Your Fire & Rescue Service
2019 - 2022

Draft for consultation
Contents

Foreword 03
Introduction 04
Who we are 05
Why we are here 06
Our people 07
Our finances 08
Collaboration 09
Our journey so far 10
The priorities of this plan 11
Understanding risk and vulnerability 12
Emerging risks 14
Reducing risk and vulnerability 15
Delivering our service 20
Improving our service 23
Consultation - what’s your view? 24
Contact us 25
Foreword

This is our Integrated Risk Management Plan (IRMP) which we want to share to reassure you that we carefully plan how we can meet the demands of our changing society. Our aim is to Make West Yorkshire Safer and we have to understand the challenges and risks that face our communities to do this.

West Yorkshire Fire and Rescue Service has protected its communities for many years. But as times change, so do the services you rely on, including your emergency services. We have seen the need to change and respond to finance reductions, and new demands, with positive and innovative measures. It’s inevitable that we’ll need to make changes to the way that we work to respond to today’s challenges, and the ones that lie ahead.

"This plan sets out how we plan to Make West Yorkshire Safer"

Over the next few years we will continue to focus on those most vulnerable in society by supporting our communities’ wellbeing. We want to work even closer with our local councils in Bradford, Calderdale, Kirklees, Leeds and Wakefield and key agencies like the police and ambulance service to provide an even better service to West Yorkshire.

While we face a reduced budget, we will continue to make sure our resources are in the best place at any time of day or night. We will continue delivering the high-quality service that West Yorkshire expects and focus our efforts on the things that matter most to you; the things that really make a difference.

We are funded through the public purse to keep our communities safe from risk and provide a first class response to emergencies where our expertise and skills can save lives and minimise disruption offering an excellent service that is value for money for the tax payer.

John Roberts
Chief Fire Officer/Chief Executive

Councillor Judith Hughes
Chair of the Fire Authority
Introduction

This plan provides an overview of how we manage risk and the changes we are proposing to meet the challenges we face.

The risks facing our communities are not static. In order to be effective at managing risk we will review this plan annually to ensure it truly reflects the challenges we face.

"We prepare for and respond to different types of emergencies"

"Our ambition is to Make West Yorkshire Safer"

Making West Yorkshire Safer

In recent years the dedication and commitment of our staff has saved many lives within West Yorkshire. The work we do with our communities to stop fires before they happen has reduced the number of incidents we attend. We want this trend to continue.

More than fire

Whilst we have been successful in reducing fires we must also prepare to respond to other risks. These include: rescues from flooding and from collapsed buildings, road traffic collisions and in some cases, terrorist attacks. We must be prepared for every situation and consider how likely and how serious they could be.

Our firefighters are highly skilled, equipped and ready to respond.

Reduced funding

Since 2010, our funding from central government has reduced by £26.2 million. During this time, we have reduced the number of firefighters, fire and rescue service staff, fire stations and fire engines based on the changing risk and a smaller budget.

We continue to face the challenge of planning our future with a reducing budget.
Who we are

West Yorkshire Fire and Rescue Service is one of 45 fire and rescue services in England.

We are governed by West Yorkshire Fire and Rescue Authority, which is made up of 22 councillors from the five metropolitan district councils: Bradford, Calderdale, Kirklees, Leeds and Wakefield. Our Chief Fire Officer and Management Board are responsible for carrying out the Authority’s statutory duties.

Our statutory duties are set out in the Fire and Rescue Services Act 2004.

Our main duties are:

- Promoting fire safety
- Attending road traffic collisions
- Dealing with other emergencies
- Firefighting

We also have duties under the Civil Contingencies Act 2004 and the Regulatory Reform (Fire Safety) Order 2005.

