









## Contents

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# Foreword

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

West Yorkshire Fire and Rescue Service has protected its communities for many years.

But as times change, so do the services you rely on, including your emergency services. We have responded to financial reductions, and new demands, with positive and innovative measures. It's inevitable that we'll need to continue to make changes to the way that we work to respond to today's challenges, and the ones that lie ahead.

“  
This plan sets out how  
we plan to Make  
West Yorkshire Safer”

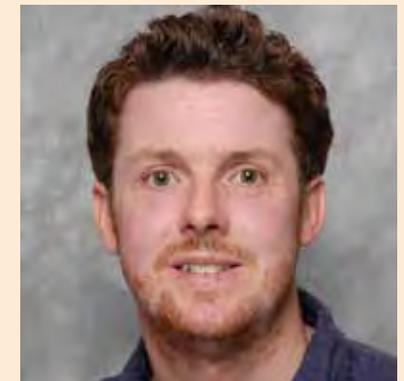
Over the next few years we will continue to focus on those most vulnerable in society by supporting our communities' wellbeing. We want to work even closer with our local councils in Bradford, Calderdale, Kirklees, Leeds and Wakefield and key agencies like the police and ambulance service to provide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

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

We will keep our communities safe from risk through prevention and protection activities and provide a first class response to emergencies. We will deliver an excellent service that is value for money for the tax payer.



**John Roberts**  
Chief Fire Officer/Chief Executive



**Councillor Darren O'Donovan**  
Chair of the Fire Authority

# Introduction

This plan provides an overview of how we keep you safe and the changes we are proposing to meet the challenges we face.

The risks facing our communities are not static. We will review and update this plan annually to ensure it truly reflects the challenges we face.

“  
We prepare for  
and respond to  
different types of  
emergencies”



“  
Our ambition is  
to Make West  
Yorkshire Safer”



## Making West Yorkshire Safer

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



## More than fire

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

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



## Reduced funding

Since 2010, our funding from central Government has reduced by £26.2 million. During this time, we have reduced the number of firefighters, fire and rescue service staff, fire stations and fire engines.

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

# Who we are

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

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

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

**Our main duties are:**



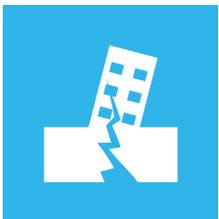
**Firefighting**



**Promoting fire safety**



**Attending road traffic collisions**



**Dealing with other emergencies**



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

The Fire and Rescue Services National Framework Document published in 2018 states the requirements for this Integrated Risk Management Plan.

# Why we are here

## Our ambition



## Making West Yorkshire Safer

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



## Our guiding principles



### To achieve our ambition we will:

- Focus on risk and vulnerability
- Be part of our communities
- Work in partnership
- Be at our best and strive to improve
- Make a positive difference in everything we do
- Promote diversity and create an inclusive workplace

## The services we deliver



### Prevention

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



### Protection

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



### Response

Being ready for and responding to emergencies



### Resilience

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

# Priorities 2020-2023

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

Activities to achieve these priorities will be recorded in our Programme of Change on page 26. Progress against those activities will be reported annually.



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

# Our people

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



## Our values



### Teamwork

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



### Integrity

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



### Learning

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



### Responsibility

We are responsible and take ownership of the work we do



### Communication

We clearly and carefully communicate, in a way everyone understands

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

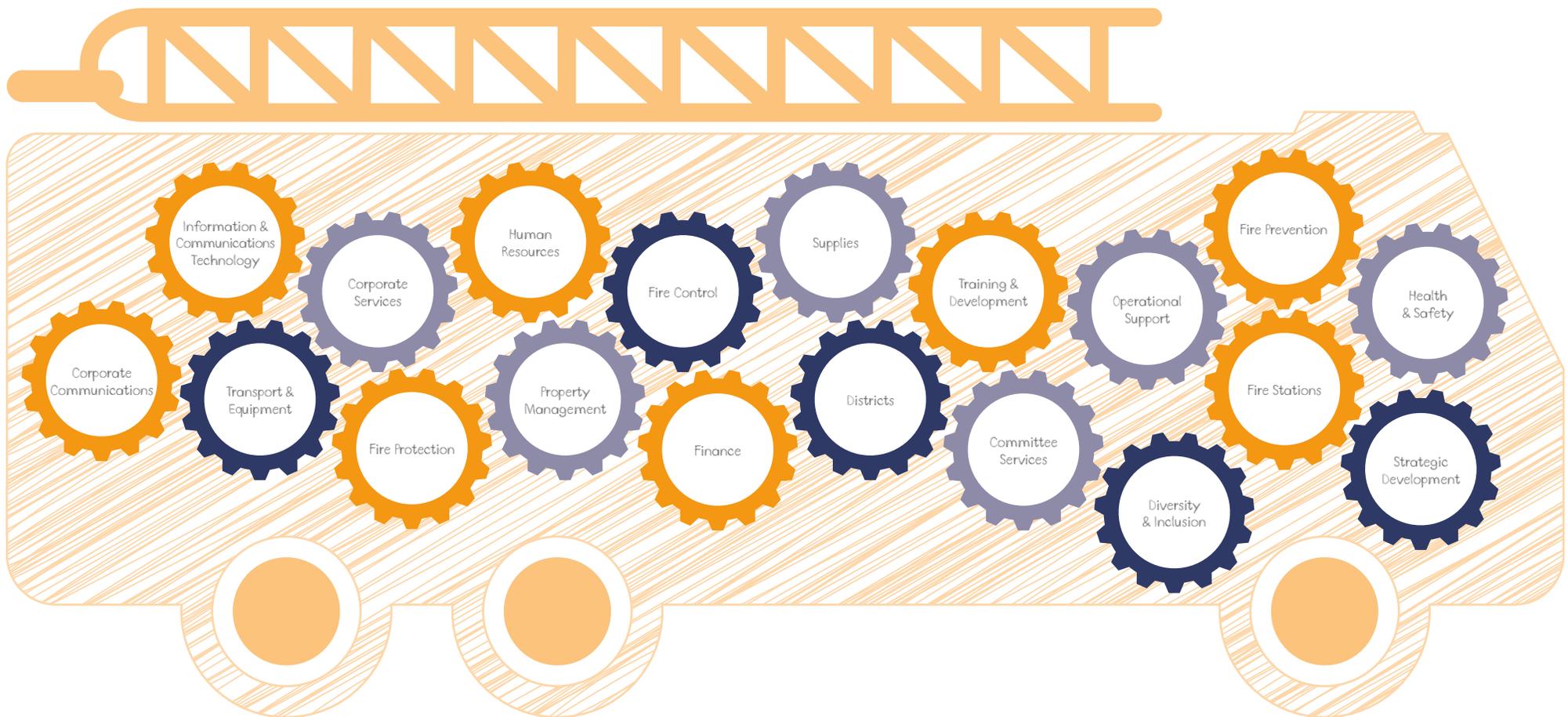
In 2018, we recruited full-time firefighters for the first time in nine years. This has been a positive step for our organisation, enabling us to bring in new talent and invest in the future. We also aim to improve our 'on-call' firefighter provision and focus our efforts on recruitment in order to improve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

# Delivering our service

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

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

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



# Understanding risk and vulnerability

## Risk

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

We serve a diverse population of 2.2 million people spread over approximately 800 square miles.

