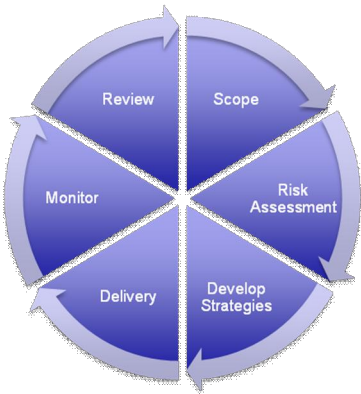
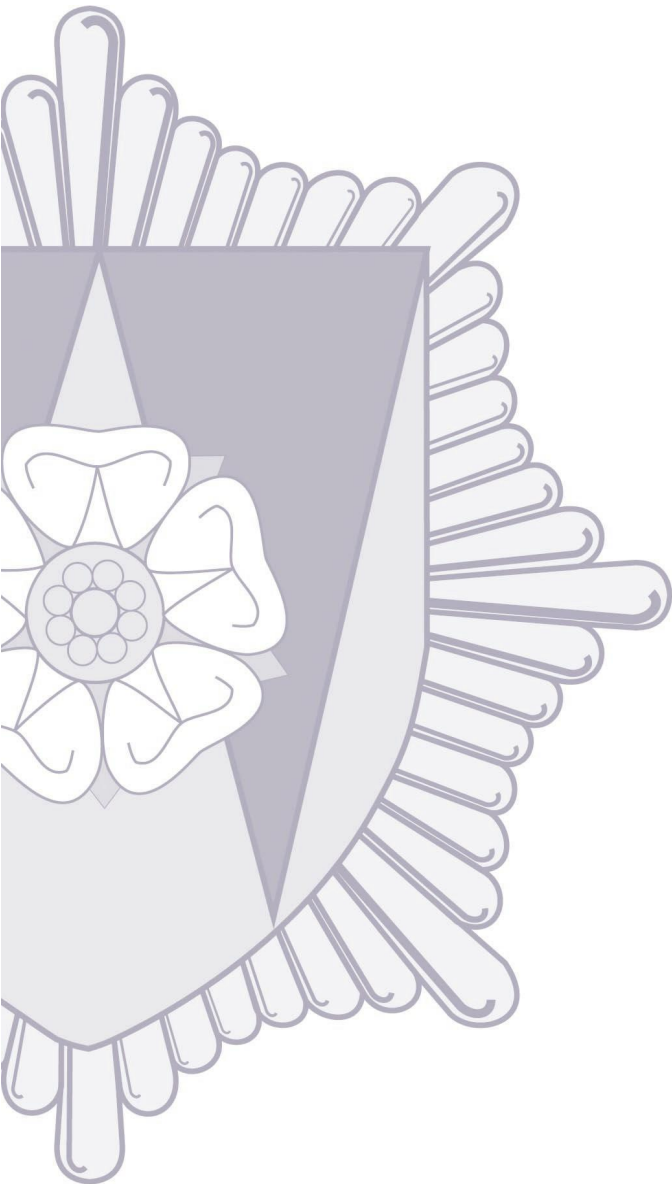


Community Risk Management Strategy 2011-2015



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1 Foreword

West Yorkshire Fire and Rescue Service remains one of the premier public services in the United Kingdom and it is our intention to ensure that this continues. Our high performance is due to our ability to respond to the many challenges we have faced over the years with the hard work, professionalism, dedication and flexibility of our staff. We have also enjoyed the strong support of politicians who are the members of the Fire and Rescue Authority.

Because of the current financial situation and national budget deficit, the next five years represents the most significant challenge the Service has faced for more than a generation and decisions we take now in relation to how we deliver a fire and rescue service for the people of West Yorkshire will have implications for the future. It is therefore vitally important that we have strong evidence for any changes we propose that we consult widely on those proposals and that they are sustainable and optimise the resources we have at our disposal.

Our Risk Reduction Strategy is quite simple: our first objective is to prevent fires and other emergencies occurring, for example through effective education, influencing safer design in products and buildings and many other fire prevention activities. However in the event of a fire occurring we want to ensure that people are protected, remain safe and can escape unharmed and we achieve this for example, by enforcing fire safety in buildings and undertaking home fire safety checks, including the fitting of smoke alarms. We finally wish to ensure that should we be needed, we can respond to an emergency, extinguish a fire and rescue people if they are trapped.

Thankfully the incidence of fire is comparatively rare and we have had fantastic success in reducing the total number of fires in West Yorkshire by 27% over the past 10 years, with the number of more serious fires reducing by 53%. It is therefore appropriate that our resources continue to reflect these priorities, taking into account the general predicted risk and demand.

We also know that major emergencies occur at local and national level caused by natural events, accidents or deliberate acts, which may stretch our resources to the limit and we have a responsibility and a duty to ensure that we have the resilience, capacity and capability to respond to such disasters.

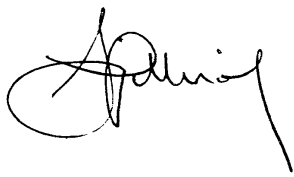
We believe that by adopting an integrated risk based approach across the four areas of Prevention, Protection, Response and Resilience, efficiencies can be found that have the least impact on our service delivery. It is important to recognise and acknowledge that we deliver a fire and rescue service for the whole of West Yorkshire and whilst our resources may be distributed across the whole area they are available for use anywhere at any time.

In preparing this strategy we are still unsure of the overall impact of national policy decisions in relation to funding but also the impact of the government policies, for example the current emphasis on localism and decentralised decision making and accountability. For this reason the strategy remains flexible and adaptable to respond to whatever we may face and by using consistent methodology and a risk based approach we can justify the decisions we make.

This document therefore represents the foundation for all our future plans. It describes the methodology we are adopting to determine relative risk across West Yorkshire, how we make decisions in relation to the allocation of resources at district and local area level and how we will continually monitor our performance to ensure that we meet our strategic objectives and make West Yorkshire safer. The evidence we obtain by adopting the

methodology described in this document will inform the actions that will form the basis of our Annual Service Plans.

Simon Pilling

A handwritten signature in black ink, appearing to read 'Simon Pilling', written over a light blue horizontal line.

Chief Fire Officer and Chief Executive

2 Introduction

This document is a detailed and often technical document that provides a business case, risk assessment and outline of the Integrated Risk Management Planning (IRMP) process. It is intended to be read by those who already have an understanding of IRMP and its associated issues. Others will find it useful as background to proposals for change that we intend to consult on as it provides the evidence base that supports decision making. The document will in future years become a reference document that relates to the current thinking and level of development of the IRMP process in 2010, although clearly this process will evolve over time and become more sophisticated.

West Yorkshire Fire and Rescue Service (WYFRS) has established itself as one of the leading fire and rescue organisations in the United Kingdom by the development and delivery of innovative and effective Prevention, Protection, Response and Resilience strategies. These strategies reflect the risks and threats posed to members of West Yorkshires' communities as well as the associated demands placed upon the organisation, its' employees and its' management.

As with our previous Integrated Risk Management Plans (IRMPs) this document sets out the business case and underpinning objectives which are required to efficiently manage risk across the county but whilst this latest approach primarily relates to the management of risk and the allocation of service delivery resources for a four-year period, it is also forward looking and forms the first component of a much longer term strategy.

Our areas of service delivery, Prevention, Protection, Response and Resilience (PPRR) form the foundation of WYFRS and therefore this plan also contains details of how these services will be delivered in order to manage risk in an effective and efficient manner, whilst maintaining focus upon key achievements and outcomes.

There are a number of factors which influence our strategy for managing risk, however the current and projected financial climate presents a significant challenge to WYFRS in the delivery of cost effective services.

It is absolutely clear that public sector managers must take urgent action to reduce costs and improve productivity in order to maintain service quality as the UK public sector is facing a period of austerity that will last for several years. The Chancellor has explained how the coalition government will make decisions on reducing public spending over a four-year period from 2011 and how the newly formed Office for Budget Responsibility (OBR) will facilitate this process by providing independent forecasts for growth and borrowing.

The Prime Minister has also made reference to the increase in public spending of 15% since 2007 and "A tale of two economies: a public sector boom and a private sector bust" and that, "The money put into the public sector did not make it dramatically better or more efficient". Conversely the Audit Commission's 2009 Comprehensive Area Assessment of WYFRS concluded that "The Authority provides good value for money" and "No other fire and rescue authority has lower costs when compared with other fire and rescue authorities with similar levels of deprivation". In spite of these plaudits, WYFRS need to be realistic in our assessment of the future financial climate and cannot expect any special treatment from Government. The future delivery of services will need to take place within a framework of affordability therefore our resources need to be carefully aligned to where they are needed most and the public of West Yorkshire need to understand and accept the impact of the funding crisis on the Fire and Rescue Service in West Yorkshire.

Despite the outlook for future funding we are confident that we can continue to deliver improvements within key areas of service delivery by implementing a major change programme where we reorganise and restructure the Service, find new ways of working and expand on existing policies that have proven to be successful. A key element of this is the expansion of flexible working arrangements and introduction of more efficient and innovative ways of managing our resources.

This Strategy explains how WYFRS determines a proportional approach to the management of risk, whilst realising efficiency savings and the achievement of improved performance

2.1 Integrated Risk Management Planning

Integrated Risk Management Planning was introduced by the Government in 2003 to provide a modern, flexible and risk-based approach to the provision of fire and rescue services together with the delivery of improvements in community safety based upon locally identified needs.

That initial introduction was supported by a series of guidance notes which specified what Fire Authorities were required to do, what an IRMP should contain, how Fire and Rescue Authorities should consult with stakeholders and how the Fire Service Emergency Cover (FSEC) toolkit (software developed by Central Government) could be used within the risk assessment process.

Although the general principle of the IRMP process has remained unchanged, the obligations introduced by the 2008-11 National Framework, together with new guidance and research has resulted in IRMPs becoming much more sophisticated and strategic in nature. The previous IRMP for WYFRS outlined a commitment to carry out a fundamental review of services. That exercise has subsequently led to the implementation of a range of changes delivering much improved performance and efficiency.

The development of our latest proposals has taken cognisance of the extensive suite of guidance documents, which is supplemented by the commissioning of specific analytical and evaluation work by specialist consultants where appropriate. The Fire Brigade's Union document; "The Framework Document: How to Construct an IRMP/RRP" has also proved to be a useful reference document and one which has had some influence upon the various aspects of our IRMP process.

Risk is not static, nor is it one dimensional, therefore our risk management processes need to be flexible enough to adapt to changes when they occur. For example, the previous demographic profile for towns and cities indicated that the population reduced when each working day was completed. This is no longer necessarily true and there are now many residential areas close to city centres due to the conversion of commercial properties into dwellings, an increased student residency and the growth in the entertainment industry. Other emerging areas of risk also need to be fully explored including those presented by naturally occurring hazards (extreme weather), malicious threats (including terrorism), together with the inherent risks to our personnel associated with fire-fighting.

The financial climate presents the challenge to deliver more for less. This strategy has been developed to reflect affordability and the need to deliver an economic, efficient and effective modern service. Our Prevention, Protection, Response and Resilience services delivered by way of an integrated programme results from a comprehensive risk assessment process enabling WYFRS to respond effectively to future social and economic changes.

This IRMP intends to continue the excellent progress made by the service in making West Yorkshire safer by the introduction of new systems, arrangements and processes, and the validation and evaluation of service delivery proposals.

The impact of a reduction in funding needs to be considered in a number of different contexts and to facilitate this process a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis and Political, Economic, Sociological, Technological, Environmental and Legal (PESTEL) analysis has been undertaken. Both models are useful for assessing external factors and drivers impacting upon organisations and for evaluating organisational strategies and direction.

The Implementing Change flow chart in the Efficiency Savings Strategy section of this document illustrates how the efficiency potential is identified and IRMP changes are delivered.

2.2 Scope

The 2011-2015 strategy introduces a new strategic framework for managing community risk which will integrate Prevention, Protection, Response and Resilience services. The risk assessment and management process is underpinned by a suite of detailed risk indicators and demographic information, which reflects the key risks to both the community of West Yorkshire and to our fire-fighters. The risk indicators also identify performance across all areas of service delivery.

This risk assessment process uses risk indicators to categorise each local area as one of five different risk bands; some of the local areas will also include remote rural risks which present their own specific and often unique challenges. The risk bandings enable the strategic allocation of resources in each of the PPRR areas to provide a range of service delivery options that are appropriate to the risk within the local area. It is essential that resources are allocated where they can be of most benefit to the community of West Yorkshire taking into account the cost of that provision.

The views and opinions of stakeholders, most importantly members of the community, will be taken into account through consultation arrangements to ensure that an ongoing dialogue will be maintained where changes to fire and rescue services are being proposed.

Adoption of the new service delivery framework and associated processes will enable WYFRS to continue to achieve its Ambition, Aim and Strategic Priorities set out in our Service Plan and to comply with our statutory duties, despite the serious challenges presented by the reduction in public service financing.

2.3 Political and Financial Context

This strategy has been developed in preparation for the most challenging period the fire and rescue service has experienced post war, with an increased expectation placed upon public sector organisations to deliver continuous improvement within a tighter fiscal climate.

Public services are currently being scrutinised by the Government, to reveal where efficiencies can be made, even though fire and rescue services across England have delivered savings in the region of £185 million since the introduction of the IRMP process in 2004.

Future funding for fire and rescue services will be significantly reduced and will require a number of difficult decisions to be made in regard to the future delivery of services and their respective priority. The principle of “more for less” is the foundation for this Strategy and new and innovative ways of working, such as a range of flexible working shifts and collaborative working will need to be implemented to maintain the very highest levels of service delivery. Every area within WYFRS will be considered in order to provide a better service at reduced costs. A range of options for reducing costs has been developed, the degree in which many or all of these will be adopted will be greatly influenced by the outcome of the Comprehensive Spending Review 2011 – 2014 and the subsequent grant settlement WYFRA receives.

The implementation of the range of efficiencies will be based on evidence provided by the risk assessment processes explained in this document. It is conceivable however, that budget reductions may be of such significance that it will not be possible to maintain the existing standards of service, even with the introduction of new ways of working. It is essential that the IRMP process identifies where resources give most benefit for every pound spent and conversely, where the reduction in any service would have least impact. Perhaps most importantly the process will quantify the impact of the changes so the public can make informed judgements on what they are prepared to pay for.

