a fully owned fire appliance fleet, thereby enabling us to extend the vehicle life policy and reducing the pressure on local funding mechanisms. Going forward however, this presents a challenge due to the ending of central government annual distribution grant funding and to maintain this model there is a capital requirement of circa £10m across the next 10 years. During 2017, we will work with NCC to secure the required funding and explore alternative funding models to ensure sustainability of the fleet.

Future budget

NCC produces a 4-year medium term financial plan (MTFP). This plan advises how much budget has been allocated to the fire and rescue service and within this, if any efficiency savings are required to be achieved. The MTFP is reviewed annually, so these figures could change but currently, over the 4 years April 2016 – March 2020, a further reduction in revenue of £2.315m is required. The chart opposite shows the split of these savings across each of the 4 years.

*source—CIPFA estimated expenditure 2015/16
Service Review

In 2015 and as part of NCC Next Generation working, we were commissioned to undertake a review to ensure we are organised and operating as effectively and efficiently as possible and able to deliver the savings as identified within the Council’s MTFP of £2.315M between 2016/17 and 2019/20.

The review forms part of Northamptonshire Fire and Rescue Service Integrated Risk Management Process (IRMP), supporting the ways in which the service can optimise delivery and achieve efficiencies without reducing the quality of front-line services to the public. Formal Scrutiny arrangements were established from the outset through the Environment Development and Transport Scrutiny Committee. A working group and work plan was set up, led by Councillor Coombe to provide the appropriate level of scrutiny and challenge to the review. Additionally, highlight reports were provided by Director Tony Ciaburro to Cabinet to ensure members were fully informed of progress.

As part of the review we analysed our current activity across the following themes and benchmarked NFRS against other similar sized Fire and Rescue Services.

- Operations
- Commissioning/Procurement practices
- Asset Utilisation
- Management/ Governance
- Staffing
- Income generation

Within each themed area we then explored key options, identifying resource implications before fully developing the options and further assessment. The final report outlining recommendations on how the NFRS business operating model could be improved, and when and how such changes could be implemented was presented to Cabinet in November 2015. These recommendations are detailed below and are embedded within this IRMP.

- A full fire cover review
- A review of our current Standards of Response (SOR)
- A review of current working patterns and arrangements
- A review of our asset utilisation including property and vehicle requirements
- The expansion of Home Fire Safety Checks to include a Safe and Well concept
IRMP Decision Making Process

The diagram below is an overview of the IRMP Decision Making Process. This allows us to plan, evolve and deliver changes to the Service and links together the risk-based IRMP process with our vision and service direction. Through this, we are able to adapt our service delivery to reduce risk to the community and reform the Service to meet the needs of a changing society, and the expectations of a modern Fire and Rescue Service. Harm can never be totally prevented and each decision is carefully considered to balance the value of the action within the current situation, with the seriousness and likelihood of the possible harm.

Our vision; **Making Northamptonshire Safer** is at the centre of this process. At every stage, due consideration will be given to engaging with those people affected.

**Situation – the what**
This covers the assessment of the risk or issue and the evidence around this. Alongside risk, we look at governance and the cost vs benefit of taking action. This consideration has become more prevalent with continued austerity and cuts to funding, affordability has become a bigger constraint to what we can, and cannot do.

**Direction – the why**
This questions if the proposed action supports not only the service vision and strategic objectives, but also the direction in which the service is travelling; our Target Operating Model (TOM).

**Action – the how**
This is about how we are going to deliver it, what action needs to be considered and what review process is being adopted.
Our County ‘Northamptonshire’

Community Profile
Our County ‘Northamptonshire’

Community profile

Northamptonshire is a county with a rich historic background and a prosperous future. Northampton was recently identified as a key part of the Oxford-Milton Keynes-Cambridge growth corridor, with strong expansion predicted over the next 15 years. The town is already considered an ‘economic powerhouse’ worth approximately £6 billion per year, with over 140,000 people employed across a range of sectors.

Population

The population has increased by 33% since 1981 and is above the national average which brings increased demand for housing, infrastructure alongside employment and travel. It is expected that over 100,000 new homes will be built in Northamptonshire by 2031 and a further 80,000 jobs could be created.

Dependant groups (young, elderly and vulnerable persons) are increasing. In 2014, 25% of the County’s population were estimated to be aged 0-19 years. This will potentially lead to 31 new schools being required by September 2020 and the results in demand on Adult Social Care being expected to increase by 25% by 2021.