Why we are here

Our ambition

Making West Yorkshire Safer

To improve community safety and wellbeing and reduce the risk to life, property and the environment from fire and other emergencies

Our guiding principles

To achieve our ambition we will:

• Focus on risk and vulnerability
• Be part of our communities
• Work in partnership
• Be at our best and strive to improve
• Make a positive difference in everything we do

The services we deliver

Prevention
Raising awareness about the risks people face to prevent emergencies and reduce vulnerability

Protection
Promoting and enforcing the fire safety measures required by law to ensure buildings and occupants are protected should a fire occur

Response
Being ready for and responding to emergencies

Resilience
Being able to deal with major emergencies and disruption whilst continuing to deliver our critical services
Our people

We continue to be one of the country’s leading fire and rescue services by engaging with our workforce and investing in their future. We employ approximately 1,400 staff who are encouraged, trusted and supported to play their part in promoting safety and wellbeing across all our communities in West Yorkshire.

Values

Teamwork
We recognise everyone’s strengths and contributions, working effectively as one team

Integrity
We are trustworthy and ethical in all that we do, always acting with integrity

Learning
We learn all the time, we share our experiences and celebrate success

Responsibility
We are responsible and take ownership of the work we do

Communication
We clearly and carefully communicate, in a way everyone understands

We recognise the importance that our workforce plays in achieving our ambition. We are investing in health and wellbeing, leadership and development strategies to support staff to reach their full potential.

In 2018, we recruited full-time firefighters for the first time in nine years. This has been a positive step for our organisation, enabling us to bring in new talent and invest in the future. We also aim to improve our ‘on-call’ firefighter provision and focus our efforts on recruitment in order to improve the availability of fire engines in our more rural areas.
Our finances

We are funded by the tax payer so we want our resources to work efficiently for you.

Our annual budget is £81.9 million and despite cuts of £26.2 million since 2010, we believe that we are providing the best affordable service for our communities.

We need to reduce what we spend by at least £2.4 million by April 2020.

Beyond 2020, we continue to face financial uncertainty. For example, a 5% reduction in Government funding from 2020 would increase the amount of ongoing savings we require from £2.4 million to £3.9 million. On top of this we face financial pressures from future pay awards and inflation.

Budgetary control and management will continue to be critical as our funding reduces. For example in 2018/19, we have identified a total of £0.5 million of potential savings from support budgets.

This plan outlines a number of efficiency options to achieve further financial savings.
Collaboration

We understand the value that working with others can bring. We work closely with West Yorkshire Police and Yorkshire Ambulance Service as well as our neighbouring fire and rescue services and local councils to provide the best service we can.

We are currently delivering and introducing a wide range of collaborative projects, including:

- Shared premises
- Shared training programmes
- Shared occupational health arrangements
- Joint community safety work
- Joint emergency planning
- Further joined up emergency response arrangements, such as firefighters attending life threatening emergencies to assist the ambulance service in accessing premises
Our journey so far

Since 2010, we have focussed on aligning fire cover to risk and demand.

We have redesigned the service, moving fire station locations, removing fire engines, changing duty systems and changing our support services.

We are confident that our fire cover model is appropriate to the current risks facing West Yorkshire.

In 2017 we launched a new home visit programme, Safe and Well replacing the Home Fire Safety Check. The new system sees us working closer with the health sector and other partners. Read more about this on page 16.
The priorities of this plan

This plan sets out how we aim to use our resources to manage the risks we face in West Yorkshire and keep you safe from fire and other emergencies.

WE WILL:

- Reduce the risks to the communities of West Yorkshire
- Maintain our current 40 fire stations and 46 fire engines
- Make better use of technology and innovate where possible
- Identify options to make further savings beyond 2020
- Manage recruitment to avoid compulsory redundancies wherever possible
- Be more efficient across all areas of the service to make savings
- Work smarter throughout the service
- Reduce what we spend by at least £2.4m by 2020
- Continue to keep our firefighters safe

“
Our priority is to keep you safe from fire and other emergencies.

“
Understanding risk and vulnerability

Risk

The potential for an emergency to occur that may threaten life, property or the environment.