Large scale reductions in public sector spending are likely to raise challenging issues for our workforce, other fire and rescue services workforces and representative bodies. This strategy must consider the potential impact that national, regional or local trade union issues could have on future planning. WYFRS Risk Management Strategy Group manages a range of corporate risk, including the risk of industrial action. National, regional and local industrial relations will continue to inform WYFRS planning. Contingency planning has always been and will continue to be a key element of WYFRS resilience arrangements.

3 Assessment of Risk

3.1 Background

The provision of a fire and rescue service in West Yorkshire is the responsibility of the Fire and Rescue Authority (WYFRA) who must ensure that the best possible service is available. In so doing, it must take account of statutory obligations, local risks, affordability, value for money and a wide range of other associated considerations. Since the publication of our first IRMP in 2004, the operating environment for fire and rescue services has changed considerably, with further changes imminent. It is therefore important that our plans take full account of such factors.

The assessment of risk is the initial stage of the IRMP process and requires quantitative and qualitative analysis of hazards and threats. It is essential to ensure that this risk assessment methodology is robust, objective and analytical, as the results will underpin and influence decisions.

The process combines an assessment of impact and consequence with the likelihood that an event or events will occur, ensuring that a thorough and complete analysis has been completed. This provides an assessment of risks within communities across West Yorkshire and apportions a specific risk rating for each local area. The results of the risk assessment are subsequently used to determine the allocation of resources and appropriate risk management activities.

Research has shown a direct correlation between deprivation and the incidence of fires, along with associated casualties and fatalities. Research also emphasises the importance of using technical modelling software as part of the risk assessment process to combine socio-demographic factors with incident data to present risk factors and information to base decisions upon. It is also preferable for fire and rescue services to use additional tools and data to assist in the decision making process.

The process of resource optimisation must ensure that proposals take into account the future needs of the community; to address those needs we have introduced a robust structured process which uses a combination of risk modelling software, historical data and professional judgement.

3.2 Elements of the Risk Assessment Process

3.2.1 Fire Services Emergency Cover (FSEC)

The (FSEC) Toolkit is a software-based toolkit developed by Central Government which we use to help inform where resources are best located to reduce the number of fatalities and casualties within West Yorkshire.

FSEC can also be used to identify and help reduce risk to people, property, environment and heritage sites from fire and other emergencies within the community.

It provides a way of undertaking a robust and evidence-based assessment of the risks from fires and other incidents within the county. Its use allows a consistent approach to this risk assessment, which has been thoroughly tested and independently validated.

Based upon a Geographical Information System (GIS) and using bespoke software it calculates the probable losses based on a particular set of response strategies in terms of lives lost and property costs. The basis of the risk assessments performed by FSEC is derived from a relationship between response time and fatality rates for each type of incident faced by WYFRS.

The software calculates the time that each appliance would take to arrive at each Census Output Area within the county and then uses mathematical relationships to predict:

- The number of lives lost in dwelling fires, other building fires and other emergencies.
- The amount of property loss in other building fires.
- The total cost of the resources allocated.

Initially, WYFRS configure the FSEC model to reflect our county and the existing response strategies, which are employed, this develops a base case. We are then able to use our FSEC model to review the likely impact of any changes in fire cover by modelling these alternative potential strategies and comparing the outputs from the modified FSEC model to the results obtained from the base case model.

Separate 'runs' of the software can be used to quantify the predicted impact of any changes in resource allocation in advance of them being implemented, such as adding or removing fire appliances, changes to shift patterns or alternative response strategies.

The Toolkit also contains modules which address the different types of risks faced by FRSs, the latest update (update 17) will allow risk reduction to affect risk ratings, i.e. we will be able to quantify the amount of preventative work required to reduce the risk to an acceptable level.

3.2.2 Active – Phoenix

Active - Phoenix is a commercially developed product that differs from FSEC in that its main function is to measure performance as opposed to identifying risk. Phoenix is a workload modelling and deployment system for response services. Using historical incident data Phoenix will analyse shift patterns and available resources to identify the most efficient emergency cover that will save costs without affecting the risk to the public or staff.

Phoenix enables WYFRS to assess improvement or deterioration in performance based on any proposals, before they are implemented. This enables us to test a variety of options and critically appraise each one. One of the key benefits of the software is therefore the ability to recognise opportunities to reduce costs and increase efficiency including the adoption of more cost effective crewing systems without affecting performance. The software will also allow us to measure performance of proposed new locations for stations or the improvement in performance should a pumping appliance be relocated for a few hours to an area where activity and risk is known to be higher at certain times of the day/night.

3.2.3 Mosaic

Mosaic UK is a commercially developed product used for geo-demographic profiling originally designed for customer data analysis and for planning future marketing campaigns but is now extensively used by local government organisations including the FRS for the identification of lifestyles and risk profiles of people in an area. Mosaic classifies the 24

million households in the UK into 11 groups, 61 types and 243 segments and is unique as it considers household and postcode classification.

Mosaic UK is updated each year and provides a deeper understanding of the community. By understanding the local communities' demographic and lifestyle characteristics we can manage our resources more efficiently and economically by targeting the right people, in the right locations. Mosaic is used to anticipate risk and plan for the future, analyse behaviour of sections of the community, understand potential risk and determine the appropriate balance of prevention, protection and response.

3.2.4 Local Activity Data

Data is available which provides a breakdown of operational activity levels for each local area and fire appliance for the last five years and this enables WYFRS to carry out a comprehensive evaluation of each local area's requirement in terms of resources for hour of the day, day of the week and month of the year. These activity levels will identify potential areas where additional resources may be required to reduce the risk to an acceptable level or where an excess of resources exists in an area.

A major influence in any change in response resource is the contribution a fire station's appliances makes to surrounding fire stations incidents and to the brigade as a whole, this is an important aspect in any evaluation of risk. Analysis of a station's contribution to the local area is undertaken to enable a comprehensive assessment of the impact on resilience should those resources be removed or changed. It is also important to consider the time spent at incidents and use this information along with the number of incidents attended and the time of day/night, to obtain a true picture of the workload of every resource.

3.2.5 Risk Indicators and Risk Matrix

A suite of risk indicators has been developed and agreed by the Operations and Fire Safety Directorate, which will form the basis of the IRMP risk assessment methodology to be employed by WYFRS. These risk indicators provide a reflection of risk posed to communities, businesses and fire and rescue service employees from a diverse selection of hazards and threats.

Each individual indicator is underpinned by the provision of data for a three-year period, together with professional judgement to provide a risk categorisation for each local area (currently based on each fire station area) in West Yorkshire. Local areas are then classified within five risk bands, "Very Low, Low, Medium, High and Very High", by the application of the impact against likelihood methodology. In addition, there are areas of West Yorkshire where the likelihood of incidents is so low and the populations are so small that they can be considered as remote rural risk. Remote rural risks do not justify the development of specific response criteria within our planning assumptions; however incidents that do occur within these areas will still receive that same number of fire appliances as would incidents in any other area of West Yorkshire.

The risk matrix used to identify and categorise each local area from Very High Risk through to Very Low Risk includes over 20 separate risk indicators and this information will allow officers to identify and prioritise resources available to reduce the risk in those areas through intervention work. By using this matrix we can ensure that each local area receives an equivalent level of resource relative to its risk, regardless of its location in West Yorkshire. We can also determine the most appropriate, cost effective duty system for fire-fighters

working at the fire station providing the initial emergency response service for that local area. The development of this risk matrix considers every relevant potential (forecasting) and realised (actual) fire risk, within West Yorkshire.

The following illustration summarises the suite of risk indicators currently being used to inform the IRMP process:

3.2.6 Risk Indicator Suite



3.2.7 Local Area Risk Bandings

The banding of local areas (Very High – Very Low) based on 3 years has been used in order to provide a more accurate reflection of risk than 1 year's data enables. The local area bandings have been set using data from 2007/8, 2008/9 and 2009/10. The bandings will remain the same for the next 3 years (performance will still be measured annually). Local areas will be banded again prior to April 2014 using data from 2010/11, 2011/12 and 2012/13.

The Service Delivery Board will ensure that resources are allocated to reduce risk across the county; the reduction of risk will then be reflected in stations risk banding score reducing.

3.2.8 Emergency Incident Classification and the Significance of Life Risk

To complement our risk assessment process, operational incidents are classified to enable us to locate our resources in the most appropriate places to meet our planning assumptions. We know from our incident data that the vast majority of incidents we attend are relatively insignificant, often requiring very little intervention, but a small percentage require quick and decisive action. It is therefore important that we prioritise incidents by type and also that we consider the likelihood of an incident of each type occurring in a local area. We can then determine an appropriate response (we term this the speed and weight of attack – i.e. the number of fire-fighters, the type of appliances and the time it takes to get to the incident). WYFRS places the greatest emphasis on the likelihood of incidents occurring where there is a risk to people.

Carrying out the risk assessment process with a focus on “Life” risk ensures that those local areas and groups of people that are most at risk from fire are identified and allows strategies to be developed to prevent fires occurring in the first place or reduce the risk of death and injury from fire with effective protection and response arrangements. It is also important to recognise the considerable financial and social loss that can occur when properties are destroyed by fire; subsequently the risk assessment process considers the risk of “Property” fires. There are a significant number of smaller fires also referred to as nuisance fires that do not represent significant risk to life or property, these types of fires are much lower priority in our risk assessment process.

We therefore classify incidents in three broad types (plus two special categories*), these being:

Life Risk Incidents (L) – Potential for incidents to involve rescues, injuries or fatalities including private dwellings, or other sleeping risks such as sheltered accommodation, houses in multiple occupation, hotels, hospitals and some educational establishments.

Property Risk Incidents (P) – Incidents occurring in properties other than those included within the Life Risk Incident descriptor. These properties may or may not have people present in them but are highly unlikely to present a risk to life because people are not asleep and the fire precautions are suitable and sufficient. Typical properties included within this category are factories, offices and shops.

Other Risk Incidents (O) – All other incidents not included within the descriptors for Life and Property risk including secondary fires, false alarms and special service calls where there is no risk to human life.

*Special Categories (S) - Road Traffic Collisions & Special Risk Sites

Road Traffic Collisions

In addition to the incident types referred to above, we also attend a large number of road traffic collisions and other transport related incidents. Sometimes people are trapped in the vehicles requiring rescue (sometimes rescue is not required) these incidents will invariably attract a response from the ambulance service, with the Fire and Rescue Service providing support with specialist rescue equipment to support the ambulance service in the extrication of casualties. We have data that shows us where these incidents occur and whilst some of these incidents can often occur sporadically in remote parts of West Yorkshire the majority are within or near to the areas covered by the other incident types. It is therefore not our

intention to specify these as an additional incident type for response planning purposes although clearly they form part of our risk assessment in terms of our capability to deal with these types of incidents. All our Fire Appliances contain rescue equipment suitable for dealing with the majority of vehicle accidents and we have a single resource located centrally at Cleckheaton for specialist rescues. By planning to respond to the three incident types above we will also achieve a very quick response time to the vast majority of road traffic collisions.

Specific Risks

A number of sites exist in West Yorkshire that present specific and sometimes unique risks and hazards, for example Leeds Bradford Airport and major chemical sites. Due to the unique requirements of these premises, bespoke plans and response arrangements are developed and tested in addition to our standard emergency planning assumptions.

3.2.9 Major Disasters

Major disasters, whilst extremely rare, can occur at any time e.g. an aircraft crash, major flooding or terrorist attack. We have invested significant resources in preparing for such events and have established excellent arrangements with partner agencies to plan for these events should they occur. Our response plans for such large scale incidents relies on resources from all areas of West Yorkshire, the region and nationally.

3.2.10 Professional Judgement

Professional judgement can be referred to as “critical thinking” but exercised in a practical, professional setting. To make assumptions or proposals without the evidence base described above would be flawed and in the same way proposals without exercising professional judgement would be equally foolhardy. To ensure that every aspect of future proposals have been fully evaluated a process of adversarial challenge has been adopted. This challenge is fundamental to the credibility and success of the planning process and will ensure that proposals are appropriate and necessary. Our consultation processes further challenge this professional judgment by making officers and politicians rethink their assumptions based on issues raised by staff or local people.

3.2.11 Validation

The risk assessment process incorporates a number of technical concepts pioneered by and unique to WYFRS. Due to the complexity and nature of the methodology employed it was essential that it was exposed to independent challenge and review. It was not deemed appropriate to randomly invite stakeholder consultation on the processes developed, instead, all elements of the process have been validated by independent specialists and the feedback from this process has been used to further develop the methodology.

Data used to populate the FSEC toolkit and that used for baseline analysis has been scrutinised by Mott McDonald who have extensive experience of IRMP methodology and have been utilised by Central Government for national IRMP review work. Mott McDonald made 42 separate recommendations to improve the output quality from the FSEC toolkit which were subsequently addressed by WYFRS Data Team.

The designs, planning and technical services consultants, ARUP, who have extensive experience of fire engineering and fire risk assessment methodology, have conducted an independent evaluation of the WYFRS risk assessment methodology applied in the Risk Matrix. They have also made a number of recommendations for improvement that have been acted upon.

The use of external specialists to validate the risk assessment process was essential to the accuracy and credibility of the overall strategy. The impartial feedback provides external assurance that the risk assessment system is robust and effective.

The collaborative nature of the development work has enabled WYFRS to explore a number of innovative processes in the measurement of risk. The risk mapping approach being developed combines a very broad range of risk indicators with the aim of creating an overall risk score for different station areas and ultimately a risk map of West Yorkshire can be formed.

This information is of assistance in a number of areas such as:

- Assessing the resources required for each local area
- Providing a means to measure progress of local areas in reducing risk levels
- Providing a means to identify where resources can be best targeted in each local area.