An ageing population

The number of over 80 year olds has doubled over the last 20 years and it is expected that there will be an additional 28,600 65-84 year olds by 2024. It is estimated that 37% of over 65 year olds live alone in Northamptonshire. Living alone increases the risks associated with falls, poor diet, functional impairment, smoking and social isolation.

How does this affect NFRS?

The ageing population profile combined with reductions in funding presents huge challenges for local authorities. This impacts available funding for all local authority services and drives the need for new and collaborative ways of working and delivering services. The Service is well positioned to work with partners to support the increasing demands this change in demographic profile is having on the health and social care agenda.

![Percentage of Persons Aged 65-84: Northamptonshire](chart.png)
Since 2004 we have been innovative in the way we have improved our service. Understanding the risk in our community has led to significant changes to the service which is backed up with evidence that these changes are beneficial and efficient.

We have introduced new methods of firefighting, which allows us to extinguish fire from outside a building, providing a safer method of fire fighting for our crews. New training facilities at Daventry and Chelveston has given us the opportunity to provide bespoke in-house training to our staff, and provide joint training exercises with our blue light partners.

Our Arson Task Force, a joint team of a fire and police officer, has;
- been pivotal in our program of targeted prevention work,
- helped in the significant reduction of deliberate fires across our county
- assisted in prosecution of those who deliberately set fires.

Our Fire Protection Teams;
- Deliver safety advice to local businesses as well as providing enforcement to those who do not comply with fire safety legislation.
- Work with local sports grounds providing safety advice on access and egress of supporters as well as wider health, welfare and safety matters.
- Are increasingly involved in work with licensed premises, ensuring compliance under the Licensing Act and working with other agencies to highlight fire safety concerns and maximum numbers

The introduction of a medical co-responding scheme that was trialled in 2005 is currently available at 17 of the 22 fire stations in Northamptonshire. Our staff now deliver life saving medical care to adults with cardiac and breathing difficulties and have saved numerous lives in the process.

We recognise that by supporting our colleagues at East Midlands Ambulance Service, we are providing vital life support to a patient whilst an ambulance travels to the scene.

Until recently, this scheme has only been available in the rural areas of the county. We are currently trialling this in some of our urban fire stations as part of a national pilot. Consideration will then need to be given to whether or not this becomes normal provision across the whole of the county.
In 2004 we had the same number of fire stations and fire engines, but we have reviewed our staffing models and provided a more flexible use of vehicles to support this model; 22 fire stations and 28 fire engines. We were attending around 12,500 incidents compared to just under *5,000 incidents in 2015/16. We have fewer people and are attending fewer incidents, yet we are busier than ever.

Our big success story is our prevention and protection strategy which has seen incident rates reduce and smoke detector ownership rise. Our strategy of education, awareness and advice has resulted in the communities of Northamptonshire becoming much safer from the risk of fire related injury and death than 12 years ago.

Although we have reduced our fire incidents, the Service continues to use its resources to improve the safety of our community. Our fire fighters utilise their time to provide education and awareness to the vulnerable members of our society and conduct vital Home Fire Safety Checks which includes fire safety advice and the fitting of smoke detectors.

In relation to business fire safety, successful call challenges has stopped us attending the majority of false alarms, with the onus placed on the businesses to ensure fire alarms are maintained and premises checked prior to dialling 999. This has allowed fire engines to be more available for life risk incidents and also to complete visits in the community to spread safety messages and educate those living, working and visiting our county.

Alongside our statutory duties we have committed to additional responsibility in medical co-responding and water rescue. Roles which we regard as worthwhile and believe sit clearly within our vision to ‘Make Northamptonshire Safer’ and benefiting the people of the County.

*Incident total 4,979, figure does not include medical co-responding Incidents
With the changing risk profile and pressures regarding finances we have had to find more flexible ways to provide our Service. One of these areas has been how we utilise our assets. Our assets comprise of our estates (buildings) and resources (vehicles and equipment).

We have already started to review how we currently use our estates and some of this work has resulted in shared premises with our police and ambulance colleagues (see section on Collaboration).

We will continue to look at how we can utilise our estates, not only to become more cost effective but also to add value to the communities that they are within. This could mean making them available for community access or continuing to develop our estates as a shared premise with our partners, for example use by council employees allowing for a more flexible way of working.