We serve a diverse population of 2.2 million people spread over approximately 800 square miles. Our communities and landscape create a unique mixture of risks. We have large cities and towns including some of the most deprived in the country. Our industrial heritage has seen large mills put to different uses or left unoccupied. We have many miles of waterways set in steep valleys that flood regularly and rapidly. We have remote communities, large areas of moorland, motorways, major railways, an international airport, large industrial sites, commercial centres, farming, major sporting events and much more.

As well as the local risks, our firefighters and resources form part of the national response arrangements to major emergencies.

“ Our communities and landscape create a unique mixture of risks “
How do we assess risk?

- We use evidence, foresight and our professional experience to list all the risks that we face. This is our ‘risk register’.
- Using results from past emergencies, we decide how likely each risk is to threaten life, property and the environment.
- We identify the level of risk by each electoral ward to create our ‘risk profile’.
- Using this information, we know where to base our people and resources.

Types of emergencies:

**Fire**
Fires vary from a small refuse fire to large industrial incidents and historical buildings.

**Transport**
Accidents on major roads, motorways, railways and airports.

**Technical Rescue**
Incident types include rescues from height, on water, confined spaces or building collapse.

**Hazardous Materials**
Incidents at major chemical sites or chemical related leaks and spills within buildings or on highways.

**Environmental**
Climate driven incidents like widespread flooding and wildfire.

**Malicious attacks/terrorism**
The threat of a terror or malicious attack on people, infrastructure or transport.

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**Vulnerability**

Somebody who is more at risk from fire due to their health, age or lifestyle.

Trends in society are leading to increasing numbers of vulnerable people living within our communities. These trends include:

- People living longer in their own homes.
- Health needs, including mental health, are becoming more complex.
- Deprivation is increasing in many areas.

“Trends in society are leading to increasing numbers of vulnerable people living within our communities.”
Emerging risks

As the risk from fire has reduced other risks are emerging. It is important that we spot these new risks early to prepare for them. We learn lessons from incidents that have occurred, such as:

The Grenfell Tower tragedy in 2017 and the inquiry into fire safety, building regulations and emergency response arrangements to fires in high rise buildings.

The terror attack at Manchester Arena in 2017 and the review of the fire and rescue service role at such incidents.

The Boxing Day floods of 2015 and our subsequent investment in our water and flood rescue capabilities.

The heatwave of 2018 and the ability of the fire and rescue service to respond to multiple large moorland fires.
Reducing risk and vulnerability

We balance our time and resources between reducing local risk, attending incidents and preparing for the emerging risks we face.

The four strategies we use to reduce risk are:

1. **Prevention**
   Educating people about the risks they face to prevent emergencies and reduce vulnerability

2. **Protection**
   Promoting and enforcing the fire safety measures required by law to ensure buildings and occupants are protected should a fire occur

3. **Response**
   Being ready for and responding to emergencies

4. **Resilience**
   Being able to deal with major emergencies and disruption whilst continuing to deliver our critical services

“To reduce risk our main focus is prevention”
**Prevention**

Educating people about the risks they face in order to prevent emergencies and reduce vulnerability

Our Safe and Well programme is the flagship of our prevention strategy. It aims to improve the safety and wellbeing of people in their homes. We visit the most vulnerable to help reduce their risk from fire. During these visits, we also look to identify other risks they may face such as crime and slips, trips or falls.

Firefighters at fire stations carry out most of our prevention activity when they are not attending and preparing for emergencies. To deal with the more complex cases we employ specialist prevention staff who work with our partners to reduce risk in our communities.

Prevention work does not just happen in the home; for example we work with young people in schools and community groups to keep them safe from fire, road accidents and the dangers of water.

"We employ specialist prevention staff who work with our partners to reduce risk in our communities."

**Protection**

Promoting and enforcing the fire safety measures required by law to ensure buildings and occupants are protected should a fire occur

We enforce the Regulatory Reform (Fire Safety) Order 2005; the fire safety law that applies to nearly every building other than private homes.

We have a dedicated team made up of qualified and experienced fire safety officers who are available to provide advice, support and investigate complaints relating to poor fire safety.