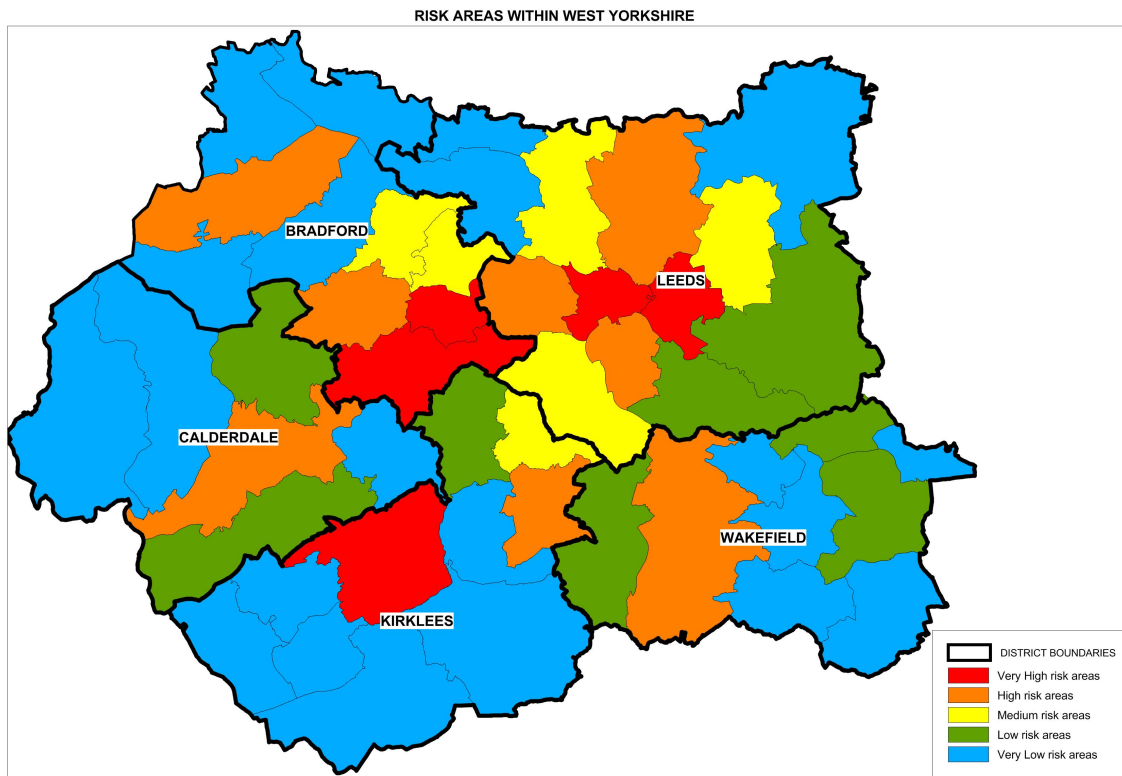
After careful consideration/assessment of the various risk indicators and the matrix methodology, we have developed a Total Hazard Indicator Score (THIS) for each local area.

'THIS' represents the combination of individual risk indicators, to be used solely for the ranking of local areas on a comparative basis (not absolute).

The matrix is not a tool to measure individual local area performance in the form of a league table, as the relative risk rating would not be expected to change significantly over time. However, it does provide a means of measuring the reduction of risk in a local area over time through changes in investment and/or operations and activities and demographic changes.

The information contained within the risk matrix is collated to illustrate the level of risk across all of West Yorkshire and this enables the Service Delivery Board (SDB) to analyse the risks at District and local area level, and even at ward and census output areas. The SDB will then prioritise the areas which will benefit most from further risk reduction strategies and associated funding. This level of investigation into risk is unprecedented not only in West Yorkshire but also across the majority of other FRS' in the UK and will form the framework for risk reduction for years to come. To ensure that we do not become complacent we will constantly review and evaluate the process and the structure and the principles behind the risk matrix and make any necessary adaptations.

The distribution of comparative risk and the associated planning assumptions for West Yorkshire are represented by the following example map:



3.3 Assessment of Impact

There will be many changes to the way WYFRS operates in the coming years. This strategy ensures that the following actions are carried out:

- Identification of the potential options for future change, (proposals).
- Use the variety of tools available to assess the impact of each proposal via;
 - Equality impact assessment
 - Community impact assessment
 - Fire-fighter safety impact assessment
 - Organisational impact assessment
- Identification of the proposals that have the least impact in relation to reductions in service delivery and those that have the most impact for service delivery improvement.
- Selection of the proposals which will be included in future action plans.
- Where appropriate measures will be developed to mitigate the impact of those proposals where service delivery may be reduced and develop measures to maximise the opportunities to improve service delivery.
- Record the findings and evidence in the impact assessment for each individual proposal and the action plan as a whole.

3.4 Equality Impact Assessment

One of the key priorities identified by the Fire and Rescue Service Equality and Diversity Strategy 2008-2018 is to, “Assess the impact of all new policies, plans, procedures and practices to ensure effective service delivery to all communities tailored to their needs”. Our

desire to achieve “Excellence” in the FRS Equality Framework forms an important part of our future plans.

A robust approach to equality and diversity is therefore incorporated into our IRMP process and is fundamental to the delivery of our services to the community of West Yorkshire. The methodology applied will be reflective of risk but will also be subject to a rigorous and effective Equality Impact Assessment process to ensure that proposals do not negatively, disproportionately, or unfairly affect any group or individuals by virtue of their age, race, religion, gender, sexuality or disability.

An Equality Impact Assessment will be completed in respect of each key proposal contained within the initial and subsequent Action Plans associated with this Integrated Risk Management Plan and Service Delivery Framework.

3.5 Community Impact Assessment

A Community Impact Assessment will be undertaken for proposals arising from each Action Plan completed in conjunction with this Strategy. The Community Impact Assessments will complement the Equality Impact Assessment process to indicate the potential impact of our proposals upon particular community groups within West Yorkshire. These assessments will also take cognisance of the risks contained within the West Yorkshire Community Risk Register, together with the SWOT and PESTEL analysis to evaluate future strategies.

3.6 Fire-fighter Safety Impact Assessment

An assessment will be completed for each proposal, which focuses on the impact on operational response and fire-fighter safety. The IRMP process must ensure that Health and Safety is at the forefront of decision-making. This will include review and revision to operational policies and Standard Operating Procedures to reflect any changes.

3.7 Organisational Impact Assessment

The changes that are likely to occur over the next few years will change the shape of WYFRS with resulting impacts on the whole organisation. WYFRS will need to adapt our support services to reflect the changing need. For example; the freeze in recruitment has meant that the Trainee Instructors are no longer currently required within the Training centre. The support required for an organisation that employs a reduced number of staff will also change; in terms of resources, a reduced number of fire-fighters requires less Personal Protective Equipment (PPE) and a reduced level of support to manage PPE stock. The Risk Management Strategy Group has a key monitoring role in controlling organisational (corporate) risk.

3.8 Outcomes

Although the monitoring and review phases are undertaken after the risk assessment phase it is necessary to define from the outset the performance expectations and standards which will be used to measure risk reduction and outcomes.

The IRMP process leads to the development of detailed PPRR strategies. These strategies are developed to address identified risks by a proportionate but flexible deployment of resources working toward achieving clear outcomes.

Although it is virtually impossible to provide a strategy which will completely eliminate risk the introduction of challenging, outcome based targets will enable success and performance to be measured and monitored more accurately.

In November 2006, the Local Government Association (LGA) published a consultation document entitled, "Fire and Rescue in 2017: Rising to the Challenge". This document identified a future vision for the fire and rescue service, to enable it to respond to the challenges over a ten year period, the document strongly supports developing operational flexibility and the alignment of resources to risk. It also highlights some of the benefits from setting long-term strategies, which incorporate risk, resources and outcome performance standards.

The incorporation of longer-term outcomes and performance standards is necessary because there are certain elements of risk, which cannot be reduced to a tolerable or negligible level in a relatively short period of time. The use of incremental targets to deliver longer-term outcomes is appropriate and realistic for such risks as accidental dwelling fire deaths.

Outcome based targets will be determined centrally by senior management and will reflect the risk levels presented in the risk matrix. Our service delivery targets and workloads will be proportionate to risk levels and in keeping with the need to deliver economy, efficiency and effectiveness, will be subject to a cost/benefit analysis.

The setting of outcomes and performance standards will drive the development of both short and long term risk management strategies linked to measurable outputs, and contribute to making West Yorkshire safer.

4 Delivery of the Strategy

4.1 Risk Management Philosophy

Several factors influence the way in which WYFRS undertakes its risk management processes and how services are delivered to reduce the likelihood of emergencies occurring and to mitigate their impact if and when they do occur.

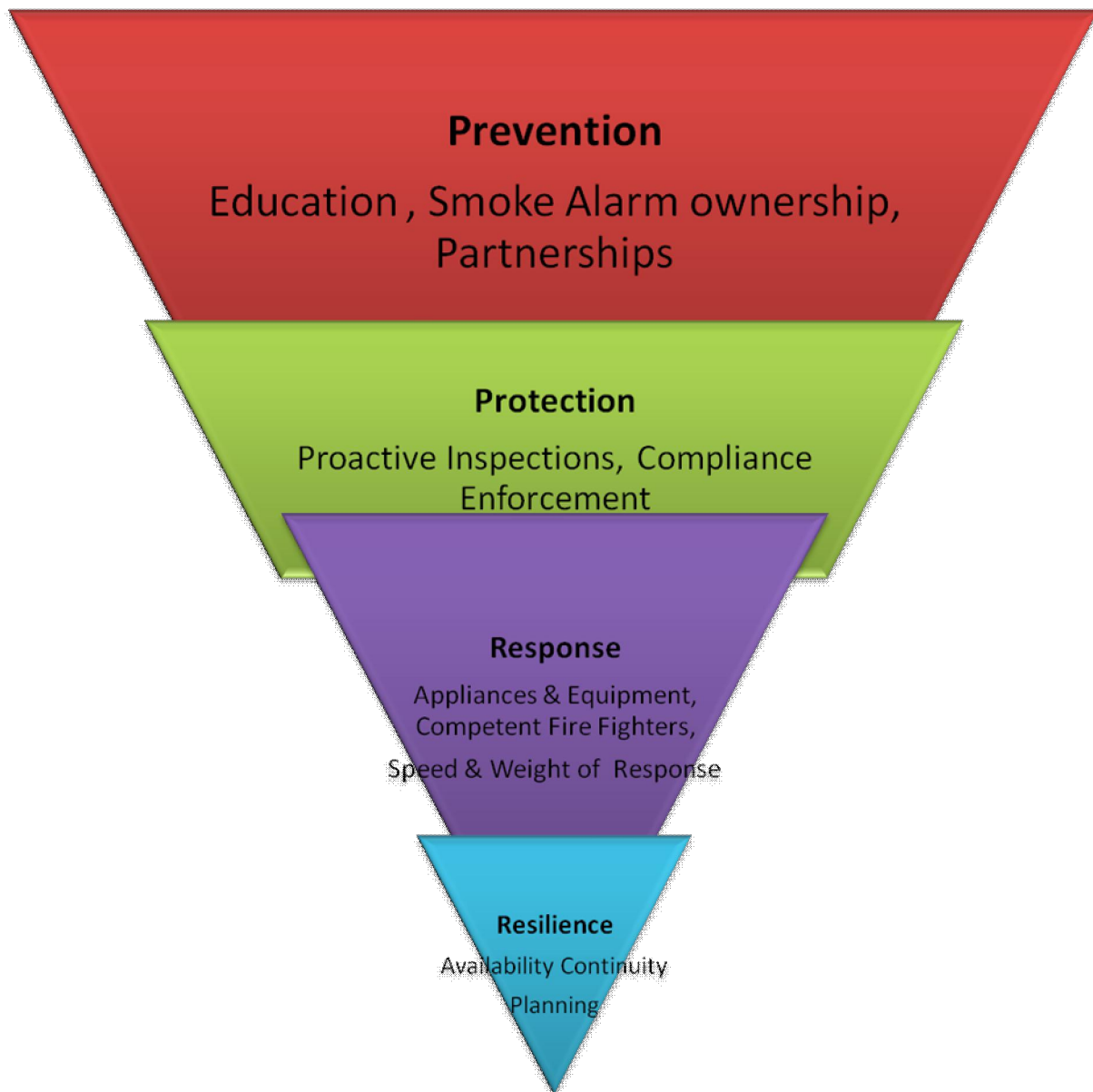
The hierarchical nature of our risk management approach; Prevention, Protection, Response and Resilience form the foundation for the effective Service Delivery.

The incidence of fire is low in comparison to some other emergencies that society faces, and it is important to view the risk of fire in perspective. For example nationally 141,000 people suffer a heart attack every year, compared with 13,200 people who suffer a fire related injury, with coronary heart disease causing on average 91,000 deaths per year compared to 443 fire related deaths (2007 statistics).

An average of 20 fire related deaths occur within West Yorkshire every year with a significant proportion of these being recorded as deliberate, or non-preventable, this figure represents around 0.001% of the population. Similarly, during 2009/10 a total of 1267 accidental dwelling fires occurred within West Yorkshire which represents an incidence of 0.14% for all dwellings in the county.

WYFRS recognise that the incidence of fire and associated deaths and injuries is low in comparison to other emergencies but we are also aware that the risk from fire is much higher in certain parts of the county than others. Our risk management philosophy is therefore to reduce the likelihood of fires and other emergencies predominantly by the delivery of Prevention and Protection services and to manage the impact of these events when they do occur by the delivery of an effective Response service with continuity being promoted by the delivery of robust Resilience arrangements.

The following diagram illustrates the relationship between our key service delivery areas and some of their key dependencies for success. The pyramid indicates a reduction of demand placed upon Response requirements by successful Prevention and Protection activities and that Resilience arrangements are implemented in respect of a very small proportion of Response deployments.



The key to success and “Making West Yorkshire Safer” is to ensure that risk is managed by the application of a tiered model which is focussed toward Prevention and Protection initiatives, and balances risk reduction in proportion to the need to provide an efficient Response service for incidents which have not been prevented and for sufficient Resilience to be embedded into resources to deal with the peaks in demand and major incidents..

4.2 Prevention Strategy

Dwelling fires and injuries are not uniformly spread among the population and are more likely to occur within areas of deprivation and with a higher proportion of vulnerable people. Since 2005 several research publications, along with improved analysis methodologies, have enabled a better understanding of the relationships between disadvantage within the population and the risk from dwelling fires.

An example of such research was undertaken by Greenstreet Berman Limited published as Fire Research Series 9/2008 entitled “Analysis of fire and rescue service performance and outcomes with reference to population socio-demographics”. This research specifically

examined the links between various measures of social disadvantage and the risk from dwelling fires. It has utilised a number of correlations and regressions to identify percentages of variance in dwelling fires explained by a number of socio-demographic factors and concluded that being a single parent, having never worked, single adult and deprivation are the top factors associated with higher rates of fire.

The Government invested £25 million capital funding over a four-year period (2004-2008) to fund the Home Fire Risk Check (HFRC) initiative predominantly to enable fire and rescue services to meet their Public Service Agreement (PSA) targets. An evaluation of this initiative provided evidence that there is a strong correlation between the rate of smoke alarm installations and reduced incidence of dwelling fires, deaths and injuries.

The evaluation does, however, identify the importance of ensuring that all work is targeted effectively, this was also one of the key findings of the Audit Commission's detailed review of fire and rescue service performance "Rising to the Challenge: Improving Fire Service Efficiency" which states, "Home Fire Safety Checks should not be conducted indiscriminately. Fire services that target their activity at those most at risk are likely to see the best value for money".