Our resources have also evolved since 2004. Alongside our traditional fire engines we have introduced smaller, faster response vehicles (pictured below). These vehicles are equipped to provide an initial response to a wide range of incidents quickly, providing medical care and scene safety prior to the arrival of the larger fire engines.

We will continue this work as well as looking at the benefits of sharing our resources with our blue light partners. We have already commenced a trial of Rural Intervention Vehicles (RIV), further details can be found under the Collaboration section.

We will continue to review our staffing structure which has already seen changes to the duty patterns of our officers and fire stations. Overall the operational/support staffing structure of the organisation is changing as jobs once performed by operational personnel are now being held by non-operational staff, which has resulted in a 30% reduction of senior and middle managers and in non-operational staff. Specific opportunities have been identified around the use of more flexible staffing models, providing greater resilience and efficiency gains. This has so far provided the opportunity to re-shape the wholetime workforce and reduce the establishment from 279 personnel to 254.

We will continue this work with proposals to look at how we crew our fire engines, with the introduction of a new staffing model which will provide greater flexibility and resilience across the service.

The introduction of independent watch managers, who are able to crew the response vehicles pictured below. These individuals are also able to provide management support to our retained sections which are based in the rural areas. These roles are not bound to a specific station and so offer greater flexibility; providing the retained section with support to remain available at times of peak demand and have access to management support, freeing up valuable time to perform other duties including training.

We will look to continue this work as we move forward, further details can be found in the Moving Forward section on page 21.
Working alongside our emergency partners has always been an important part of our role. However, this has predominately been at individual incidents and only regarding the management of that particular emergency. Large scale multi-agency incidents, such as the London Bombings in 2007, have highlighted the need for closer working across all blue light services. This can include shared training, information, systems and premises amongst others.

In Northamptonshire we work very closely with East Midlands Ambulance Service and Northamptonshire Police. Indeed our work with Northamptonshire Police has been recognised by central Government, where we are seen as leading the way with fire/police collaboration.

Our work with Northamptonshire Police has resulted in 3 joint fire/police stations, joint teams working on risk intelligence and prevention, a shared headquarters and the Counties first tri-service; fire, police and ambulance station based at Rushden.

Continuing this work, we have trialled RIV’s, which were crewed by a fire and police officer. These vehicles provided quick response to incidents, providing medical care, scene safety as well as traffic and enforcement if required. The trial enabled both services to deliver joint prevention messages and be a recognisable point of contact for the communities they patrolled. We are currently planning how to embed this learning across both organisations.

With changes to the Policing and Crime Bill, due to be legislated in Autumn 2016, our work will become more relevant in the reform agenda for English Fire and Rescue Services.

We have always had a close working relationship with our ambulance colleagues and a trial to provide life-saving medical care in 2005, has evolved into a provision of 14 fire stations covering the rural areas. The medical co-responding* scheme we provide supports our ambulance colleagues with the Service attending adults with breathing or cardiac arrest.

By providing this scheme we not only support East Midlands Ambulance Service, but we are providing a beneficial service to our local communities. We are supporting this with a further trial within 3 of our urban fire stations across Northamptonshire. If this is successful, we may consider the introduction of co-responding across all fire stations within Northamptonshire.

*For details of how many incidents we have attended please see Appendix 1.
Since 2004 we have invested in our technology which includes a national radio scheme, shared telephony and mobilising system with Warwickshire Fire and Rescue Service Fire Control. We also now have the ability to automatically locate our fire engines enabling us to send the closest one to an incident. Mobile data terminals on fire engines provides our personnel with access to vital information at the scene of an incident.

The current radio scheme will change during the lifetime of this plan as the Government introduces the new Emergency Services Mobile Communications Program (ESMCP). This new radio scheme will provide a new communication system for fire, police and ambulance as well as other public safety users and will replace the current Airwave system.

ESMCP will use modern communication technology such as 4G at its core. This enables more scope to embrace assistive technologies with such devices which are anticipated to be more like smartphones. One of the key concepts for ESMCP is the provision and use of mobile broadband. In a multi-agency environment this could enable more information to be provided to front line staff.

Our Fire Control programme has also resulted in a new location at Daventry and closer working with Warwickshire Fire Control. Next stages will see an updated mobilisation system which will allow both control rooms to share call handling and incident management across the two services. Plans are in place to review the current staffing model as both services work together.