Our communities and landscape create a unique mixture of risks. We have large cities and towns including some of the most deprived in the country. Our industrial heritage has seen large mills put to different uses or left unoccupied.

We have many miles of waterways set in steep valleys that flood regularly and rapidly. We have remote communities, large areas of moorland, motorways, major railways, an international airport, large industrial sites, commercial centres, farming, major sporting events and much more.

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

### How do we assess risk?

- We use evidence, foresight and our professional experience to list all the risks that we face. This is our risk register
- We assess how likely each risk is to threaten life, property and the environment
- We model the level of risk in small geographical areas to create our 'risk profile'
- Using this information, we know where to base our people and resources

“  
Our communities and landscape  
create a unique mixture of risks”





## Vulnerability

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

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

- People living longer in their own homes
- Health needs, including mental health, are becoming more complex
- Deprivation is a key factor

“

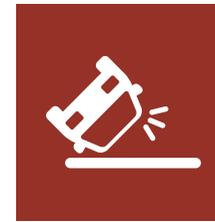
Trends in society are leading to increasing numbers of vulnerable people living within our communities”

## Types of emergencies:



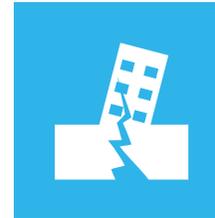
### Fire

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



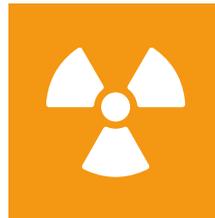
### Transport

Accidents on major roads, motorways, railways and airports



### Technical Rescue

Incident types include rescues from height, on water, confined spaces or building collapse



### Hazardous Materials

Incidents at major chemical sites or chemical related leaks and spills within buildings or on highways



### Environmental

Climate driven incidents like widespread flooding and wildfire



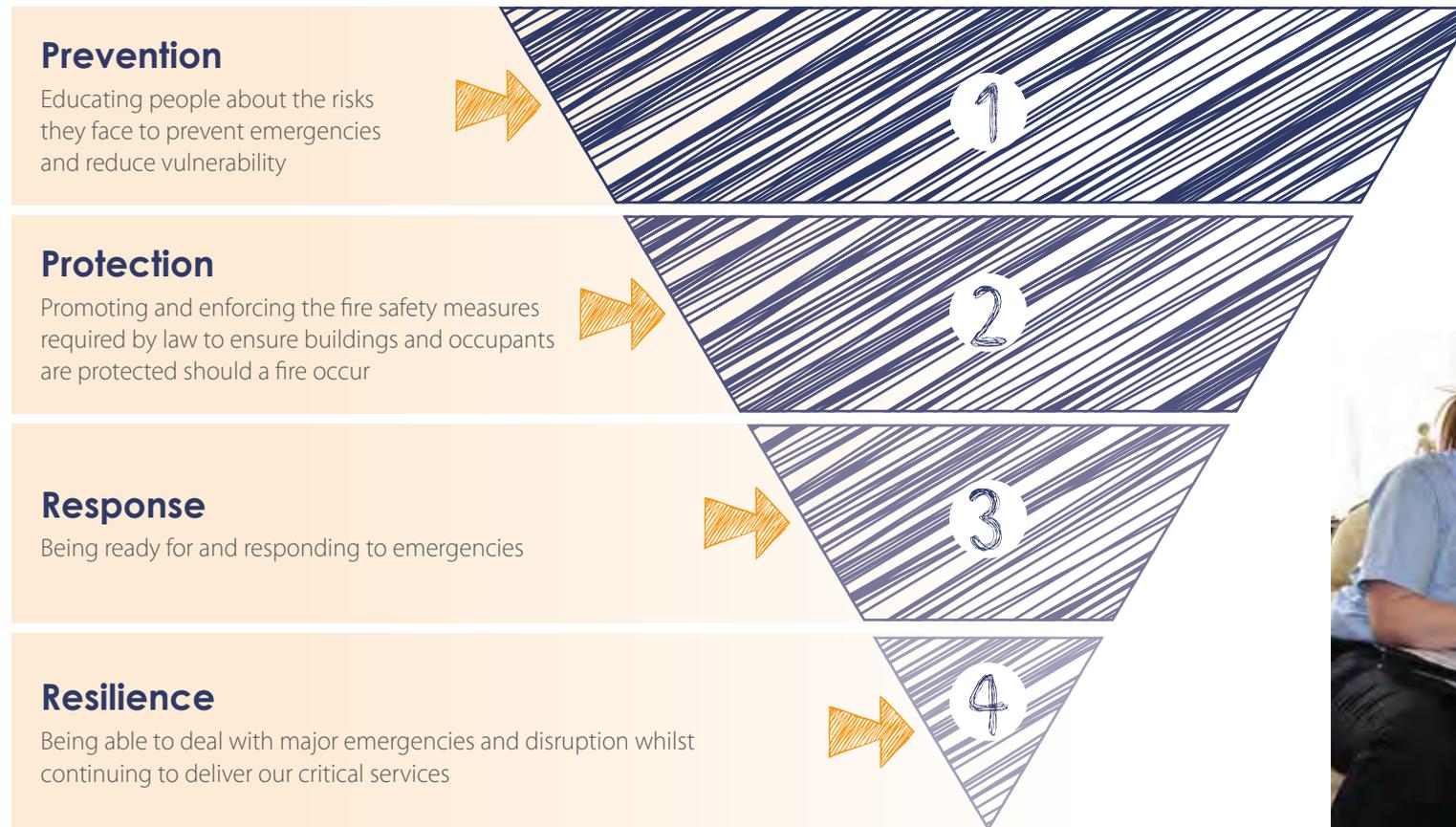
### Malicious attacks/terrorism

The threat of a terror or malicious attack on people, infrastructure or transport

# Reducing risk and vulnerability

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

The four strategies we use to reduce risk are:



“  
To reduce risk  
our main focus  
is prevention”



## Prevention

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

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

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

We will allocate our resources across West Yorkshire proportionally to the risk.