The availability of improved risk information together with the removal of the central HFSC funding and the need to deliver substantial efficiency savings across all areas of service delivery requires a re-focus upon how and when our Prevention resources are deployed.

The de-centralised District structure introduced in January 2007, combined with joint working opportunities presented by Local Strategic Partnerships favours a flexible approach to the deployment of community safety resources. The demands placed upon fire station based resources where there is a significant concentration of risk also supports the introduction of a strategy which enables risk reduction activities to be undertaken without compromising availability to respond.

The performance of future Prevention risk reduction activities will therefore be focussed and directed toward those areas of the county identified as being at higher risk from the incidence of dwelling fires, deliberate fire setting and road traffic collisions.

The allocation of resources for risk reduction activities will be agreed between the SDB and the DRRT with approval being subject to an assessment of the cost associated with achieving a positive outcome.

We will continue to deliver the annual outcome based targets for Home Fire Safety Checks initially established by our 2005/06 IRMP but will target this provision more effectively toward those dwellings which present greater risk. Safety Central will continue to provide a centre for excellence in the development of community safety initiatives and particularly those which target vulnerable groups. Safety Central will form a fundamental element of the revised Prevention and risk reduction strategies, be managed centrally by the Fire Safety Directorate it will also provide support to the development of local partnerships and the delivery of services on behalf of District Risk Reduction Team (DRRT.)

4.3 Protection Strategy

Although there are clear differences between our Prevention and Protection strategies they are both examples of proactive initiatives that are targeted toward the activities which place individuals or premises, at risk.

The fire safety inspection strategy for non-domestic properties employed within West Yorkshire is based upon an assessment of risk posed by generic property types and individual buildings. The intended outcome for this strategy is to reduce the risk and impact which fire has upon communities, businesses, heritage sites and our environment, whilst safeguarding fire-fighters.

The expectation placed upon fire and rescue services by the 2008-11 National Framework is that they must have a "Management strategy and a risk based inspection programme to enforce the provisions of the Regulatory Reform (Fire Safety) Order 2005".

The Protection strategy employed by WYFRS has, for a number of years, been based upon the identification of the levels of risk posed by premises, followed by resources being targeted toward those places presenting the greatest risk. This methodology will continue to be utilised with risk data being extracted from the FSEC toolkit and used as an input to calculate a set of relative risk scores for premises using the Premises Risk database (PRD). National data will also continue to be utilised to determine the average frequency of fires within buildings, categorised by occupancy type and this data will serve as a benchmark for calculating increased or decreased risk levels by measuring deviation from the average values.

Specialist officers will undertake inspection activity in higher risk and complex premises based on an approved risk based inspection programme. Levels of compliance with fire precautions is a key element of risk assessment in a local area within the risk matrix.

Buildings which have been identified as being at lower risk will continue to be visited by operational fire-fighters primarily to provide basic fire safety advice, but also to gather risk information for fire-fighting purposes.

All fire safety visits will continue to be undertaken at the optimum time and when the occupancy of buildings reflect the risk. WYFRS undertakes its statutory enforcement responsibilities in compliance with the Health and Safety Commission (HSC) guidance and adopts a consistent, balanced and fair approach to decisions using the Health and Safety Executive's (HSE) Enforcement Management Model (EMM).

The Protection strategy being adopted by WYFRS will continue to facilitate a proportionate and flexible approach to the management of resources and one which is based upon relative risk. In common with other areas of service delivery this methodology will also enable WYFRS to focus a potentially reduced number of resources to where they are needed most.

Whilst the responsibility for risk management and reduction rests with each respective District Commander, enforcement activities will be delivered on their behalf by the Head of Protection. The Head of Protection will coordinate and manage a number of centrally based Enforcement Officers and allocate these resources to local areas, as part of the DRRT, to fulfil the protection and enforcement requirements on a proportional basis to the level of risk. The Head of Protection will monitor the performance of Protection and Enforcement activities and provide the SDB with details of progress against the overall reduction in risk in order for the SDB to review and agree future allocation of resources.

4.4 Response Strategy

It is accepted that there will always be a significant number of emergencies and unwanted events and therefore a capability will always be maintained by WYFRS to ensure that an effective and efficient response can be made to such events.

The provision of our Response service is, however, the final control measure to be applied to managing risk within West Yorkshire; wherever possible risk will be managed by the application of Prevention and Protection initiatives, but emergency response is, and will remain, the largest element of our expenditure.

It is fully anticipated that expenditure upon public services will be under increased pressure over the forthcoming years and the future commitment toward the provision of Response resources will need to take account of this by effectively balancing levels of risk across different areas of the county with the cost of the provision of an emergency response service.

Although all of WYFRS resources will be fully examined to maximise economy and efficiency approximately 80% of our employees are used for the delivery of the operational response services (Whole-time, RDS and Mobilising staff) and therefore future efficiency savings will unavoidably result in a reduction of Response resources. Between 2003-4 and 2009-10 the number operational incidents has reduced by 35% and it's reasonable to suggest that these reductions in demand levels should be reflected in the resources allocated to response in the future.

A strategic review of our emergency response arrangements was announced in 2008 to be completed as part of the 2009-12 IRMP and committed WYFRS to, "Undertake a targeted review of emergency response provision for the populated areas of the county to assess measures that will assist in maintaining average attendance times and commence implementation of recommendations from this review during 2009/10".

This review has required detailed and protracted data analysis to be undertaken to establish an accurate overview of current incident response performance and to benchmark this against previous performance.

Although this analysis indicates that average response times to incidents have slightly increased, an investigation to identify the probable causes for the decline in performance revealed similar findings to those made by the Fire Research Series document "Review of Fire and Rescue Service Response Times" (FRS 1/2009). FRS 1/2009 identified that there was a strong correlation between increased emergency response times and traffic congestion within West Yorkshire, which was also identified within our own internal review process.

The subsequent recommendations made by Emergency Response Review (ERR) were set out within five separate phases which complement our future Prevention, Protection and Response (PPR) strategies:

- Phase 1 To introduce an initial suite of policies to improve response arrangements including the introduction of stand-by and dual-mobilisation arrangements.
- Phase 2 The development of a three-tiered response standard which will establish separate response targets for **Life**, **Property** and **Other** incidents.
- Phase 3 Analysis of risk and areas within the county which do not benefit from the desired response time and the provision of appropriate measures to reduce this risk.

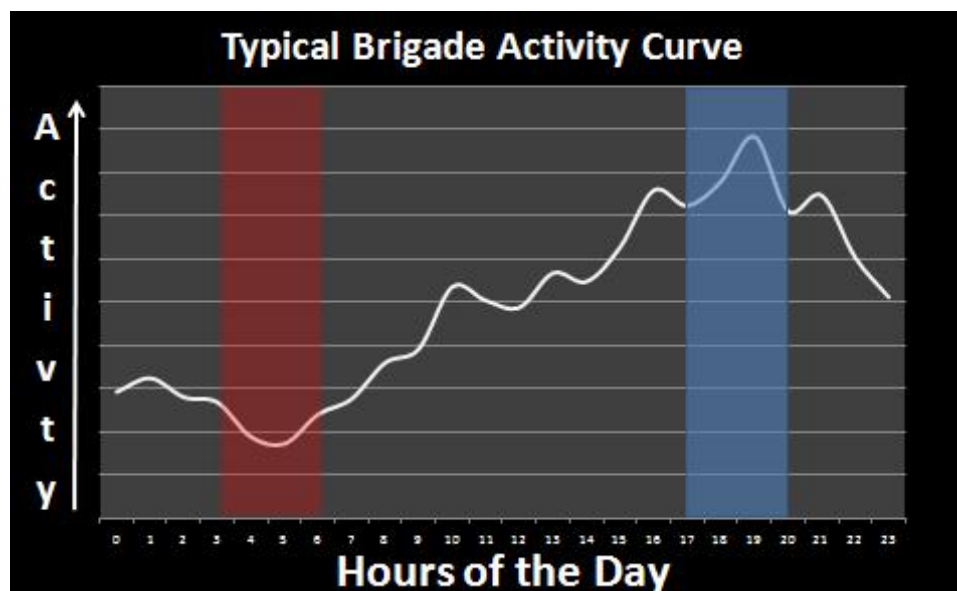
- Phase 4 Alignment of resource provision to risk levels within multi-pump fire station areas and introduction of flexible operational resource deployment arrangements.
- Phase 5 Investigate scope to reduce the weight of response to different categories of incident.

Analysis undertaken for Phase 1 of the ERR investigated whether there was scope to improve response arrangements by the introduction of three separate initiatives:

- The introduction of “Standby” arrangements for locations with higher operational activity levels.
- The introduction of dual-mobilisation arrangements, whereby resources are deployed from different locations to reduce the potential impact of traffic congestion upon the arrival of fire appliances.
- The introduction of a “Pre-alert” system at fire stations by the Mobilising and Communications Centre (MaCC) to reduce the duration between the receipt of an emergency call and the deployment of a fire appliance.

Piloting initiatives has identified that there is scope to improve some attendance times and maximise front line appliance response to incidents by introducing the above initiatives. Detailed analysis is also being undertaken independently to provide information to inform further initiatives and assess the impact of future changes to response deployment options. The “Resource Optimisation Study” will provide an evidence base that will inform future changes and improvements to both the number of resources required for response and the way in which they are managed to provide the most effective local and county wide response delivery.

The graph below illustrates an example of how WYFRS can make changes to match the response resources. The graph shows the incident activity for each hour throughout the day, with the highest activity shown in blue and the period of low activity in red. At the moment WYFRS provide the same number of fire appliances for both time periods. Adjustments could be made to ensure that more appliances are available when and where they are needed most, with the number of appliances reduced when there is a very low likelihood of them being required.



One of the main drivers for the ERR together with the detailed investigations into incident response times was to develop planning assumptions aimed at placing more emphasis upon response to life risk incidents.

The outcome of the Life, Property and Other risk assessment process and associated risk bandings referred to earlier, dictates the Risk Based Planning Assumption (RBPA) for each local area, which in turn indicates the planned response time for each local area based on risk and incident type. The following table summarises the descriptors for each of the predominant local area risk bandings. These are determined from combining the associated risk indicators contained within the risk matrix as an overall scored calculation:

Risk Band	Descriptor				
Very High	Areas possessing high levels of life risk and deprivation levels, together with large concentrations of industrial, commercial and leisure facilities. Significant numbers of people in the affected area. Significant risk of fire and risk of multiple fatalities or extensive injuries should a serious fire occur.				
High	Areas possessing high levels of deprivation with some industrial, commercial and leisure facilities. High numbers of people in the affected area. High risk of fire and multiple fatalities or extensive injuries should a serious fire occur.				
Medium	Suburban areas of large cities or small towns with relatively low levels of deprivation and varying levels of industrial or commercial risk. Moderate risk of fire and fatalities or extensive injuries should a fire occur.				
Low	Small market towns, or relatively affluent suburbs and towns with low levels of deprivation and some industrial and commercial risk. Low risk of fire and fatalities or extensive injuries should a fire occur.				
Very Low	Areas with low population densities and, or affluent areas with a limited concentration of commercial and industrial risk. Very low risk of fire and fatalities or extensive injuries should a fire occur.				
Risk Band	Very High	High	Medium	Low	Very Low
RBPA (life risk incidents)	7 Minutes	8 Minutes	9. Minutes	10 Minutes	11 Minutes

NOTE: In many station bandings there are areas that are remote and rural.

A gap analysis has also been carried out using output response times supplied from the Fire Services Emergency Cover (FSEC) Toolkit together with the RBPAs to identify areas of the county, which do not currently match the RBPA emergency response times. This fulfils the requirements for Phase 3 of the ERR and will also contribute to Phase 4 by aligning the provision of resources in proportion to risk and activity levels. More detailed and sophisticated analysis is also undertaken to determine optimum resource deployment.

This approach ensures that an overall strategy can be adopted for local areas that combine elements of service delivery from the three key strands, Prevention, Protection and Response. All local areas will receive a balanced range of service delivery which is most appropriate to the risk and is reflective of the overall resources available to WYFRS (and our partners where appropriate).

4.5 Resilience Strategy

The fire and rescue service is making a vital contribution to local and national resilience against disasters caused by naturally occurring hazards or accidents and those presented by the threat of terrorism and malicious acts. All fire and rescue services are required by the Civil Contingencies Act 2004 to ensure that plans and resources are available for these types of event.

Significant investment has been made by the Government to support fire and rescue service resilience by the provision of specialised resilience equipment and associated training. The distribution of these resources together with those provided by local funding has led to a vastly improved capability being available within West Yorkshire.

WYFRS has and will continue to play an influential role within Regional and Local Resilience Forums and their associated sub-groups. These Forums bring together all organisations with a duty to co-operate under the Civil Contingencies Act 2004 and enable significant risks and civil protection issues captured by the National Risk Register and Community Risk Register to be jointly addressed.

The resilience strategy adopted by WYFRS will therefore be heavily influenced by risk and threat-related information arising from the Regional Resilience and Local Resilience Forums; it will also reflect national guidance and strategies, such as the National Security Strategy and Counter Terrorism Strategy (CONTEST).

WYFRS will continue to maintain robust contingency and continuity plans for significant emergency events and prepare its employees for the unexpected by the provision of role related training and development.

These plans will continue to be aligned to Response requirements and will contain a number of options to deliver an adequate provision of resources either via local, regional, or national deployment.

The Community Risk Register is an important document for all of West Yorkshire, it is a register of all the hazards that WY is likely to face, such as wide area flooding, industrial chemical fire/explosion or major transport accident. The likely outcomes of these events occurring have been assessed. WYFRS has developed model responses to deal with these large scale emergencies. The model responses included setting planning assumptions for the number of appliances and officers needed to deal with two large incidents at the same time along with normal levels of smaller incidents. These planning assumptions are fundamental to the levels of fire cover required and provided by WYFRS.

To meet the response needs of WY Community Risk Register WYFRS undertook a review of its specialist response capability; this resulted in a greatly improved response capability and produced significant efficiency savings.

It is through this type of collaborative working with our partners and a thorough understanding of the risks in West Yorkshire that allows WYFRS to set a strategy for the future needs of the community.

5 Service Delivery Strategy

5.1 Introduction

WYFRS has developed an integrated approach to the delivery of the four strategies (Prevention, Protection, Response and Resilience) and this section outlines WYFRS service delivery processes.