Our collaborative work has seen us sharing more information and data with our blue light partners and supporting agencies such as the environment agency, thereby assisting in the assessment of risks and targeting prevention and protection work. This will continue as we move towards closer working relationships with Police, Ambulance and Northamptonshire County Council.

The investment in technology has assisted in our ability to respond to incidents effectively, allowing us to identify the nearest resource to the incident location, which can result in quicker attendance times.

The overall drive for a smarter way to provide a delivery of service has resulted in a different approach to achieve the same outcome, responding to emergency calls and sending suitable resources to help. As we have previously stated on page 12, we will continue to assess our standards of service, reviewing how we get there, who is sent and the best way to travel to an incident; all resulting in a smarter way for us to deliver our core functions.
The previous sections of this document have provided an overview of how your Fire and Rescue Service has used a risk based approach to reduce community risk and improve safety. On pages 9 and 11 we outlined the financial environment in which we are operating together with the expectations of Government as part of the imminent Reform. Across the life of this plan, we are required to reduce expenditure by £2.3 million or around 11% of our current operating budget of £20.315 million. With over 80% of the operating budget attributed to staffing costs, inevitably the shape of the service and the way that services are delivered must change.

What are the future plans?

Over the next few pages, we will outline what our future plans are. In some areas, this planning is more advanced and the detail of the proposed action is clear. However, for others, only the strategic intent is provided and so serves as an indicator of where we are heading. As we look to make a decision, we will seek to involve and consult with those individuals who may be impacted by it.

What will success look like?

As with our service vision, purpose, objectives and priorities. The way in which we measure our achievement has also evolved. During the period of our previous community protection plan 2013-2017, we measured our performance through a combination of statistical analysis and narrative against specific priorities and targets (see appendix).

Some of the priorities from 2013 are still applicable, in fact they go to the very core of why we are here. As an example, in 2013 we had a Strategic Target to Reduce the number of fire related incidents we need to attend’. For 2017, this has become ‘We will reduce fires and accidents in the home by educating and supporting people to be safe’.

This approach is still relevant today, a detailed action plan will be developed during 2017 and with this, more detail will be provided to you about how our progress can be measured.

The diagrams on page 6 and the strategy map overleaf provide a framework for managing the continuous evolution of the service and influences our decision making as we strive to Make Northamptonshire Safer.
Making Northamptonshire Safer

Our Vision
Working together to provide an excellent Fire and Rescue Service that everyone is proud of.

To save lives, reduce risk and contribute to the health and wellbeing of the communities in Northamptonshire

Our Purpose

Our Values
Excellence
Trust
Inclusive
Humility
Pride
Integrity
Respect
Caring

Our Priorities
Keeping our Communities Safe and Well
Keeping our Staff Safe and Well
Making the best use of our Resources

Our Strategic Objectives
Keeping our Communities Safe and Well
Keeping our Staff Safe and Well
Making the best use of our Resources

We will make responding to medical emergencies part of our normal business so we can help more people
We will reduce fires and accidents in the home by educating and supporting people to be safe
We will minimise the likelihood and impact of fire in high risk premises through our inspection and enforcement work
We will make our response to emergency incidents meet changing demand

We will work with others to ensure efficient and effective use of funding
We will develop modern and flexible ways of working to meet community needs
We will communicate clearly and give people the opportunity to influence our service
We will look for opportunities for income generation to support community safety

We will value our staff and provide health and wellbeing support
We will continually develop our staff to ensure they are able to do their job
We will commit to being a learning and listening organisation
We will provide suitable vehicles, equipment and systems to support staff to do their job

We will work with others to ensure efficient and effective use of funding
We will develop modern and flexible ways of working to meet community needs
We will communicate clearly and give people the opportunity to influence our service
We will look for opportunities for income generation to support community safety
What are the future plans?

In recent years the organisation has adapted to meet the changing pattern of community needs. This has been achieved against a backdrop of continuous reductions in funding and required reductions in the staffing establishment with circa 30% reductions in the number of senior and middle operational managers and in non-operational staff.

The joint fire control project with Warwickshire, initiated in 2012, is nearing completion and will allow the planned staffing reductions to take place by 2017/18. The initial funding bid for this project identified the potential to move to a single joint control room, it is intended that options for this will also be developed and presented within the early part of the financial year.

Inescapably, the requirement for further efficiency savings will impact on the operational workforce and will require us to further explore alternative duty systems, ways of working and staffing levels. All options will be considered within the strategic fire cover model that best serves the new standards referenced earlier. In all cases, reductions in posts will occur through natural wastage wherever possible.