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

“  
We employ specialist prevention staff who work with our partners to reduce risk in our communities”

## Protection

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

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

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

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

We will assign resources to the areas which are most at risk to optimise the effectiveness of protection activities.

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

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

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



## Response

### Being ready for and responding to emergencies

We provide fire cover 24-hours a day, every day of the year.

Our Fire Control Centre receives all our 999 calls and our operators assess each call to decide what response is required. They send the nearest fire engines to deal with the emergency.

The speed and number of firefighters attending a fire is critical. More serious and complex emergencies usually need more firefighters to deal with them. We call this our 'speed and weight of attack'.

We locate and operate our 40 fire stations to provide the optimal level of emergency cover based on local risk.

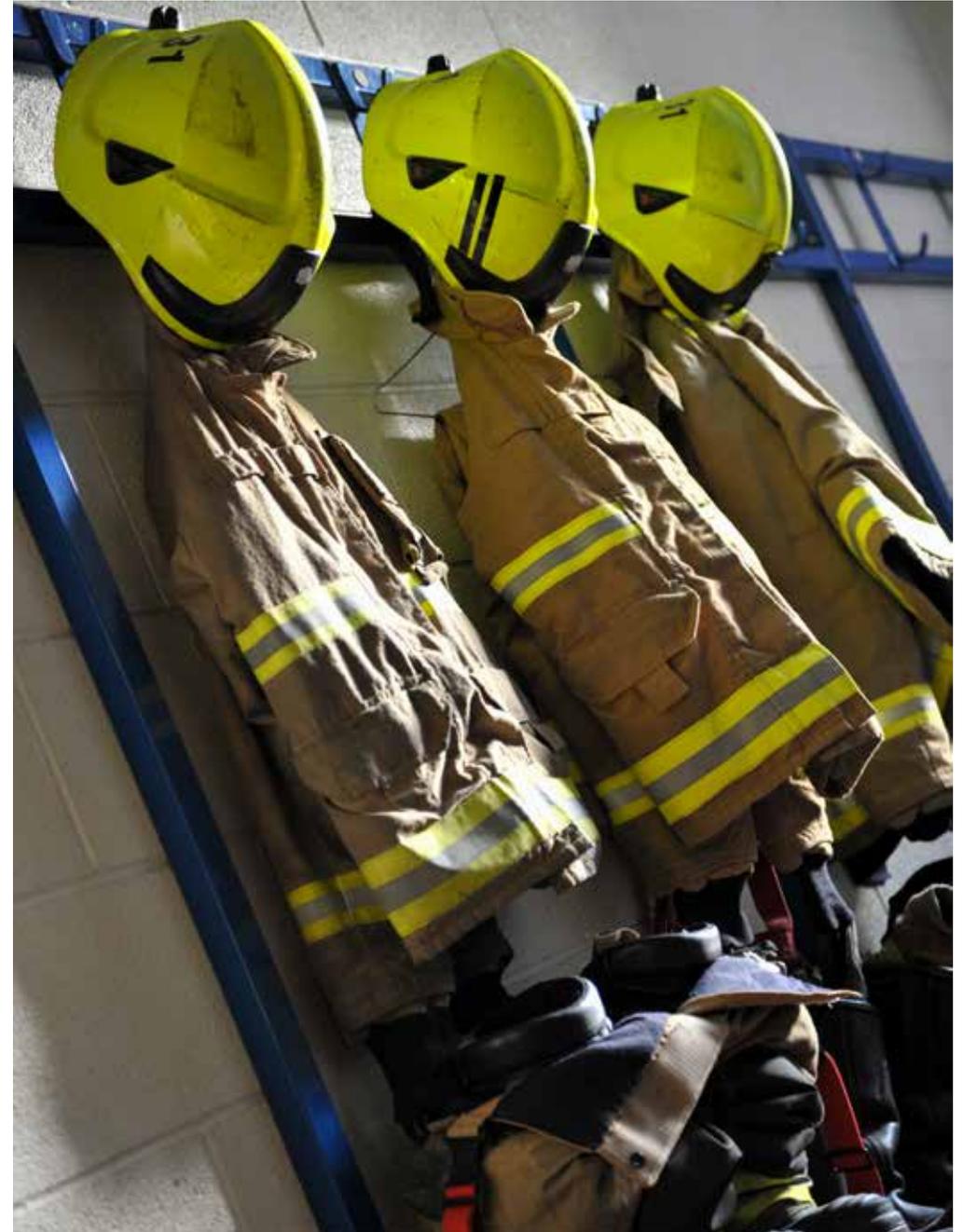
Each station has a shift system based on the level of risk that the local community faces. Higher risk areas are covered by 24/7 'wholtime' stations. Lower risk areas are covered by 'on-call' stations. Those areas in between have a mixture of both, known as 'day crewing'.

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

When fire engines become unavailable due to emergencies or training we have procedures in place to relocate other fire engines to maintain a good standard of cover where it is required most.

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

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



## Firefighter safety

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

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

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

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

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



## Resilience

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

We resolve most emergencies with our own fire engines and firefighters. However, occasionally, major incidents can happen that need the support of fire and rescue services from across the country. We host a suite of specialist resources that can be deployed anywhere in the UK; likewise we can call on specialist resources hosted elsewhere.