A proportionate approach to the delivery of services at a local level will require a programme of risk reduction and management initiatives to be embedded into Local Risk Reduction Plans and for the necessary resources to be made accessible to District and Station Commanders. Delivery of flexible resources will be achieved by the formation of three strategic risk reduction forums:

- Service Delivery Board (SDB)
- Partnerships Board (PB)
- Change Management Programme Board (CMPB)

The Strategy set by the SDB will be implemented by the following risk management teams:

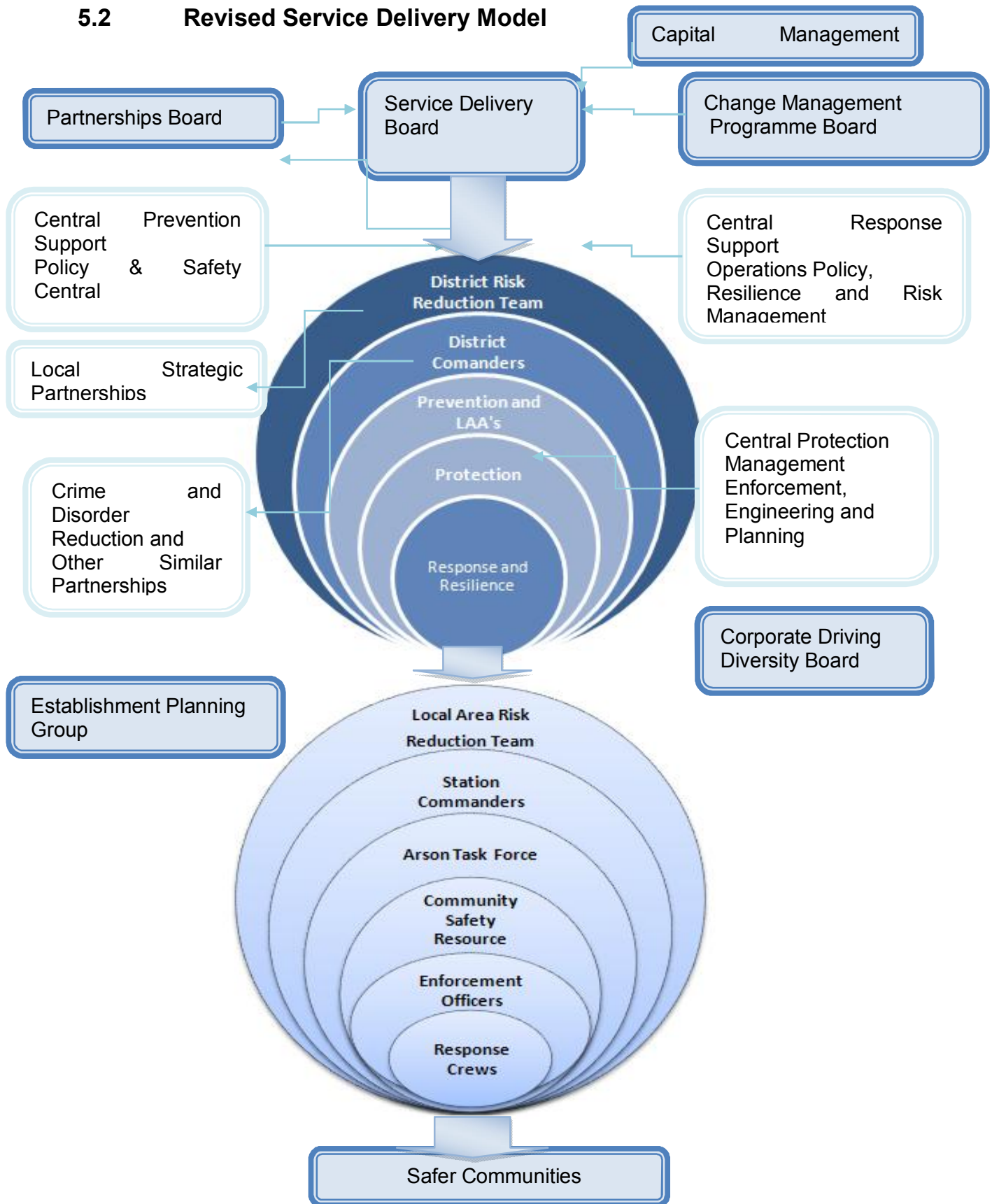
- District Risk Reduction Teams (DRRT)
- Local Area Risk Reduction Teams (LARRT).

This tiered system ensures that strategy is set by senior management based on the risk analysis process referred to earlier; the district teams determine how and where best to reduce risk; with the local teams delivering the strategy. This bottom up and top down approach ensures that risk reduction is truly integrated and that WYFRS delivers value for money services.

An Establishment Planning Group; a Capital Management Monitoring Group; and a Corporate Driving Diversity Board will assist and inform the SDB and the Change Management Programme Board accordingly.

The following diagram illustrates the revised service delivery model, together with supporting resources being made available centrally and within Districts:

5.2 Revised Service Delivery Model



5.3 Service Delivery Board

The SDB will prioritise the allocation of resources to reflect Fire and Rescue Authority and hence Management Board objectives, the local area risk bandings and the associated Life Property and Other (LPO) incident profiles. The SDB will also take into account special risks and planning for major incidents.

Consultation will then take place between SDB and District Commanders to set local risk reduction targets and seek agreement upon the level of supporting resources to be allocated to deliver the strategy effectively.

A District Risk Reduction Team (DRRT) will operate in each district chaired by the respective District Commander and individuals responsible for the delivery of Prevention, Protection and Response services. The District Commander will also have specific responsibility and accountability for the production and delivery of Local Area Risk Reduction Plans (LARRP) which will be used to co-ordinate and deliver risk reduction activities across the district and within each local area specified.

The SDB will be chaired by the Director of Fire Safety with team membership being set at Area Manager Level. This forum will assume responsibility for achieving performance targets and expectations through the allocation of risk reduction resources, made available by Management Board.

5.4 Partnerships Board

The PB will provide an arena to discuss and share ideas and the different challenges being experienced within each District through their involvement with Local Strategic Partnerships and associated LAA programmes.

The PB will also assess evaluation reports of partnerships and report progress against each Local Area Agreements to the Fire Authority, Management Board and Management Team which will subsequently be fed to the SDB to inform how effectively each partnership is contributing to making West Yorkshire safer.

The Director of Fire Safety will establish the terms of reference and membership criteria for the PB in line with proposals for a revised fire safety structure. The forum will initially be chaired by the Director of Fire Safety and will include the Head of Community Safety and the five District Commanders.

5.5 Change Management Programme Board

The changes that will be required to be implemented over the coming years will be project managed. There will be significant overlap and connections between the projects. The CMPB will manage this programme of change, and ensure that the projects are continually prioritised and that the appropriate organisational structure is in place to deliver the efficiencies and objectives, reporting to Management Board on progress.

5.6 District Risk Reduction Team

The DRRT will liaise closely with the IRMP Team in relation to the provision of data and trend information which will be used to develop and inform risk reduction options and development of LARRPs. To enable DRRTs to select the most effective and efficient risk reduction option a methodology will be used to enable the cost of risk reduction to be quantified. Once the SDB have given approval to the DRRT recommendations and the necessary resources have been allocated the details of the initiative will be incorporated into the LARRP.

5.7 Local Area Risk Reduction Teams

A number of Local Area Risk Reduction Teams (LARRT) will be co-ordinated by Station Commanders and will bring together Prevention, Protection and Response resources to provide a specialist support facility for high risk community safety initiatives, arson reduction, fire engineering/enforcement and operational risk management activities.

Each Station Commander will be required to produce an annual Local Area Risk Reduction Plan for areas which he/she has responsibility for and utilise data provided by the IRMP Team, together with local risk intelligence and local priorities.

The plans will reflect the existing levels of risk within each respective area, what action is required to manage/reduce these risks and the resources required to achieve risk reduction targets.

Each DRRT, in conjunction with the respective Station Commanders will set local targets for each area. The introduction of flexible and integrated systems represents a fresh approach to the management of risk and will enable WYFRS to target its PPR resources more effectively to where they are needed most.

5.8 Establishment Planning Group

This group will ensure that the Strength (number of people actually employed) is balanced against the Establishment (the number of approved posts WYFRS has) to ensure that the right people are in the right places at the right time. The EPG will also balance the strength against the budgetary requirements informing the pace of change for workforce organisational restructure.

5.9 Capital Management Monitoring Group

This group monitors the delivery of the approved capital plan to ensure that the schemes within the plan remain consistent with the aims of the Authority and that they are delivered on time, effectively, efficiently and economically, with the additional objective of reducing the revenue implications of capital expenditure.

5.10 Corporate Driving Diversity Group

This group assists WYFRS in the mainstreaming of equality and diversity into all aspects of service delivery and employment, which is fundamental to the successful delivery of the Service Plan.

6 Efficiency Savings Strategy

6.1 Overview

Planning for the future delivery of services has been extremely fluid since the emergency budget on 22nd June 2010 and the announcement that Government departmental budgets would face an average real terms reduction of 25% over 4 years. The more recent assessment by the Treasury and advice given to Cabinet Ministers to plan for departmental budget reductions in the region of 40% demonstrates the dynamic circumstances under which this IRMP Strategy has been prepared. Following a meeting with the CLG on 1st July 2010 it became apparent that although fire is not the bottom of government priorities it will get no special treatment. Consequently it is prudent to plan for grant reductions in the region of 35% which based on government forecast of inflation would deliver actual cash reductions in grant of between 6 and 7% per year.

The next step was to transform the budgetary predictions into the impact on the brigades financial plan and prepare a genuinely risk based IRMP to identify where service can be delivered with less resources. Over the next four years sustainable savings will need to be balanced across the entire service.

The efficiencies made during 2009 by the delivery of the Whole time Shift Review and Specialist Resources Review have already achieved around £3 million worth of savings without any reduction in the level of service being provided to communities and businesses. The efficiency saving strategy identifies that savings will need to be found in every area and at every level of the organisation, it is clear savings cannot be delivered without reducing the number of staff employed. All options by which the size of the workforce can be reduced will be considered, including compulsory early retirements, voluntary redundancies, redeployments, non-recruitment, shorter working hours and as a last resort compulsory redundancy.

New methods of flexible working will be adopted to maintain the highest levels of service delivery possible and where appropriate, payment or other reward may be agreed for increased flexibility and availability. The harsh reality of the financial situation we face may mean that reductions in the level of service delivery are unavoidable. The IRMP process identifies where the risk to the community is the lowest and proposes changes that will have the least impact on service delivery. All the proposals and changes are considered on a risk assessment basis, both locally and county wide with strong evidence to support decisions.

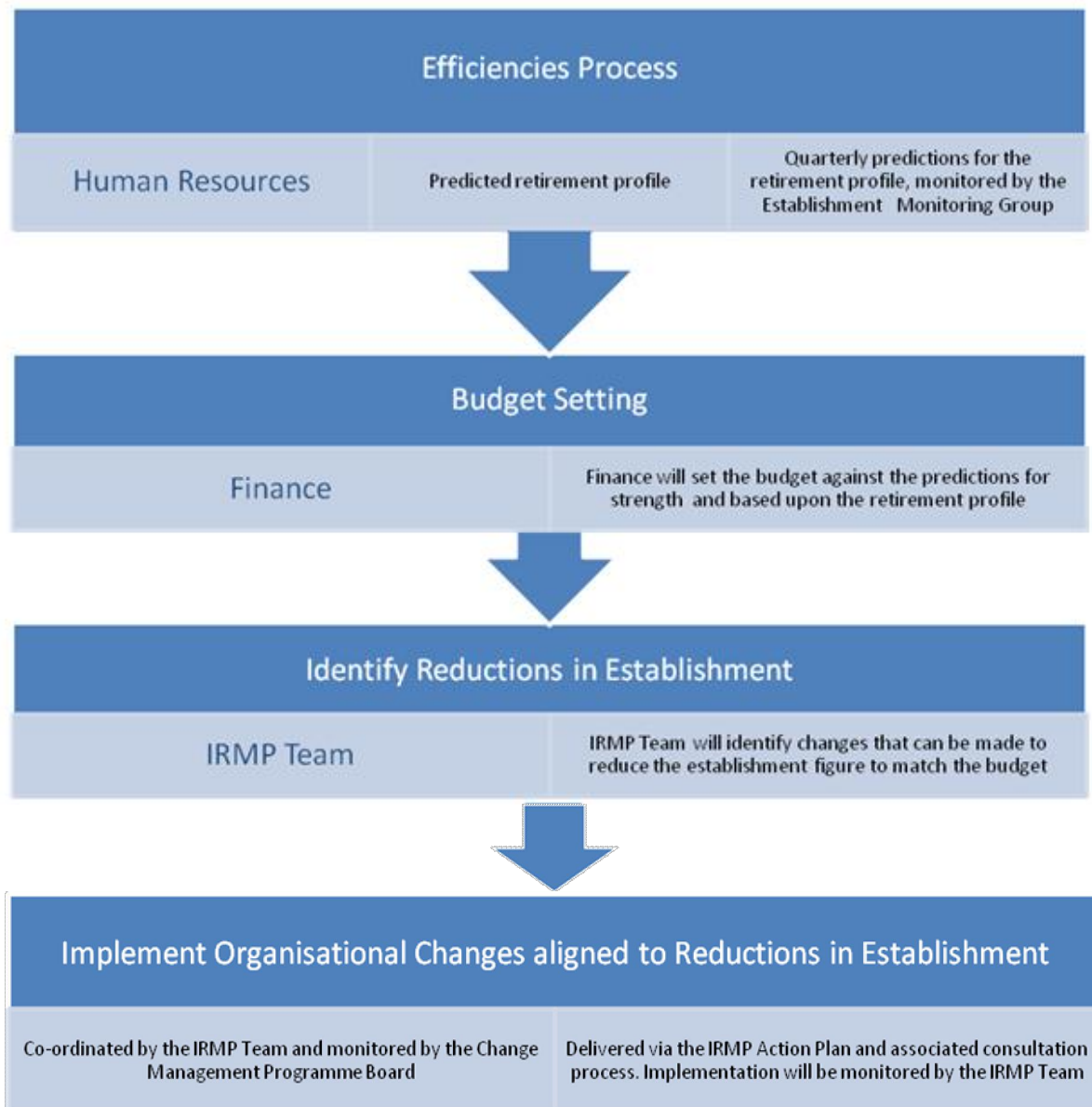
A significant element of the long term Efficiency Savings Strategy is a reduction in the numbers of whole-time fire-fighters and officers without compromising fire-fighter safety; recruitment of all fire fighters was therefore stopped in early 2010. The strategy will gradually reduce the number of fire-fighters employed, aligned to fire-fighter retirements with the purpose of where possible avoiding any whole-time fire-fighter redundancies. The relocation of resources (fire appliances, fire-fighters, prevention, protection and support staff), the introduction of flexible working patterns, the introduction of improved ways of working (such as standby and welfare arrangements) and improvements in resilience will all assist to mitigate the impact of these changes on the workforce and the community.