Since 2007 the service has operated to an adopted set of response standards, it was agreed that performance against them would be achieved over time. NFRS are currently still not achieving these standards despite improvements in many areas. This was highlighted by the Independent Operational Performance Assessment in 2013, which stated that it gave the impression that the service was failing even though community outcomes have improved.

The changing profile of rural communities has both nationally and locally, impacted on the availability of retained duty system crewed appliances. Alongside the general reduction in the number of fires occurring due to the success of fire prevention and education work, this has raised challenges for maintaining motivation and competence of Retained Duty System (RDS) staff. These factors have contributed to the need for a more flexible response model in rural communities, more accurately matching risk and response and growth in the provision of co-responding to life threatening medical emergencies.

As recommended in the NFRS review, we will be reviewing our standards of response. Going forward it is proposed that these will be more representative of the geographical risk and frequency and the response that the service is able to provide and shifting the focus onto the outcome.
Moving forward

What are the future plans?

Collaborative

This threads through all that we do, we have embraced collaboration for a number of years and will continue to expand this work to encompass:

- new models of service delivery,
- a strategic Estates programme, and
- further integration of teams and functions.

New models of service delivery

Wider than police/fire, we will continue to develop our collaboration with East Midlands Ambulance Service, wherein we now provide medical lifesaving interventions from 17 locations across the county. We will also ensure that any strategic estates opportunities encompass East Midlands Ambulance Service.

One developing area is the Service’s involvement in the health and wellbeing agenda. Nationally and locally the fire and rescue service is recognised as a valuable partner in prevention and education to help keep people safe and well. To this end, during 2017/18 the service will work with the public health services to rollout a pilot scheme providing more holistic ‘safe and well’ visits in place of home fire safety checks (which form part of the safe and well check).
Moving forward

What are the future plans?

Strategic estates programme

In line with the drive to reduce the cost of the public estate, we will be looking to co-locate services wherever it is possible and practicable to do so, building on the many examples already in place which include:

- shared headquarters,
- shared use of Mereway, Rushden and Thrapston fire stations,
- access for police community teams to all rural fire stations, and
- the use of our facilities by EMAS, for training courses.

Both police and fire share the strategic aim to have a single shared building within each of the major towns and this will inform future options appraisals. However, within the current programme there are a number of active work streams that will be progressed during the life of this plan, exploring the potential for:

- A combined fleet maintenance and stores facility,
- Shared use of Wellingborough fire station
- Shared use of Moulton Logistics Centre

All opportunities will be considered within the context of the OPCC/Police, EMAS and NCC estates strategies and alongside our longstanding desire to relocate Kettering Fire Station. We will also consider our rural estate locations in terms of how well they meet the requirements of our changing fleet and service delivery models and where opportunities may exist to improve strategic fire cover.

Further integration of teams and functions

Fleet and equipment maintenance is provided through in-house workshop facilities and technicians, with contracted support for some technical equipment. In the recent past, this arrangement was deemed through independent review to be cost effective. There are challenges however, for example, with recruitment and retention of technicians due to differences in pay scales between the public and private sector.

Within the current collaboration programme we are actively exploring the opportunity for co-location of fleet maintenance with the police and ambulance services which would provide service and efficiency benefits and ultimately normalisation of pay scales across public sector pay scales. Alongside this continuing work we will explore alternative models for fleet maintenance provision to ensure that we continue to provide a sustainable service providing best value for the public.
Moving forward

What are the future plans?

These are cross-cutting themes. We will continue to build on our approach of recent years, employing new technology to make more efficient use of our resources and enhance safety. Examples of our innovation can be found within our fleet and equipment, training facilities, collaborative work with the police and in our estate.

Income generation

Further to the recent NFRS review, research is being undertaken to identify opportunities for income generation with a view to increasing income to help support the County Council in benefitting the community. This includes the use of commercial trading powers as detailed in the Local Government Act 2003.

This not only looks at exploiting our current assets for training purposes with other emergency services such as our training facilities in Chelveston (pictured below) and Daventry but also includes diversifying our customer base to the private sector. An initial trial has been conducted covering team leadership days which has proven effective, this opens up other markets for the Service to explore.