Our Risk Based Inspection Programme utilises data and information to enable us to visit those premises that are potentially not complying with fire safety law. This enables us to target our visits at premises that pose a higher risk to occupants.

Business engagement is key to support businesses with their fire safety responsibilities ensuring they can grow and support the local economy. We achieve this by encouraging and actively taking part in the Primary Authority Scheme (PAS). This national scheme promotes consistency and improves fire safety standards.

We support smaller, local businesses to meet their fire safety duties individually and through the work we do with the Local Enterprise Partnership (LEP).

Our Protection team also enforce regulations for the storage of petroleum-spirit by licensing petrol stations and explosives by licensing the storage of fireworks.
Being ready for and responding to emergencies

We provide fire cover 24-hours a day, every day of the year. Our Fire Control Centre receives all our 999 calls and our operators assess each call to decide what response is required. They send the nearest fire engines to deal with the emergency. The speed and number of firefighters attending a fire is critical. More serious and complex emergencies usually need more firefighters to deal with them. We call this our 'speed and weight of attack.'

We locate and operate our 40 fire stations to provide the optimal level of emergency cover based on local risk. Each station has a shift system based on the level of risk that the local community faces. Higher risk areas are covered by 24/7 'wholetime' stations. Lower risk areas are covered by 'on-call' stations. Those areas in between have a mixture of both, known as 'day crewing.'

Our 46 fire engines are all equipped to deal with the vast majority of emergencies. If the type of emergency is complex, we have strategically located specialist units to call upon.

To ensure the nearest fire engines respond to the emergencies that occur close to and over our county border, we have arrangements in place with our neighbouring fire and rescue services to share fire engines.

Incidents where there is a threat to life receive the quickest response. Likewise, for those incidents that are in our higher risk communities
Resilience

Being able to deal with major emergencies and disruption whilst continuing to deliver our critical services

We resolve most emergencies with our own fire engines and firefighters. However, occasionally, major incidents can happen that need the support of fire and rescue services from across the country. We host a suite of specialist resources that can be deployed anywhere in the UK; likewise we can call on specialist resources hosted elsewhere. We have agreements in place to share these resources when needed and we consider our national commitments when making local plans.

“We host a suite of specialist resources that can be deployed anywhere in the UK.”

Nearly all serious emergencies require a ‘multi-agency’ response. By working with our partners in West Yorkshire, we can respond with the right mix of skills, expertise and equipment to deal with the risks we expect to face. The West Yorkshire Resilience Forum co-ordinate various partner agencies in the region to provide the most effective and efficient response to civil emergencies. We regularly train and exercise with our partners.

We will continue to embed the Joint Emergency Services Interoperability Principles (JESIP) so that we work effectively with West Yorkshire Police and Yorkshire Ambulance Service at serious and major emergencies.

National Resilience Assets

Flood Response
Assets are ready to respond to local and national flooding incidents.

High Volume Pump
Removes water at incidents of wide area flooding as well as supplying large amounts of water for firefighting.

Enhanced Logistics Support
To manage fire and rescue services at major incidents.

Technical Rescue
Such as rope rescue, animal rescue, rescues from confined spaces.

Urban Search and Rescue (USAR)
Specialise in locating and freeing people from collapsed buildings.

Chemical Biological Radiological Nuclear (explosives) (CBRN(e))
To respond to chemical, biological, radiological or nuclear hazards.

Response to Terrorist Attack
Assisting the police and ambulance in response to an attack.
Delivering our service

We employ service delivery teams who work county-wide to deliver our prevention, protection and resilience strategies, and dedicated fire control operators who oversee our 999 service and response to emergencies.

We also deliver our prevention and response strategies through our five district command teams. These five areas create an annual District Action Plan to support this plan.

To keep our service running smoothly, we employ fire and rescue staff who provide our critical support services.
Our performance

We measure how well we are doing against our risk profile and whether we are reducing the risks to the communities in West Yorkshire.