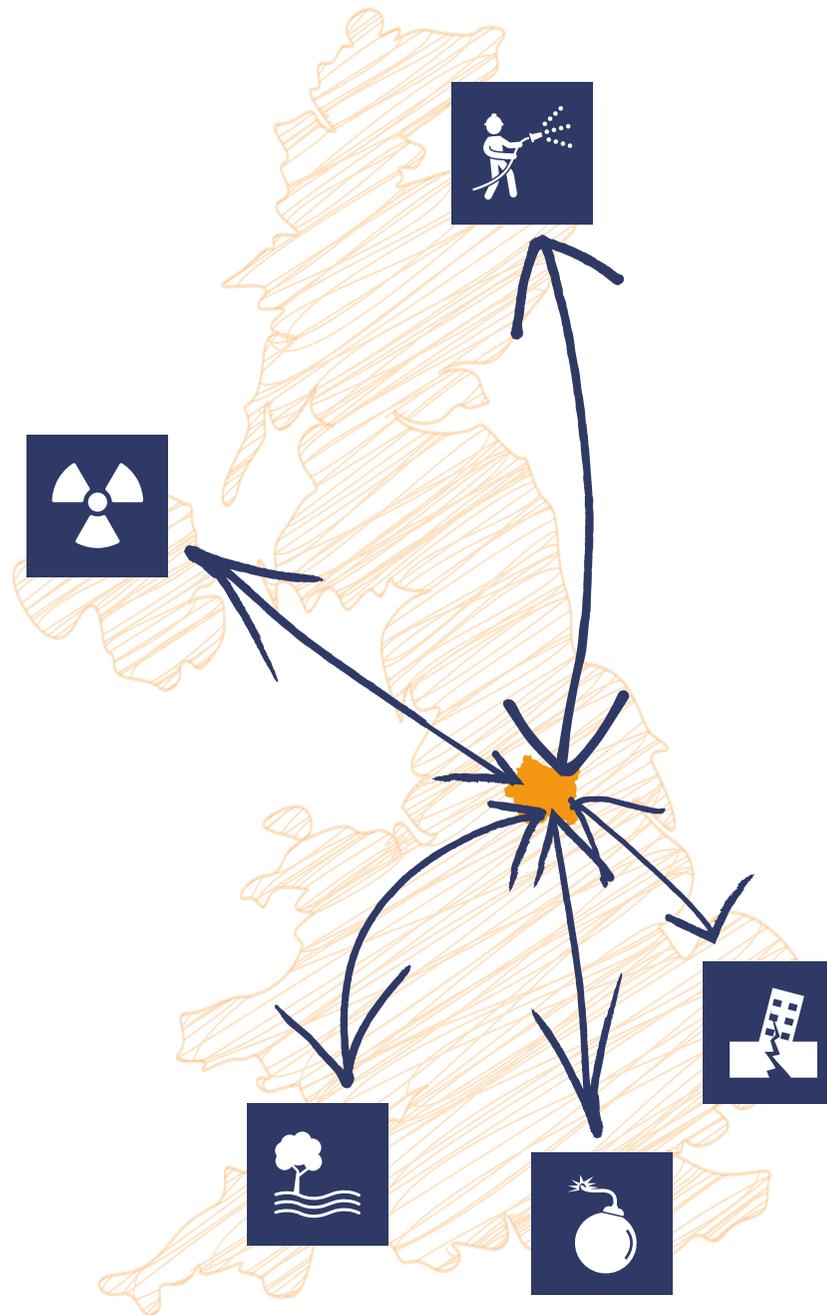
We have agreements in place to share these resources when needed and we consider our national commitments when making local plans.

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

Nearly all serious emergencies require a ‘multi-agency’ response. By working with our partners in West Yorkshire, we can respond with the right mix of skills, expertise and equipment to deal with the risks we expect to face.

The West Yorkshire Resilience Forum co-ordinate various partner agencies in the region to provide the most effective and efficient response to civil emergencies. We regularly train and exercise with our partners.

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



## National Resilience Assets

### Flood Response

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

### High Volume Pump

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

### Enhanced Logistics Support

To manage fire and rescue services at major incidents.

### Technical Rescue

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

### Urban Search and Rescue (USAR)

Specialise in locating and freeing people from collapsed buildings.

### Chemical Biological Radiological Nuclear (explosives) (CBRN(e))

To respond to chemical, biological, radiological or nuclear hazards.

### Response to Terrorist Attack

Assisting the police and ambulance in response to an attack.

## WYFRS Stations

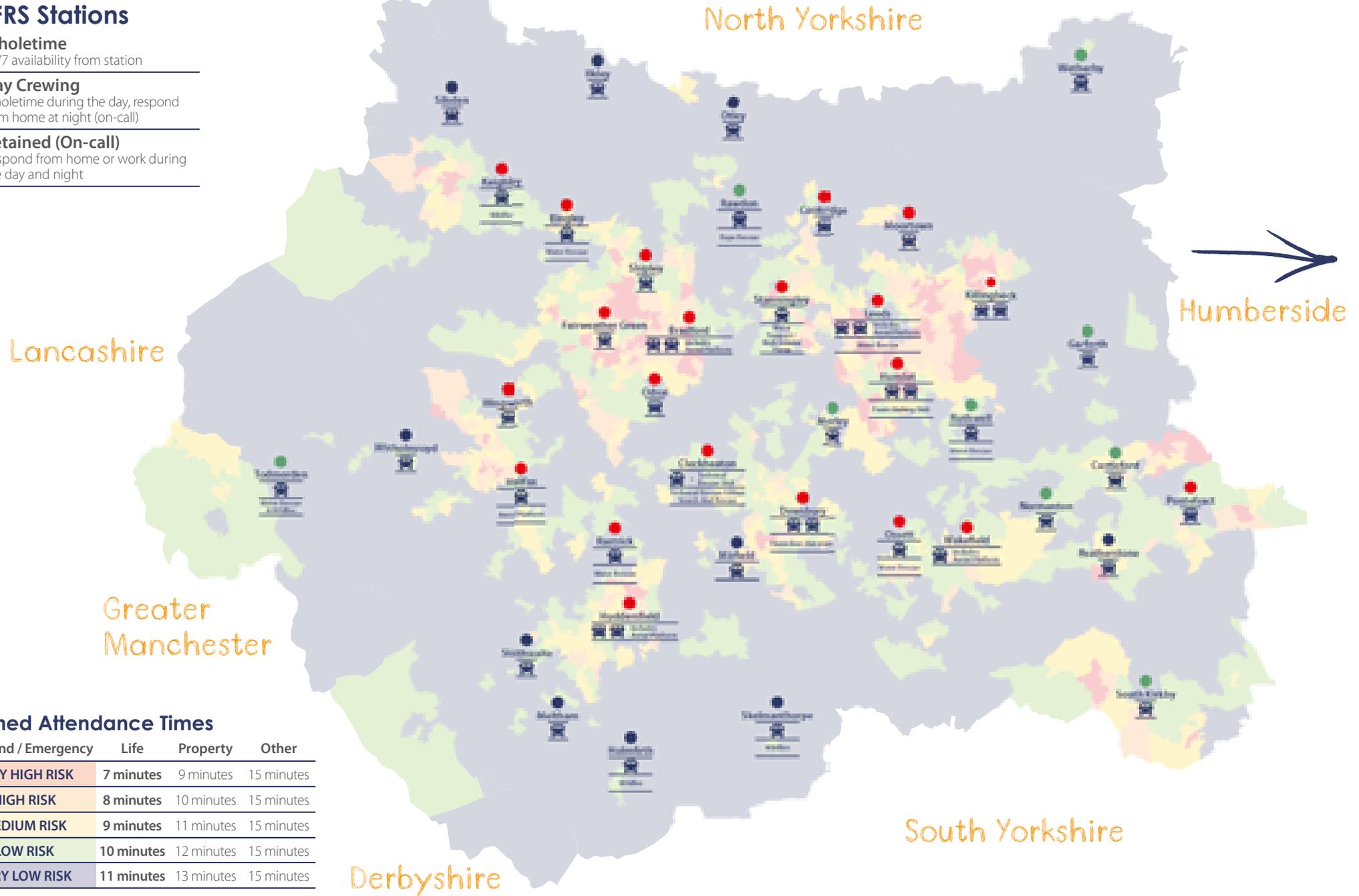
- **Wholetime**  
24/7 availability from station