The intention is to commence trading as soon as possible to generate income for NCC. To achieve this, the Service will:

- Identify and propose the most appropriate arrangements and mechanism for NFRS to trade its products and services
- Produce a prioritised list of activities on which to carry out market research and feasibility studies, identifying resources required to undertake the research and, where necessary, present a costed business case requesting the identified resources;
- Conduct market research on a prioritised list of activities and present a business case for approval to trade in each activity, identifying any investment required to start trading.
How you can help us

On pages 3 and 4, both Cllr André Gonzalez De Savage and Chief Fire Officer Darren Dovey explained the importance of receiving your views on how we design and deliver your Fire and Rescue Service. You are our community. Over the next three years we will continue to develop the Service to meet the needs of our ever changing society. We are very conscious that this document doesn't exactly state what all these changes will be. This is due to the landscape continually changing around us.

However as we consider all the options, we will continue to develop our consultation and engagement process to ensure we reflect views of our staff and the community.

When we have developed our plans in their formative stages we will look to hold public consultations, which will include our plans, supporting background information, including analysis and data, and clear reasons for any options presented. We will advise, in some cases, which is the preferred option and provide our reasons for this. We plan to hold meetings with our communities to keep them well informed of our plans and to seek viewpoints and opinion to help shape your Fire and Rescue Service.

We will be looking to develop focus groups as we move forward and will advertise how to get involved in these when we have sufficient information to do so.

We thank you for reading this plan and welcome your feedback, you will find a survey for you to complete at:

https://www.surveymonkey.co.uk/r/Fireplan

Keeping in touch

Dialogue with our community is important to us and whilst we research and formulise our plans we want you to keep in contact with us. In the interim period between us starting any consultations we have a variety of ways that you can do this, these are listed below:

You can do this via our website or join us on our social media sites:

www.facebook.com/northantsfire or
@northantsfire and @NFRSFireDogs

You can attend our open days—check our webpages and social media for updates or see local press.

You can contact us via telephone or if you prefer, write us a letter.

Northamptonshire County Council Fire and Rescue Service
Moulton Logistics Centre
Moulton Way
Northampton
NN3 6XJ

Telephone: 01604 797000
Email: enquiries@northantsfire.org.uk
In 2004 English Fire and Rescue Services were facing an increasing trend in all types of incidents. With incident totals nearing 1 million per year, it was recognised that this needed to be addressed. Successful national and local campaigns have seen overall reductions by nearly 50%, reducing overall incidents in England to just over 500,000 in total.

The graph below shows the difference in our incident totals compared to 2004, 2014/15 and 2015/16:

You can see that there is a vast difference between 2004 and now, regarding fire related incidents and false alarms. We recognise that there is still work to be done regarding RTC’s and this continues to be a high priority for the service.

Medical Co-Responder was not in operation in 2004.
Fires are categorised into two causes, deliberate and accidental. In 2004 we were a Service that was facing an increasing trend in deliberate and accidental fires. The graph below shows deliberate and accidental dwelling fires attended by the service since 2004:

In 2004 the growth in the number of deliberate fires was a major source of concern. Successful work to reduce the number of deliberate fires has been achieved through a number of prevention and Arson Task Force (ATF) initiatives.

In 2004 there was a slight rise in deliberate fires in the home in Northamptonshire. To target this we had completed nearly 12,000 home fire safety checks and worked closely with our police colleagues investigating and developing strategies to reduce these types of incidents.

As shown in the following chart, the trend for deliberate dwelling fires continues to fall, despite a slight increase during 2012/13 (28% compared to previous year). There have been 41 incidents in 2015/16, a fall of 12% compared to the previous year.

A deliberate fire is dangerous, as they have the intent to cause harm and destroy valuable and living things. Additionally, deliberate fires waste time, cost the economy and commit key resources away from other emergencies. Our preventative work will continue further as we evolve our home fire safety checks to encompass a safe and well program. This will target the vulnerable in our community whilst ensuring that they have access and support of our partners in health, council and other blue light partners if required.
As explained on page 15, there will continue to be a rise in those aged 65 and over, this has the potential to increase the demand for adult social care and public health facilities. We regards to effects of fire, national and local statistics indicate that a large majority of fire deaths occur from fire in the home, with older individuals being one of the most vulnerable groups and also one of the hardest to reach groups with fire prevention advice.