The process for implementing such changes and their interdependency is illustrated by the Implementing Change flow chart overleaf, which in turn is based on retirement rates.

Based on current predictions of financial efficiency targets it is not possible to make all the efficiency savings that will be required simply by whole-time fire-fighter reductions. WYFRS has therefore investigated a range of potential areas whereby efficiencies could be made, however it is not possible to predict with any certainty if and to what extent these initiatives will be required to be used due to the degree of uncertainty of future funding.

This section outlines an overarching strategy for the Fire Safety, Operations and Human Resources Directorates for managing change and achieving efficiency savings.

6.2 Implementing Change Flow Chart



6.3 Fire Prevention and Protection Efficiencies

The Fire Safety Directorate is responsible for the management of risk reduction activities and these are divided between the delivery of Prevention and Protection services. The requirement to continue reducing the risk posed to people and property from fires and other emergencies with reduced resources will be achieved by a combination of initiatives phased in over a number of years.

Prevention is about pro-active education involving a wide range of initiatives aimed at promoting a safe environment from fires, road traffic collisions and other emergencies. The pro-active education is delivered by operational and dedicated community fire safety personnel either in people's homes whilst carrying out home fire safety checks or by talking to members of the public through our attendance at schools, fetes, galas etc.

Additionally we run Youth Training Schemes and form partnerships with a variety of organisations to promote and educate the community by as many means as possible.

Protection is concerned with the enforcement and regulation of fire safety in commercial premises through an inspection programme which is carried out by suitably qualified Fire Safety Officers, supported by operational personnel.

These initiatives will include organisational restructuring which supports the revised Service Delivery Model and more effective targeting of risk reduction activities. Reliable and intuitive risk analysis will underpin and inform the deployment of Prevention and Protection resources, and services will be directed in a flexible and proportionate manner towards those areas at greatest risk. The relationship between the implementation of efficiency savings and the anticipated Prevention and Protection outcomes are summarised by the illustration below:



Details of how these initiatives will be implemented are provided within the next section, together with their associated implications with the intention to continue to provide a proactive approach to community safety and fire safety regulation using a wide range of resources deployed flexibly and in a targeted manner.

6.4 Operations Efficiencies

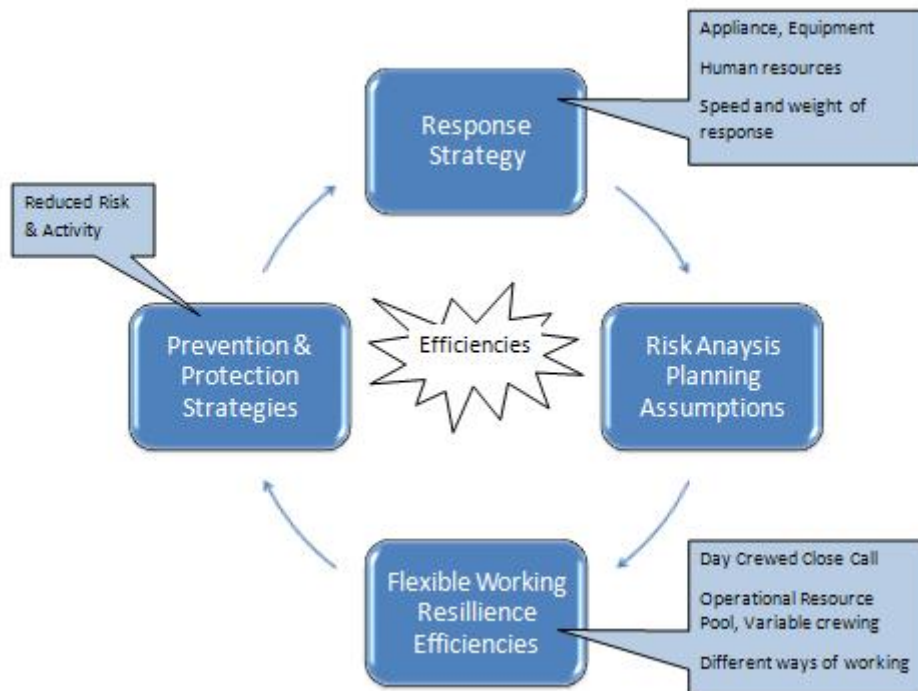
The risk posed by fire to the communities of West Yorkshire has significantly reduced since the concept of IRMP was first introduced during 2003. The total number of serious fires has reduced by 53% in the last ten years. This reduction is no coincidence and is testament to the Prevention and Protection risk reduction initiatives which have been undertaken by WYFRS, the effective deployment of resources, work with partner agencies and improvements in the design of buildings and products.

The relationship between effective Prevention and Protection strategies with those of Response and Resilience is emphasised by our Risk Management philosophy, but clearly successful Prevention and Protection strategies lead to less demand and burden upon Response resources and consequently a reduced requirement to implement Resilience planning arrangements.

The detailed risk assessment function incorporated within this IRMP process and the use of a wide range of risk indicators has enabled the relationship between our strategies to be reflected by the use of Risk Based Planning assumptions (RBPAs). The future provision of Response resources will be in line with the RBPAs and will result in the need for less fire-fighters, but an increased predominance of flexible working systems. Flexible working will provide a cost effective emergency response for each area of the county, whilst incorporating arrangements to support the Resilience of reduced resources.

For example it is anticipated that there will be a reduction in fire-fighters conditioned to the 2x2x4 watch based duty system, Retained Duty System and Flexible Duty System, there is likely to be an increase in those conditioned to a Day Crewing Close Call system, the Ops resource pool and other flexible contracts. There will be a corresponding reduction in revenue expenditure arising from these changes. The ultimate aim is to match resources to demand, activity and risk.

The Operations strategy will seek to ensure an effective, efficient and flexible Response service, which provides a 24 hour service, seven days per week which is comprised of individuals who are competent and have trained together against the risks which they are likely to encounter. The relationship between Fire Prevention and Protection and Operations strategies is illustrated below:



6.5 Human Resources

WYFRS has a number of initiatives available to enable the organisation to rebalance future financial deficits. These will need to be closely aligned to the retirement profile in order to optimise efficiencies and reduce the risk of compulsory redundancy. The Human Resources strategy will therefore seek to maximise natural wastage occurring from the voluntary retirement and voluntary redundancy of employees to achieve efficiencies.

Every team and individual post within the four WYFRS Directorates has been evaluated to determine whether there is potential to reduce costs by delivering the functions in a more efficient manner.

Through predicted financial management and in anticipation of future financial process WYFRS has accrued balances over a number of years, which are held in reserve for contingencies and a proportion of this will be used in a responsible manner to support the change programme.

Full use will be made of retirements and flexible working arrangements for employees conditioned to Grey and Green Book conditions of service however the strategy will also incorporate incentives to people to leave the organisation voluntarily to avoid compulsory redundancies. Balances and reserves may be used to assist this process.

7 Delivery of Efficiencies

This section gives examples of efficiency options available. The risk planning process will enable WYFRS to select the options that have least impact on community and fire-fighter safety, whilst still providing the efficiency savings required.

The Chartered Institute of Public Finance and Accountancy (CIPFA) recently published a document entitled, "Leading in Hard Times" which provides guidance to those involved in the leadership of public services. The document acknowledges that short term actions will be needed to re-balance public finances but also stipulates that organisations must develop medium and long term strategies to deal effectively with the very difficult conditions which are likely to prevail for the foreseeable future.

WYFRS has been proactive in this regard and has developed a number of options to respond to different demands and financial scenarios. Several individual options have been grouped together as a package of efficiencies, due to their close association and inter-dependency.

Each proposal has been considered in terms of the impact of change, together with a timeline for potential implementation. The availability of these options does not necessarily mean that they will be implemented in the short-term as this will be subject to a number of variable factors however they have all been carefully considered in relation to their impact upon the organisation's future capacity and capability to continue delivery of a first class service. Ideally, initiatives which provide high gain but have low impact upon service delivery provide the most viable solution.

7.1 Option 1 - Prevention Restructure

On 21st January 2008 WYFRS was restructured to reflect the Local Government White Paper "Strong and Prosperous Communities" and the emerging role for Local Strategic Partnerships (LSPs) and corresponding Local Area Agreements (LAAs). The restructure led to the formation of the five District Management structures, each given responsibility and accountability for District based resources and associated performance. All five Districts have been provided with a dedicated District Commander (Group Manager) and a minimum of two Assistant District Managers (Station Manager) to oversee these functions.

Following a review of the District Community Safety Function there is scope to remove the Assistant District Manager posts aligned to community safety activities and to replace these individuals with employees conditioned to Green Book conditions of service at reduced cost.

The revised Service Delivery Model and introduction of revised arrangements for the prioritisation of risk reduction resources also presents an opportunity to centralise prevention resources engaged in the management and co-ordination of the Arson Task Force and the Risk Reduction Team. Centralisation of these functions will enable efficiencies to be made by refocusing and targeting the deployment of resources with a consequent reduction of employees. Whilst centralisation of the management of these functions will deliver efficiencies, the focus will remain on activities at a local area level.

7.2 Option 2 - Protection Restructure

Protection Services will be restructured to match the revised risk based inspection programme with an increase in the use of Response resources to carry out compliance monitoring in lower risk premises. The introduction of new technology will support the reduction in the number of individuals employed for Protection services.

The management and delivery of Protection services has increasingly been undertaken by employees conditioned to Green Book conditions of service and there has been a gradual migration from the provision of operational FDS officers within the Fire Safety Directorate to Green Book employees. The replacement of FDS officers with Green Book employees has not been detrimental to performance and has been more cost-effective, it is therefore intended to extend these arrangements.

There is further scope for restructuring Protection services by centralising management of resources either at FSHQ or another suitable location and for this process to be phased in over a number of years following an intermediate relocation of resources to three of the existing five District offices.

If implemented, it is anticipated that the centralisation of resources would achieve an additional 20% reduction in the Protection establishment and significantly reduced administration costs.

7.3 Option 3 - Restructuring of Response Resources based on Risk

Response resources must be matched against risk levels to enable resources to be delivered in a proportionate manner. Response resources will need to take account of this by effectively balancing levels of risk across different areas of the county with the cost of the provision of emergency response service.

The RBPAs used for this Strategy process have identified the very low and low risk areas of the county which benefit from a Response resource provision which is in excess of the requirement for the respective level of risk, as a consequence there is scope to remove some of these resources. By removal and redistribution of resources based on risk a number of RDS stations could be closed or the resources at those stations reduced or relocated.

It may be appropriate to maintain some resources in remote areas that could be brought into use when required i.e. Resilience Pumping Appliances, which will be provided as a contingency measure for specific circumstances such as spate conditions and inclement weather.

In areas that have fire stations with 2 fire appliances, analysis will be undertaken to determine the activity of the second appliance and the contribution it makes to the local area and West Yorkshire as a whole. There is likely to be potential for the removal of a number of second appliances from some fire stations (or change or supplement the types of appliances) and yet still meet the RBPAs.

7.4 Option 4 - Review of the success of the RDS Project

It is also appropriate to review the manner in which we currently respond to incidents, particularly the number and type of resources we utilise. It may be possible to deliver efficiencies by using smaller, quicker response options to certain incident types.

The previous IRMP identified a number of issues relating to the risk associated with the Retained Duty System (RDS) crews in comparison with whole time employees, mainly in relation to training and risk information. In response, WYFRS committed to, "Conduct a fundamental review of the current roles, expectations and capabilities of retained duty system staff (RDS) and commence implementation of recommendations from this review from April 2010".

The review confirmed that improvements needed to be made to the management of RDS resources which included the introduction of arrangements for ensuring the maintenance of competence.

Since the commencement of the RDS review in 2008 the management and supervision of RDS resources has been significantly improved, mainly due to the successful operation of the District based structure, improvements to training and development opportunities, for example the introduction of E-Learning modules, extension of the Minerva incident command exercise programme to RDS Watch and Crew Managers and funding made available to facilitate the gathering of safety critical risk information.

The introduction of Local Retained Support Officers has also had an impact and it is therefore appropriate to review the RDS project and in particular the provision of LRSOs to determine the scope for reduction in this number.

7.5 Option 5 - Extension of Dual Crewing Arrangements

The concept of dual-crewing pumping appliances and specialist appliances within WYFRS is now fully embedded. Each specialist appliance which is dual-crewed with a pumping appliance provides scope to reduce the establishment by 12 fire-fighters. Following the success of this initiative it is now possible to consider further expansion of this policy to those remaining appliances which have low activity levels. Of the five remaining special appliances in WYFRS there is potential to dual crew at least two i.e. appliances at Batley and Stanningley.

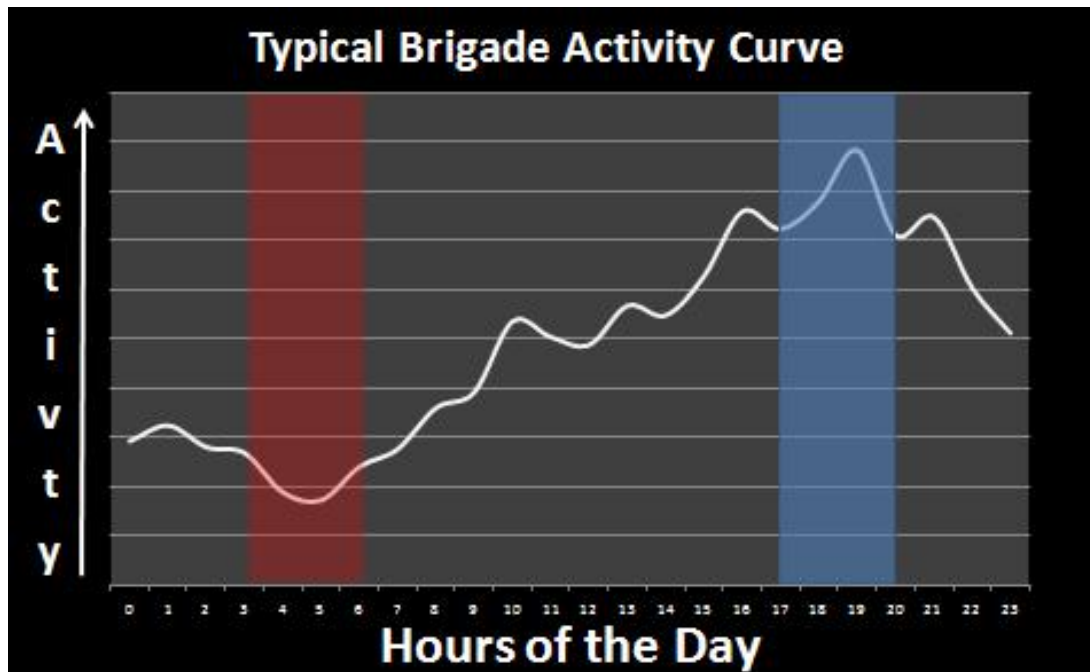
7.6 Option 6 - Day Crewing (Close Call)

During 2010 WYFRS successfully piloted an adaptation of the existing day crewing duty system at Normanton referred to as "Day Crewing (Close Call)", (full details of the various crewing and duty systems are provided at Appendix 1), Close Call Crewing (CCC) is a system which delivers a similar response capability, in terms of speed and weight of attack as compared with the whole time 2x2x4 shift system but at a significantly reduced cost.