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- **Day Crewing**  
Wholetime during the day, respond from home at night (on-call)

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- **Retained (On-call)**  
Respond from home or work during the day and night



## Planned Attendance Times

Risk Band / Emergency	Life	Property	Other
VERY HIGH RISK	7 minutes	9 minutes	15 minutes
HIGH RISK	8 minutes	10 minutes	15 minutes
MEDIUM RISK	9 minutes	11 minutes	15 minutes
LOW RISK	10 minutes	12 minutes	15 minutes
VERY LOW RISK	11 minutes	13 minutes	15 minutes

# Foreseeable risks

As the risk from fire has reduced we are seeing an increase in other types of emergencies. We are working to assess these foreseeable risks early to plan for them accordingly. We have learnt lessons from incidents that have occurred, such as:

## The Grenfell Tower tragedy

and the inquiry into fire safety, building regulations and emergency response arrangements to fires in high rise buildings.

## The terror attacks

and the review of the fire and rescue service role at such incidents.



## Flooding

and our subsequent investment in our water and flood rescue capabilities.

## Wildfire

and the ability of the fire and rescue service to respond to multiple large moorland fires.

# Collaboration

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

We are currently evaluating a wide range of opportunities to make more efficient use of our resources. This includes sharing buildings, training and staff to provide community safety work, improve planning for emergencies and support emergency response. We will continue to work with local authorities, health teams, community groups and voluntary organisations to support the most vulnerable people in our communities.



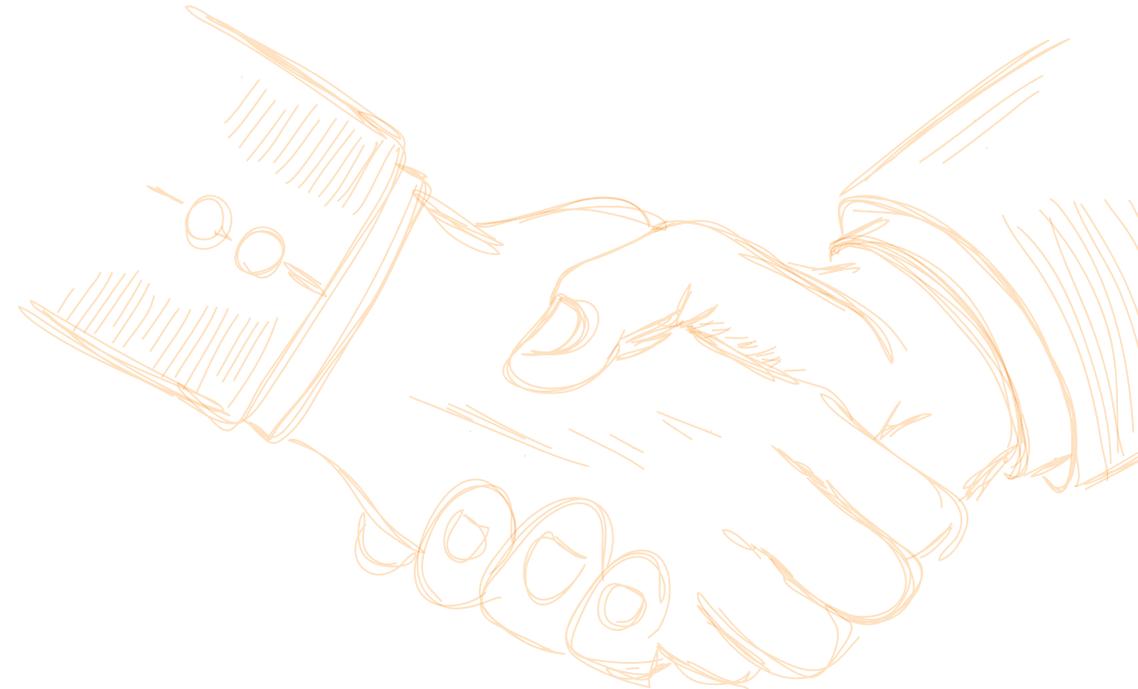
**WEST YORKSHIRE PREPARED**

**YOUR SERVICES WORKING TOGETHER**

## Local Resilience Forum

West Yorkshire Fire and Rescue Service is a member of the West Yorkshire Resilience Forum (West Yorkshire Prepared) which was established under the Civil Contingencies Act 2004 (CCA).

West Yorkshire Prepared coordinates the actions and arrangements between responding services to prepare for and respond to civil emergencies when they occur. It also helps people and communities recover after adverse events. The partners work collaboratively for the benefit of the communities they serve.