Our Home Fire Safety Check scheme has targeted these vulnerable groups and you can see from the graph below how our community safety programme has proactively influenced the reduction of accidental and deliberate fires in the home within Northamptonshire:

We will continue this work by expanding our Home Fire Safety Check scheme into Safe and Well. This proposal is to add value to the work already undertaken with vulnerable people by NFIRS, and helps NFIRS to address the root causes of fires within the home which can result in death or serious injuries. Safe and Well will identify and encourage change in behaviours to minimise fire risks and improve wellbeing.

In 2004 we were facing a steady increase in vehicle fires, there were a total of 1,772 vehicle fires of which 1,484 were set deliberately.

Campaigns run by our Arson Task Force alongside the introduction of the End Of Life Vehicle Impound Scheme (ELVIS) has seen a marked decline in the number of deliberate vehicle fires, with a reduction of 41% from 2009/10.

The number of derelict cars deliberately set on fire has fallen to 5 incidents in 2015/16. Overall there has been a large reduction in the number of deliberate (non-derelict) car fires from a high of 1,064 in 2001/02 down to 195 in 2015/16.

The number of accidental vehicle fires has also fallen since 2009/10, with a reduction of 22%. With an overall reduction in all vehicle fires of 33% since 2009.

The following chart illustrates a slight rise in vehicle fires in 2015/16, however since 2009/10 there has been a decline in all types of vehicle fires.

The graph highlights the importance of maintaining this work and we will continue to work closely with partner agencies to prevent any escalation of vehicle fires.
In 2015/16 our Fire Protection Officers undertook:

- 1,375 premise inspections
- 689 jobs in relation to building regulations for new or developing buildings within the county
- 104 inspections to follow up both informal and formal enforcement action.
- A total of 280 jobs covering; licensing, firefighter safety, after fire visits and following up action to reduce unwanted fire signals.
- 87 jobs were undertaken as a result of intelligence of poor fire safety conditions and complaints of bad practice.

The graph above shows our Fire Protection program has successfully reduced fires in non-residential buildings (businesses, schools, factories etc).

The work of this team has contributed to the Service only needing to attend 167 non-residential building fires in 2015/16, accidental fires accounted for 68% of the total. Whilst there has been a steady downward trend in all non-residential fires, the impact of these fires can be far reaching, with economic and social effects.

We will continue with this work, alongside other areas including working with licensing teams, housing and other agencies as advised previously on page 17.

In order to ensure the most effective use of our resources, NFRS considers what factors would deem a premise to be high risk of fire, then uses these factors to plan when to inspect which premises. This helps build and inform the Risk Based Inspection Programme, with our sleeping risk premises; e.g., Hospitals, care homes, hotels, Houses of Multiple Occupation (HMO) and staff accommodation, remaining a some of the priorities for regular inspections. This assessment and planning is continuous, taking into account: changes to legislation, learning from national and local incidents and intelligence, all these can have an impact on where and when inspections should be concentrated.
The Service has increasingly been called upon to provide a variety of non-fire related emergency and non-emergency services. Since the introduction of the Fire and Rescue Service Act 2004, the Fire Authority’s role at various incidents such as RTCs and terrorist attacks has become more defined.

The Fire Service deal with a range of incidents, including, RTCs, trapped people, trapped animals, floods, and chemical spills.

Our special service incident types fall into 21 different categories, the following table displays the top 10 types and numbers of Special Service incidents that Northamptonshire Fire and Rescue Service attended between April 2013 and March 2016.

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<tr>
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<tbody>
<tr>
<td>Medical Incident (Co / First Responder)</td>
<td>1602</td>
<td>2006</td>
<td>2336</td>
</tr>
<tr>
<td>RTC</td>
<td>517</td>
<td>459</td>
<td>530</td>
</tr>
<tr>
<td>Flooding</td>
<td>116</td>
<td>86</td>
<td>103</td>
</tr>
<tr>
<td>Effecting entry/exit</td>
<td>90</td>
<td>94</td>
<td>91</td>
</tr>
<tr>
<td>Other rescue/release of persons</td>
<td>49</td>
<td>52</td>
<td>78</td>
</tr>
<tr>
<td>Animal assistance incidents</td>
<td>50</td>
<td>47</td>
<td>62</td>
</tr>
<tr>
<td>Lift Release</td>
<td>63</td>
<td>60</td>
<td>60</td>
</tr>
<tr>
<td>Assist other agencies</td>
<td>48</td>
<td>60</td>
<td>51</td>
</tr>
<tr>
<td>Spills and Leaks (not RTC)</td>
<td>47</td>
<td>64</td>
<td>46</td>
</tr>
<tr>
<td>Removal of objects from people</td>
<td>32</td>
<td>42</td>
<td>45</td>
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</tbody>
</table>

The threat of injury of death from RTCs remains one of the highest risk to people in this County than fire related incidents.