The overall number of incidents we attend has reduced significantly since 2004. The trend since 2012 saw numbers stabilise at around 22,000 incidents per year, however in recent years these have shown an increase.

Year on year changes in risk and activity do not always mean that we change our fire cover. We often address these changes through prevention and protection activity, improved operational planning and new equipment and training.

West Yorkshire Fire and Rescue Authority and its committees scrutinise this performance and hold the Chief Fire Officer and Management Board to account.

Risk Profile

Risk has reduced significantly since 2010.
Firefighter safety

Our emergency response is the last resort. We strive to provide our firefighters with the best equipment, guidance and training to enable them to stay safe whilst keeping the public safe.

We want to see the number of emergency incidents reduce. However, this means there is less opportunity for our firefighters to gain real incident experience. To overcome this we learn and share the lessons from the emergencies that do occur here and elsewhere.

We have a risk-based training strategy and continue to invest in our central training programme to make sure firefighter skills are kept at the highest level.

Firefighters spend time visiting premises to gather risk information and training in the environments they are most likely to attend emergencies.

“Emergency incidents are hazardous environments and the stakes are often high for our firefighters”
Improving our service

To achieve our ambition of Making West Yorkshire Safer, we will not stand still, we need to adapt and improve what we do.

How do we improve?

• We listen to feedback from the public, our staff, their representative bodies and other interested parties.
• We value the scrutiny provided by the West Yorkshire Fire and Rescue Authority, our internal auditors, and welcome external inspections of our service such as Customer Service Excellence and Her Majesty’s Inspectorate of Constabularies and Fire and Rescue Services.
• We have a ‘Service Assurance Framework’ which is a system in place to make sure we are doing what we say we will and to the standards expected of us.
• We also commission impartial and independent reviews of what we do to shape our plans if we feel it is in the best interests of our service.

This feedback helps us to understand what we need to do better and what we might need to change each year.

Key to this is our ability to find the right balance between prevention, protection, response, resilience and service improvement to reduce the risks facing our communities.

Moving forward our programme of change will focus on improving our efficiency and effectiveness without compromising public safety. We believe we can save £2.4 million by improving organisational efficiency and changing how we work. We aim to keep the current number of fire stations and fire engines, to maintain our current ‘speed and weight of attack’.

Moving forward our programme of change will focus on improving our efficiency and effectiveness without compromising public safety.

We plan to use ‘lean working’ to achieve this. This way of working will be the foundation for how we work across the whole organisation. We will remove bureaucracy and challenge outdated and inefficient processes.

We also plan to improve our organisational culture by flattening our management structures and empowering departments and stations. We want to improve the flexibility and autonomy we give managers to deliver the service effectively within their local communities.

We will update this plan annually to include our approved ‘Programme of Change’.

"" "" Moving forward our programme of change will focus on improving our efficiency and effectiveness without compromising public safety. ""

23
Consultation - what’s your view?

We deliver our service on your behalf and want to hear your views about this plan.

West Yorkshire Fire and Rescue Authority has the responsibility to approve this plan but it is important that the Authority hears your views before it is finalised.

You can give your feedback via our website:

westyorksfire.gov.uk/about-us/what-we-do/consultation

Or via:

consultation@westyorksfire.gov.uk

West Yorkshire Fire and Rescue Service
Oakroyd Hall
Bradford Road
Birkenshaw
West Yorkshire
BD11 2DY

When providing your feedback please consider the following questions:

Do you feel the plan provides you with sufficient information about how we deliver our service?

Do you have any suggestions or comments about this plan that will help us improve your fire and rescue service?

"We welcome your feedback, it will help us deliver a better service on your behalf."
Contact us

01274 682311
www.westyorkshirefire.gov.uk
West Yorkshire Fire and Rescue Service
Oakroyd Hall
Bradford Road
Birkenshaw
West Yorkshire
BD11 2DY
@WYFRS

Facebook | Twitter | Instagram | YouTube