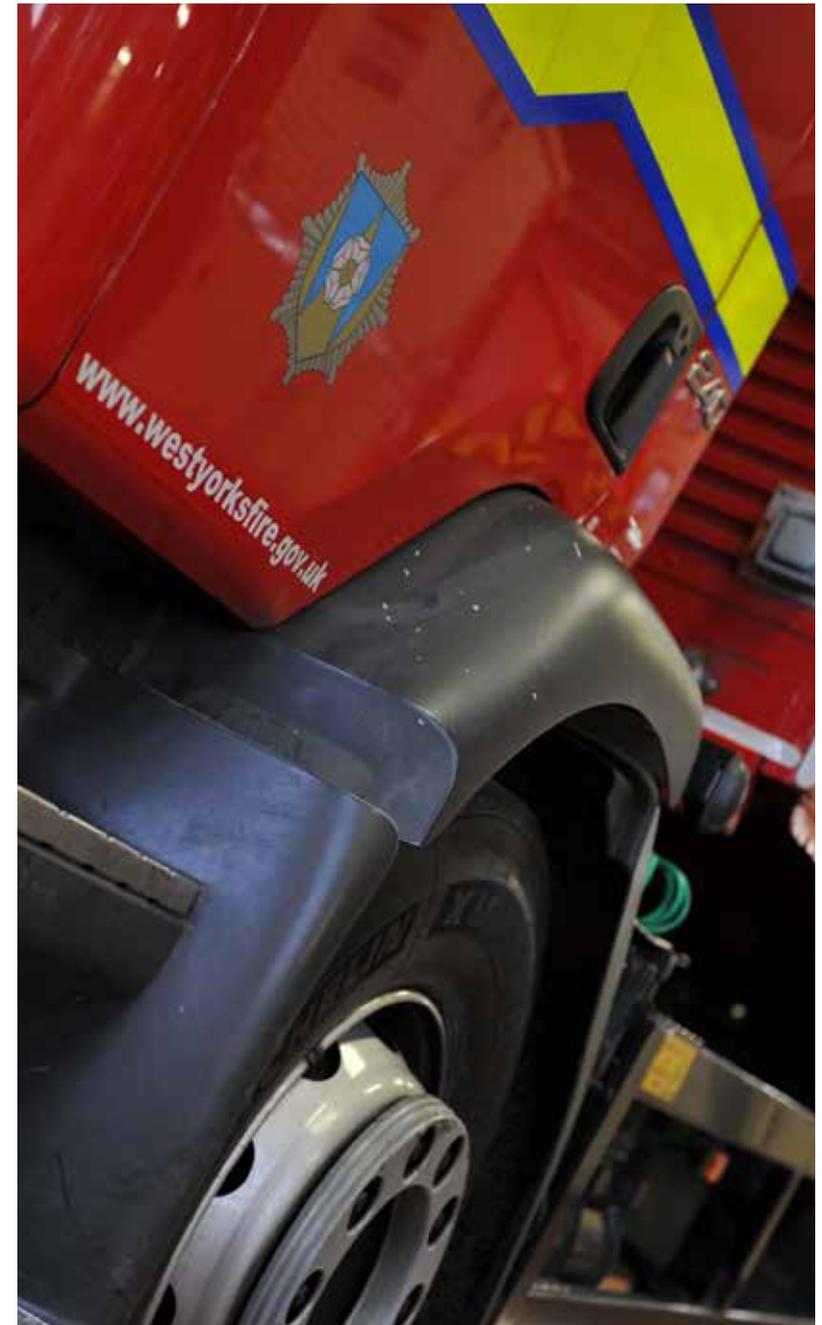
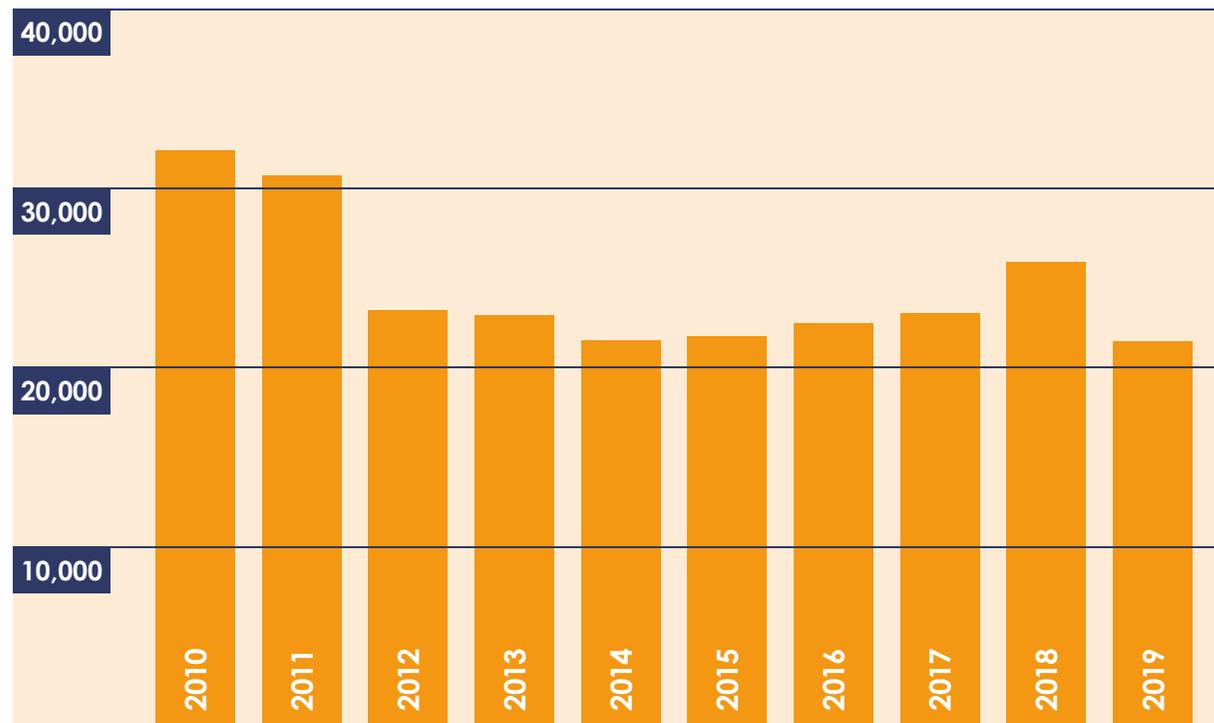
# Our performance

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

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

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

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



# Our journey so far

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

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

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

In 2017 we launched a new home visit programme, Safe and Well replacing the Home Fire Safety Check. The new system sees us working closer with the health sector and other partners. Read more about this on page 15.