Close Call Crewing is suitable for use at stations of low to medium risk where activity is relatively low (typically below 1500 calls per annum) and particularly where the risk of an incident occurring between midnight and 07:00 is low. The RBPAs indicate that there is an opportunity to expand Close Call Crewing arrangements to many single pump fire stations within West Yorkshire and subject to more detailed analysis, potential for it to be utilised at a number of multi-pump fire stations.

7.7 Option 7 - Peak Activity Crewing

Incident activity levels do not remain static throughout a 24-hour period and there are specific periods during each day and night where operational activity levels are higher. Generally, activity levels for WYFRS appliances peak at between 18:00 and 20:00 hours and then progressively decline until 06:00 hours with a significant difference between midnight and 08.00 hours and the remainder of the day. This pattern is consistent across all of the fire and rescue services within the United Kingdom and has not escaped close scrutiny from the Audit Commission.



The Audit Commission report “Rising to the Challenge – Improving Fire Service Efficiency” released in December 2008 makes specific reference to incident trends and the provision of resources: “Fire Services have the same number of whole-time fire-fighters on duty throughout a 24 hour period. This produces a mismatch where capacity substantially exceeds the likely call on it”.

This is certainly the case in WYFRS, with several pumping appliances currently staffed using the 2x2x4 duty system which are extremely inactive outside of peak hours. One of the ERR options to maximise efficiency is to introduce a Peak Activity Crewing (PAC) system, which aligns the availability of resources to the activity and risk profile for an area taking into account sufficient resilience to respond to major incidents. Similar systems to this have been introduced by other fire and rescue services and extended to include other low activity periods, including public holidays and weekends.

7.8 Option 8 - Flexible Working Contracts

The introduction of a wide range of employment contracts that provide flexibility for the employee and WYFRS will be considered, examples of such approaches include:

- Part time contracts
- Secondary contracts
- Zero hour contracts (Call off contracts)

- Annualised hours contracts.
- Standby retainers.
- Overtime (for pre-planned events or major incidents etc.)

7.9 Option 9 - Mobilising and Communications Centre and the FireControl Project

During his speech at the Fire and Rescue Conference on 29th June 2010 the Fire Minister referred to the FiReControl project and the lack of progress being made in the delivery of Regional Control Centres (RCCs). He stated that, "The Government is currently reviewing all major projects - and FiReControl is one of them" he also identified a number of conditions which would be applied to the project in order for it to be continued.

There is still uncertainty surrounding the future provision of RCCs but the provision of the MaCC facility within West Yorkshire must be maintained, and yet at the same time prepare for change over to the Regional Control Centre (RCC) if and when that change occurs. In the meantime, to support staff who wish to exit the service and at the same time contribute to efficiency savings, voluntary early retirement, voluntary redundancy and redeployment may be offered to MaCC staff sooner than was originally planned. This will require careful consideration of appropriate staffing levels and watch strength to maintain service delivery as well as the costs associated with this approach.

It is important to also consider alternatives to the RCC should the FireControl project be cancelled.

7.10 Option 10 - Restructure of Support Functions

The downsizing of the organisation in the future will necessitate a reduction in the number of support staff that are required and the ways in which support is provided. As previously stated, every team and individual post within the four WYFRS Directorates has been subject to an evaluation to determine whether there is potential to deliver efficiencies. The outcome of this evaluation has identified a number of Green Book posts which could be removed and the anticipated impact upon service delivery could be minimised by making some changes to departmental structures and associated roles and responsibilities.

7.11 Option 11 - Vacancy Management

Pending long term restructuring plans, a number of posts in the organisation will remain unfilled, to deliver efficiency savings as they become vacant. This will ensure that opportunities exist for redeployment of existing staff displaced by any restructure should there remain a need for the post.

7.12 Option 12 - Collaboration & Outsourced Contracting

The Audit Commission report "Rising to the Challenge – Improving Fire service Efficiency" released in December 2008 makes specific reference to collaboration between fire and rescue services: "Effective collaboration can improve operational effectiveness and efficiency" and "There is further scope for collaboration to generate improvement and savings".

Outsourced contracting is where one or more services or functions are delivered by an external provider. There are several organisations which specialise in the provision of services on this basis to local authorities and private sector companies, offering a comprehensive range of services, including Information and Communication Technologies (ICT) human resources management, vehicle maintenance and property maintenance.

WYFRS currently use outsourced contracting as a means of providing elements of service and there is potential to expand such arrangements to deliver the same levels of performance and at a reduced cost. An evaluation of support functions and areas of service delivery will therefore be undertaken to establish whether there is scope to replace the existing in-house arrangements with services provided on an outsourced contractual basis.

Although the usual examples for collaborative working have generally included procurement of goods and specialist services, e.g. property, there is scope for collaboration across other areas of service delivery and with other non fire and rescue service organisations. An initial scoping study has identified that there is scope to reduce costs by jointly procuring products and services with other FRSs, other emergency services and local authorities. Collaboration in the delivery of frontline services is also being evaluated.

7.13 Option 13 - External and Internal Training Budget

During 2010-11 a significant amount of external training was undertaken to prepare staff for the introduction of powered and non-powered boats, Inter-Agency Liaison roles and the extended Urban Search and Rescue team. This external training requirement is now greatly reduced, and this reduced demand will remain over the coming years. There is also scope for reducing the expenditure allocated to initial training (induction), development courses and assessment processes due to downsizing the organisation.

7.14 Option 14 - Revenue reductions across All Departments

In addition to the more fundamental changes required to deliver larger savings a reduction of budget by a given percentage (e.g. 5%) across all departments will provide further sustainable savings. Each department will be required to find these permanent savings from within existing revenue budgets through more prudent use of resources.

7.15 Option 15 - Capital Finance Charges

There is potential to reduce capital financing charges by reducing expenditure on major capital projects, for example new fire stations, appliances etc.

7.16 Option 16 - Pay Contingencies

In accordance with Government announcements our financial strategy assumes no pay increases for all staff for at least the next two years.

7.17 Option 17 - Voluntary Services

There is scope for the provision of voluntary community safety workers who could potentially complement and support risk reduction activities being undertaken by DRRTs and LARRTs and at the same time improve community engagement.

7.18 Option 18 - Operational Resource Pool

A fundamental review of the whole-time fire-fighter duty systems was undertaken as part of our previous IRMP which has resulted in the implementation of a more flexible system of crewing for WYFRS front line emergency fire appliances.

The formation of a central pool of fire-fighters and their distribution to fire stations to cover for leave, sickness and training and development activities has enabled a reduction in the number of fire-fighters employed, whilst maintaining comparable operational capacity and capability levels.

Since its introduction in January 2010 the Operational Resource Pool (ORP) system has consistently delivered standard staffing levels across whole-time fire stations.

Because the ORP was a new and innovative way of working it was implemented in a cautious manner and has maintained a reserve of one extra fire-fighter per Watch at multi-pump fire stations for additional resilience. Due to the success of the first 8 months there is now potential to review the staffing numbers with the intention of reducing costs still further. The ORP also provides a system that is able to adapt to the requirements of other flexible staffing arrangements supporting further changes in the future.

8 Investment and Growth

Although the emphasis of this strategy is on reducing costs consideration must also be given to increasing and improving resources in areas of West Yorkshire where and when the level of risk increases. As previously outlined within this report, risk is not static and therefore a dynamic approach to risk assessment and management is required. Monitoring the demographic profile across West Yorkshire is therefore an essential function in order to allocate the associated resources required to effectively manage risk.

Clearly any investment and growth in expenditure must be funded from efficiencies elsewhere and the risk based approach described in this document will provide the evidence for such decisions. This evidence may result in changes to plans which have previously been announced but now are no longer affordable or appropriate.

9 Monitoring and Review

The monitoring and review elements of the performance management for IRMP initiatives do not follow a simple cycle and should constantly inform development of the process. In effect the demographic profile and environment of the county must be continually monitored for changes and the findings fed back into the risk assessment process.

The migration to outcome based targets will necessitate measurement of success to be established following longer periods of time and therefore interim monitoring should focus upon the measurement of inputs and outputs to provide a forecast of likely performance. Where outputs are not delivering the desired performance the monitoring process will provide a trigger to activate a review of the relevant strategies or how a strategy is being implemented.

Results from the monitoring phase of the IRMP will be fed into the review phase in order for strategies to be changed accordingly and to ensure that performance against the long term outcomes and ambition can be achieved.

The 2011-2015 Community Risk Management Strategy continues to reflect the Health and Safety Executive's (HSE) HSG 65 framework for managing health and safety and particularly the cyclical approach recommended for monitoring and review arrangements.

Performance measurement and the collation of service delivery outputs will be continually fed into the IRMP process and will not merely be used as evidence following its delivery. The HSE's guidance in support of HSG 65 "Measuring Health and Safety Performance" provides the following quotation:

"Failures in risk control also need to be measured (reactive monitoring), to provide opportunities for organisations to check performance learn from failures and improve the health and safety management system".

The monitoring and review stages will therefore be responsive to under performance and to assess whether strategies are delivering against their respective inputs and outputs. Short-term underperformance may not necessarily lead to a strategy failing to meet its overall expectation, for example poor results isolated in one year of a five year outcome based target may be balanced out by improved performance within the remaining four years. The review phase will also need to measure success against the original intended output in order to maintain validity of the process and to ensure that ownership is maintained against challenging targets.

The final stage of the cycle is dedicated to gathering information and feedback which can be used to make judgements upon how effective strategies have been and what action needs to be taken to achieve further improvements. HSG 65 makes particular reference to the importance of this process within the statement, "Organisations need to have feedback to see if the health and safety management system is working effectively". WYFRS fully recognises the importance of capturing feedback to facilitate future plans to ensure that it can continue to build upon previous progress.

Although the review process has been referred to as the final stage, it also forms the beginning of the next cycle; therefore the IRMP can be seen as an iterative process.

The establishment of clear input, output and outcome based targets and objectives will enable WYFRS to continually monitor its service delivery performance and measure success. By embedding these principles within all aspects of service delivery, WYFRS can continue with its Ambition of "Making West Yorkshire Safer" and Aim to, "Provide an excellent Fire and Rescue Service working in partnership to reduce death, injury, economic loss and contribute to community well-being".

10 Consultation

IRMP Guidance Note 2 provides specific advice to fire and rescue authorities on the consultation arrangements that the Government expects to be undertaken when developing an IRMP for their area and implementing the outcomes from that process. The guidance also makes reference to best practice advice provided via Fire and Rescue Circular 2/2001 and the duty under the 1999 Local Government Act to consult stakeholders in the fulfilment of securing continuous improvement, future needs and priorities.

This guidance has since been supplemented by requirements set out within the National Framework which requires fire and rescue services to: "Produce a publicly available IRMP covering at least a three-year time-span which reflects effective consultation during its

development and at all review stages with representatives of all sections of the community and stakeholders”.

The National Framework also refers to the Local Government and Public Involvement in Health Act, which received Royal Assent in October 2007 and placed a new duty upon fire and rescue authorities to consult and involve representatives of local people, including the business community with regard to exercising their respective functions. Within the context of this legislation fire and rescue services must demonstrate that, where appropriate, changes have been made to the provision of services which are reflective of the needs and views of local communities and that consideration has been given to the needs and views of all communities in making such changes.

The 2007 Local Government and Public Involvement in Health Act also introduced a requirement for local partners, including fire and rescue services, to engage with each other in the delivery of a shared agenda for their respective communities. The Local Government White Paper, Strong and Prosperous Communities outlined how local authorities must inform, consult and empower local communities in relation to the provision of local services and to reach out to all citizens to ensure that services evolve to reflect their needs.

The consultation process adopted for the five strategic reviews set out within our previous IRMP led to meaningful and constructive debate with both internal and external stakeholders. The interaction led to collective agreements with representative bodies, which in turn facilitated and shaped the development of our respective strategies.