The car is one of the main modes of transportation for travelling around or through this county, which has 73 miles of motorway and over 200 miles of trunk roads, with major roads including M1, M40, A43, A45 and A14. Improvements to these roads will include better access between Kettering and Northampton, however with the increase in population there is expected increase in vehicles which increases the risk of traffic related incidents.

The greatest rate of casualties and fatalities occurring in the county are as result of road traffic collisions. During 2000/03 we attended 1,396 road traffic collisions. There were 74 fatalities and 501 injuries.

Improvements in vehicle safety design, road engineering and joined up road safety campaigns have all contributed to the reduction of the number of road traffic collisions by over 50%. In Northamptonshire the Safer Roads Alliance brings together all the statutory road safety organisations to focus on shared goals of safer roads and reductions in KSI’s.

During 2015/16 we attended 525 RTCs during 2015/16, nineteen individuals died and a total of 314 individuals sustained injuries. The breakdown of injury severity for non-fatal incidents does not change significantly in any consistent way year on year.

The threat of injury of death from RTCs remains one of the highest risk to people in this County than fire related incidents.
Although we were attending a broad range of special services in 2004, our professional capability was limited. An example of this was the 1998 Easter Floods which hit Northampton, where it was apparent that our water rescue facilities were not at their best. Since then we have invested in training of all personnel in water safety, have specialist swift water teams located at Mereway and Wellingborough Fire Stations, as well as two boats and supporting equipment available in the event of water related incidents or flooding. We have also supported our colleagues across the country including sending crews and equipment to Gloucestershire and South Yorkshire.

The Communities and Local Government (CLG) report ‘Effects of Climate Change on Fire and Rescue Services in the UK’ states that central England temperatures have risen by almost one degree centigrade over the last century. Winters across the UK have been getting wetter, which leads to increased flooding.

Some sources of evidence suggest that these trends may continue with the UK climate likely to become warmer with more frequent hot and dry summers and milder, wetter winters. Consequences include increased severity of grassland and forest fires, water shortages impacting on both training and firefighting and increased frequency of flooding events, especially in winter.

**Flooding**

The following chart shows flooding incidents attended by NFRS between April 2009 and March 2016. Overall, the number of incidents has increased by 8.43% (8); these incidents include water removal, making safe (including isolation of supply) and advice only.

![Total Flooding Incidents 2009/10 to 2015/16](chart)

Over this period there have been fluctuations in the number of flooding incidents. The largest number of incidents occurred in 2012/13, an increase of 106.4% from 2011/12: which coincides with the county wide flooding that occurred in the same year.
As well as flooding related incidents we also regularly attend rescues of persons from water across our county. Sadly 321 people lost their lives in accidental drownings within the UK in 2015 (National Water Safety Forum). This figure is higher than those killed in fires. Research has found that public perception is drowning occurs predominately in those who are unable to swim or were swimming. Almost half of those involved in fatal accidents (44%) had no intention of entering the water. This service is supportive of the National Drowning Prevention strategy which was launched earlier this year. Further details can be found at the National Water Safety website.

The graph below shows the location of water related accidental death within the UK in 2015:

The tables below show the total number of water rescues and flooding incidents that we have attended within Northamptonshire over the past 6 years:

<table>
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<tbody>
<tr>
<td>Rescue/Evac from water (total of below)</td>
<td>7</td>
<td>9</td>
<td>27</td>
<td>14</td>
<td>6</td>
<td>18</td>
</tr>
<tr>
<td>Person in or at water</td>
<td>7</td>
<td>9</td>
<td>15</td>
<td>10</td>
<td>6</td>
<td>13</td>
</tr>
<tr>
<td>Person at danger from entering water</td>
<td>0</td>
<td>0</td>
<td>12</td>
<td>4</td>
<td>0</td>
<td>5</td>
</tr>
</tbody>
</table>

There is a peak in 2012-13 due to a year of considerable flooding, not only locally but nationally. We have a well established flood management program which has resulted in supporting our colleagues around the Country e.g. South Yorkshire and Gloucestershire, and we will maintain this.