### 2010

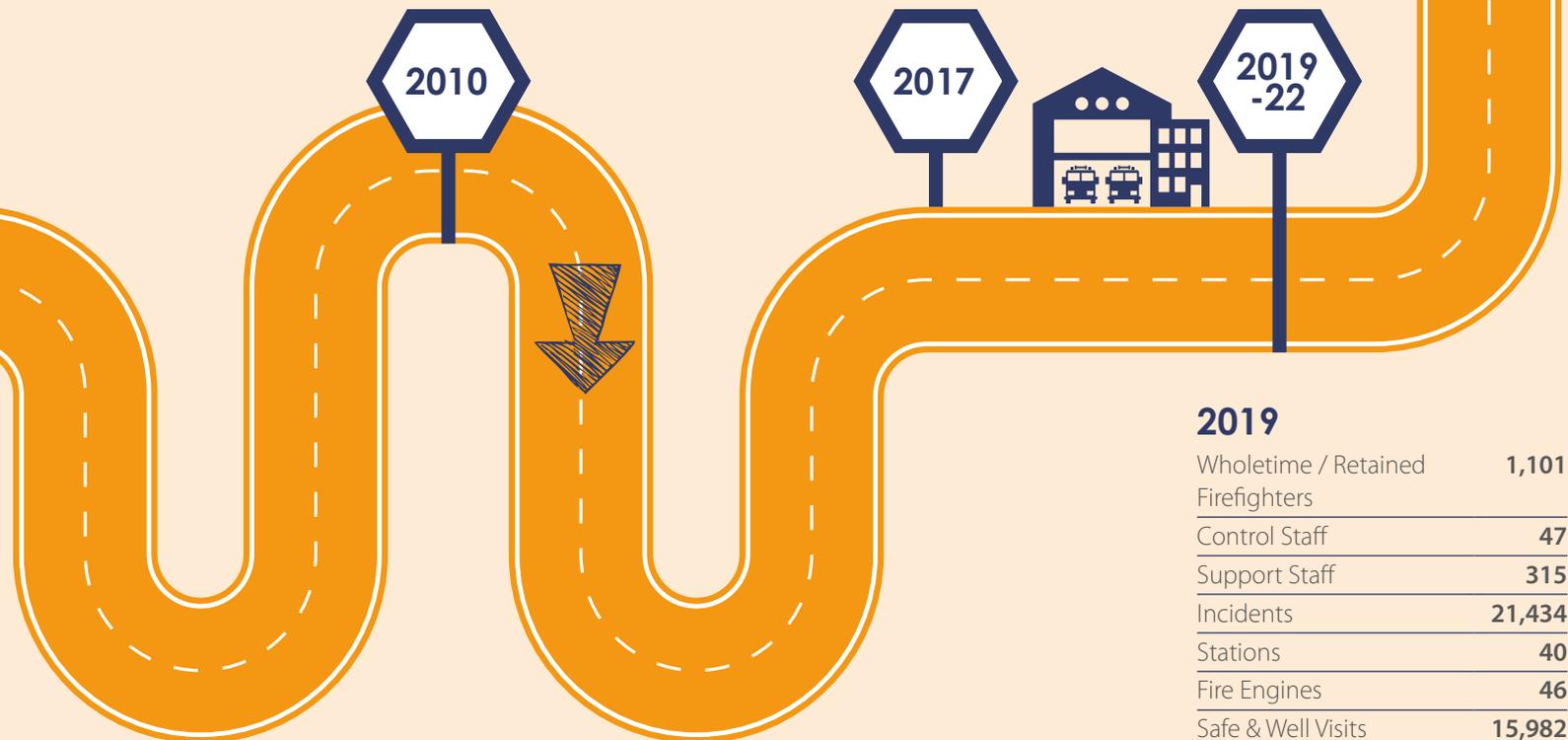
Wholetime / Retained Firefighters	1,583
Control Staff	56
Support Staff	383
Incidents	31,839
Stations	48
Fire Engines	62
Home Fire Safety Checks	57,204

### 2017

Wholetime / Retained Firefighters	1,118
Control Staff	49
Support Staff	282
Incidents	22,910
Stations	40
Fire Engines	46
Safe & Well Visits	18,518

### 2019

Wholetime / Retained Firefighters	1,101
Control Staff	47
Support Staff	315
Incidents	21,434
Stations	40
Fire Engines	46
Safe & Well Visits	15,982

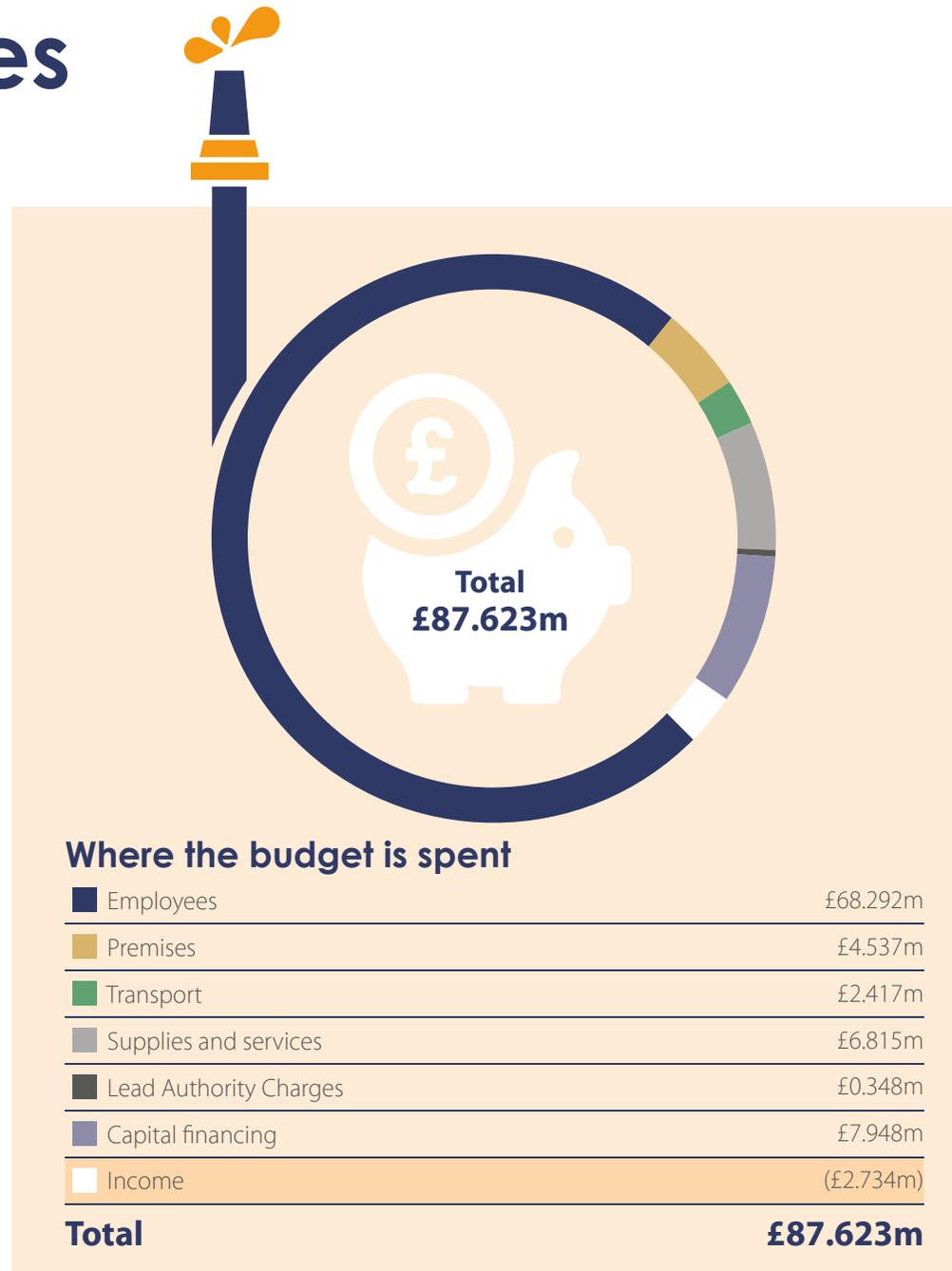
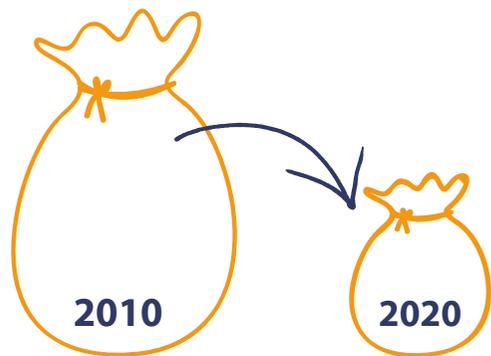


# Our finances

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

Our annual budget is £87.623 million and despite cuts of £26.2 million since 2010, we believe that we are providing the best affordable service for our communities.