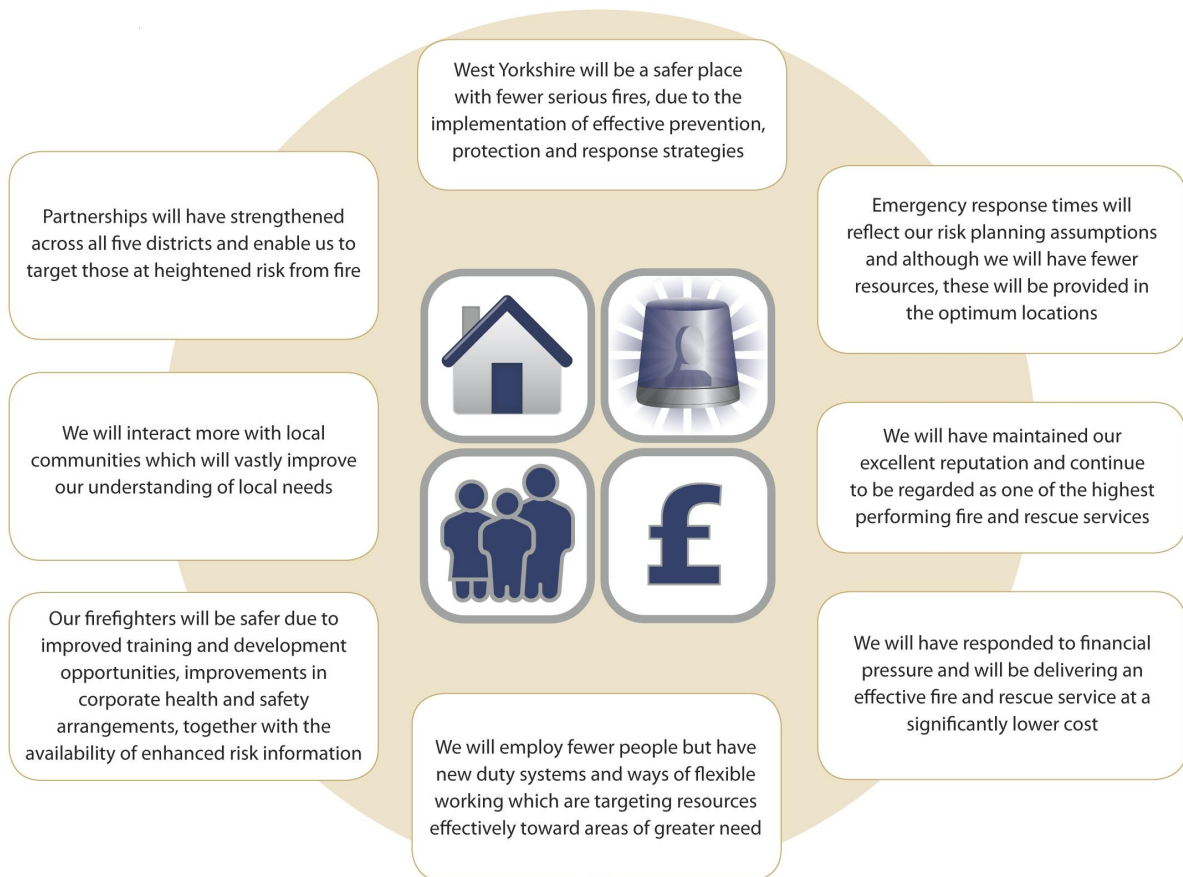
The future IRMP consultation arrangements will therefore be compliant with our legal obligations and will also reflect the valuable lessons learned from previous consultation exercises. The revised service delivery structure and strategic management involvement will determine the future consultation arrangements required in respect of each proposal and ensure that a proportional approach is taken to enable WYFRS to meet its statutory responsibilities and to ensure that all relevant stakeholders are given the opportunity to express their opinions and views where this is relevant and appropriate.

Initiatives which are proposed as part of the short, medium and long term efficiency programme will also be subject to internal and external consultation. Proposals which do not affect the fire and rescue service provision will require limited or no external consultation. Examples of such proposals include the reduction of officers conditioned to the Flexible Duty System (FDS), extension of dual crewing arrangements for specialist appliances and the introduction of (Day Crewing Close Call) arrangements at fire stations which currently operate a 2x2x4 watch based system.

At the time of developing this document the coalition Government was considering issuing new requirements on local authority services to consult at a local level on the quality of services. It is not yet clear how these proposals will affect Fire and Rescue Services.

11 Future Outlook

It is difficult to predict the future however the following illustration identifies a picture of where WYFRS aims to be in 2015.



12 Appendix 1 – Duty Systems and Crewing Options

This Appendix explains the various crewing systems which are, or could potentially be utilised by WYFRS to staff either front line pumping appliances or specialist resources.

12.1 Day Crewing (Close Call)

WYFRS have developed the Day Crewing (Close Call) system for West Yorkshire based on a system within the Grey Book developed by other FRS. The model provides fire cover equal to that provided by whole time stations working the 2x2x4 system but with a reduced establishment. The crewing system is based on a total of 12 fire fighters providing 5 fire-fighters on duty at any time working an 11 or 12 hour day shift and then providing an off duty but close call response from residential accommodation nearby. When undertaking the close call element of the system personnel are required to respond to an alert within a pre determined time. This is based on analysis of the average time taken for whole time crews working the 2x2x4 system to book mobile following the initial alert between the hours of 00:00 and 07:30. Personnel on this system will average 38.5hrs duty (fire station) and 43.5 hrs off duty on close call over an 8 week reference period.

The following illustrates the typical number of staff on duty and off duty whilst they are conditioned to a Close Call system. The system is designed to work flexibly allowing staff to self roster within contractual obligations and minimum service standards



On Duty Fire-fighters



Off Duty Fire-fighters

12.2 Day Crewing

This crewing system provides cover where RDS cover cannot be maintained and is currently operated at three fire stations within West Yorkshire. This system requires each fire-fighter to work an average of 35 hours (positive) at the fire station and RDS duties within the same area outside of positive hours.

The hours of duty, currently operated within West Yorkshire are 08:00 to 17:00 (station based) then providing on-call (RDS) availability from 17:00 to 08:00. Similar to the CCC duty system the Day Crewing duty system operates with four days duty followed by four days rota. Fire stations operating this system therefore have two separate response footprints – a Whole-time response during positive hours of duty and an RDS response during period outside of positive hours (on call hours).

Because fire-fighters working this duty system provide cover for four full days only two Watches are utilised and therefore Day Crewing fire stations require 50% of the human resources of an equivalent Whole-time 2x2x4 staffed fire station.

Members of staff working the Day Crewing system are generally required to live within a five minute response radius of the fire station. This system is used where recruitment of RDS personnel is difficult, particularly during the daytime on weekdays. The following illustrates the typical number of staff conditioned to the Day Crewing system who are on duty and off duty:



On Duty Fire-fighters



Off Duty Fire-fighters

12.3 Peak Activity Crewing (PAC)

This crewing system provides cover at times of the day when activity is at its highest and is not currently used within West Yorkshire. Although specific crewing arrangements have not been developed by WYFRS or agreed by the representative bodies for this crewing system it is likely that the (PAC) crewing system would be variable depending on risk and demand, from a relatively fixed pattern providing 5 fire fighters working a 12 hour shift at times of peak activity, through to a variable approach with duty periods from 4 hours up to 12 hours.

This system would not provide 24 hour fire and rescue cover but would be suitable as an additional resource in areas of the county where operational activity levels vary significantly in a 24 hour period.

This system could also be employed at multi-pump fire stations in tandem with a traditional 2x2x4 duty system with fire and rescue cover being provided on a continual basis by one pumping appliance (staffed by the 2x2x4 system) and this being supplemented during times of increased operational activity by a second pumping appliance being crewed using the PAC system. The system can also be used in a pre-planned way, during periods of known high activity e.g. Bonfire Night.

The following illustrates the typical number of staff on duty and off duty whilst they are conditioned to a PAC system.



On Duty Fire-fighters



Off Duty Fire-fighters

12.4 Retained Duty System (RDS)

There are currently 13 fire stations within West Yorkshire which are staffed utilising the Retained Duty System. These stations are typically located within areas of the county which have predominantly Very Low and Low operational activity levels and are often situated in remote or rural locations.

The RDS typically consists of between ten and twenty personnel at each fire station providing variable personal availability on a part time basis. Staff conditioned to the RDS are required to provide a minimum number of hours per week (personal availability) and are

mobilised to incidents from their home or work locations via a pager and to provide a reasonable response time they are generally required to live, or work within a five minute response time of their respective RDS fire station.

RDS fire-fighters are paid an annual retaining fee, which is the equivalent to 10% of a whole-time employee's salary, together with additional hourly payments for training, maintenance, risk reduction and turn outs to incidents.

RDS fire-fighters are required to attain the same levels of competence as whole-time fire-fighters and are obligated to attend weekly training sessions, averaging 4 hours per week.

The following illustration indicates a typical example for the establishment for an RDS fire station together with the number of employees available for duty (bold fire-fighters) at any point in time.



12.5 2x2x4 Watch Based Crewing (whole-time)

The 2x2x4 Watch based model is employed at the majority of fire stations within West Yorkshire and is based upon a single or two pump fire station establishment, utilises whole-time fire-fighters equally divided between 4 Watches. Each Watch provides 2 periods of daytime duty (8am to 7pm), 2 periods of night time duty (7pm to 8am) followed by 4 days rota leave (off-duty) in a progressive and cyclical manner. Only one Watch is available for duty at any time therefore 75% of the fire station establishment is predominantly unavailable for duty. The 2x2x4 system provides continual and unvaried fire and rescue cover and is not economically viable for areas of the county whereby the risk is Very Low or Low and operational activity levels are predominantly low.

The following illustrates the typical number of staff on duty and off duty whilst they are conditioned to a 2x2x4 Watch based system (single pump fire station).

Single Pump



On Duty Fire-fighters

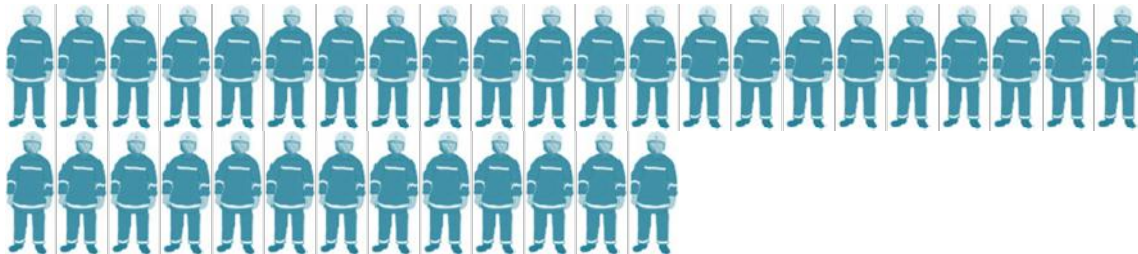


Off Duty Fire-fighters

Two Pump



On Duty Fire-fighters

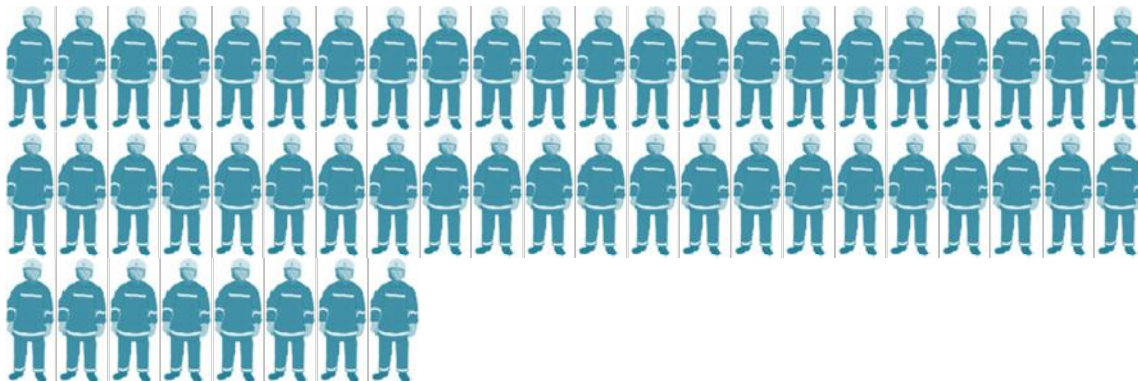


Off Duty Fire-fighters

Two Pump & Special Appliance



On Duty Fire-fighters



Off Duty Fire-fighters

12.6 Technical Rescue Team (incorporating Urban Search and Rescue Team USAR)

The crewing system employed by the Technical Rescue Team is based on an establishment of 52 specialist trained fire fighters working flexibly to provide cover across 3 functions. The 3 functions involve providing fire cover through the staffing of a fire fighting appliance, providing a Technical Rescue capability and providing a local, regional and national Urban Search and Rescue capability. The crewing system employed is based on the ten fire-fighters working the 2x2x4 duty system with a standby commitment for a further ten fire-fighters should the USAR capability be deployed.

TRT Crewing



On Duty Fire-fighters



On Call for USAR incidents, locally and nationally



Off Duty Fire-fighters

12.7 Demand Led Roistering

The aim of demand led rostering is to provide additional fire-fighters when activity levels require them. The additional staffing may be provided by a mixture of ways of working, including Whole-time, Part Time and RDS staff.

12.8 Flexible duty System

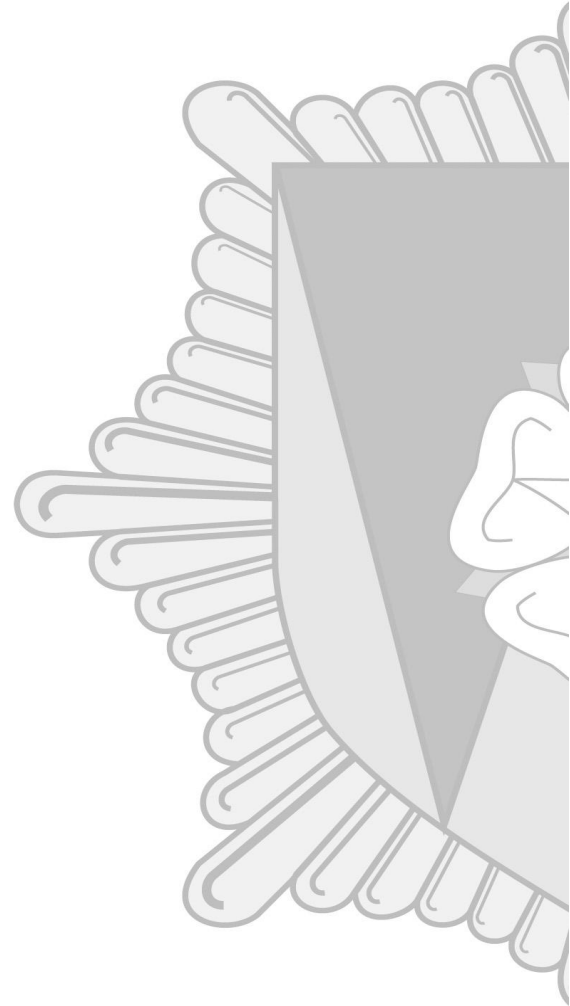
Fire officers within WYFRS with a role of Station Manager or above provide a command and managerial capability by working a flexible duty system which enables a minimum number of

officers to be available at all times. This involves officers working within a function or department with a commitment to provide cover outside of normal working hours for which an additional payment is made. The number of officers varies each day with a minimum number of 1 Area Managers, 3 Group Managers and 12 Station Managers are required on duty at any one time. To achieve this we currently employ 4 Area Managers, 15 Group Managers and 60 Station Managers.

12.9 Annualised hours

Annualised Hours is a flexible working option where the employee is paid for the total number of hours worked over the whole year, and the actual weekly contractual hours vary to account for busy and quiet periods. Employees with an Annualised Hours working arrangement work a longer day when the service is busy and work shorter hours when there is less demand, but are paid the same amount each month.

PREVENTING PROTECTING RESPONDING



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