Government grant loss of **£26.2m**



Through the implementation of the IRMP and the introduction of an improved budget management system the Authority has achieved a balanced budget in 2020/21, this means that our expenditure is matched by our funding and there is no need for additional savings or use of reserves.

The planned spending review in Summer 2020 which would have resulted in a multi-year funding settlement is highly likely to be deferred due to the Covid19 pandemic. This means that the Authority will, as in 2020/21, receive a one year budget from central government.

The authority along with other public sector organisations face external funding pressures in respect of pay and general price inflation and the outcome of the recent fire fighter pension tribunal review may result in added pension costs.

# Improving our service

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

## How do we improve?

- We listen to feedback from the public, our staff, their representative bodies and other interested parties.
- We value the scrutiny provided by the West Yorkshire Fire and Rescue Authority, our internal auditors, and welcome external inspections of our service such as Customer Service Excellence and Her Majesty's Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS).
- Our 2019 HMICFRS report found that we are good in all areas of service. This was a great achievement but we are not complacent as there are areas where we can improve. The report made a number of recommendations, and actions which are currently being implemented to look at improvements in these areas.
- We have a 'Service Assurance Framework' which is a system in place to make sure we are doing what we say we will and to the standards expected of us.
- We also commission impartial and independent reviews of what we do to shape our plans if we feel it is in the best interests of our service.

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

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

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

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

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

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



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



HMICFRS rated  
**good** in all areas



Promoting improvements  
in policing and fire & rescue  
services to make everyone safer

# Programme of change 2020/21

## Leadership Strategy

A new approach that will develop and enhance leadership and our Service values at all levels and allow for continuous improvement.

## Emergency Services Mobile Communication Programme

Provision of a national radio scheme utilising mobile phone technology.

## Command, Leadership and Management

Improved ways of working through changes to the management structure and realigning responsibilities.

## Smarter Working Programme

This project is to review the ways of working and processes in various departments within the organisation to determine efficiencies.

## Keighley New Build Project

The construction of a new fire station on the existing site to replace an outdated fire station.

## FSHQ Upgrade Buildings

Subject to approval, planning for the redevelopment of FSHQ to start in 2020/21.

## Procurement Review

Implementation of the recommendations from the Local Government Procurement Review.

## Wakefield New Build Project

The construction of a new fire station on the existing site to replace an oversized and outdated fire station.

## Performance Management System Framework (Incl. dashboard scoping)

Performance Management System Framework (Incl. dashboard scoping)

## VoIP

To replace the existing telephony system(s) with a single brigade wide Voice over Internet Protocol (VoIP) based system to provide improved functionality and mobility and reduce telephony costs.

## Talent Management Strategy Deployment

A new approach designed to identify people within the organisation with talent (in a transparent and systematic way); developing them to progress and/or enhancing skills to fill current and future skills gaps. Programme includes an application and assessment system, a system to capture information, a learning/development (qualification and skills) programme and opportunities for utilising talent our people possess.

## Implementation of Office365

Migrate email and office applications to the cloud to maximise the benefits of our Microsoft licencing agreement and improve flexible ways of working.

## Digital and Data Strategy

Develop and implement a digital and data strategy to maximise the benefits of technology and enable smarter working.

## Grenfell Programme

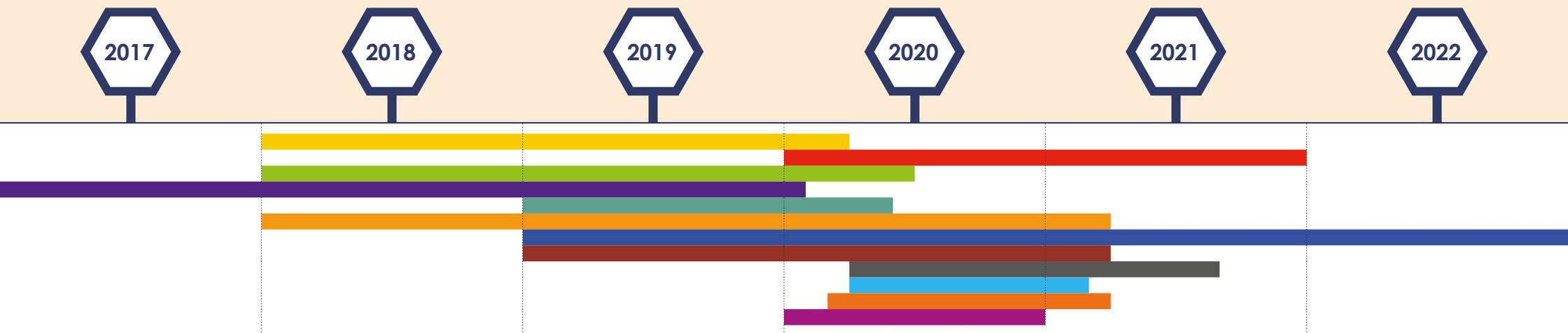
Review and implement the recommendations from the Grenfell Tower Inquiry: Phase 1 Report.

## Modification of Day Crewing Duty System at Castleford, Normanton and South Kirby

The implementation of a revised Day Crewing Duty System at Castleford, Normanton and South Kirby.

## Access HR- Talent (PDR Module)

In two phases, the project is designed to upgrade the systems used to record PDRs and integrate within the AccessHR system, supplementing current approaches with an opportunity to capture better quality talent information. First phase will deploy the Access HR Talent system across FRS Staff roles and the second phase will work with Operational colleagues to develop our culture to enable proper development and performance conversations to take place with data captured in the AccessHR Talent system.



# Contact us



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[www.westyorksfire.gov.uk](http://www.westyorksfire.gov.uk)



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West Yorkshire  
Fire & Rescue Service

