

*West Yorkshire
Fire & Rescue Authority*

*Integrated Risk
Management Plan
and Action Plan*

2009-2012



www.westyorksfire.gov.uk



PREVENTING PROTECTING RESPONDING

Table of Contents

Foreword.....	4
An Introduction to Integrated Risk Management Planning	5
At Your Service	5
Our Strategic Priorities	6
Our Previous Achievements	6
Risk Analysis Process	8
Overview	8
Analysis of Deprivation Levels.....	8
Analysis of Activity Levels.....	9
Operational Activity Level Predominance	11
Incident Rates	12
Risk Matrix	14
Planning for the Unexpected	16
A Regional Perspective.....	17
Community Risk Register	17
Risk Analysis Summary	18
Our Areas of Service Delivery	19
Prevention.....	19
Protection.....	19
Response.....	19
Looking Ahead - Our Future Action Plans	20
Fire Safety and Community Relations – Prevention	20
Fire Safety and Community Relations - Protection.....	21
Operations – Responding.....	22
Our Action Plans -The Details	23
Prevention.....	23
Reduction of Accidental Fires, Deaths and Injuries	23
Deliberate Fire Reduction Strategy.....	24
Road Safety Strategy	25
Protection.....	26
Fire Safety Enforcement.....	26
Incident Recording System.....	26
Response.....	28
Retained Duty System Review	28
Duty Systems Review	29
Targeted Review of Emergency Response Times	29
Specialist Appliance and Rescue Resource Review	30
Review the Managerial and Command Capacity of the Organisation	31
How We Will Monitor and Review Progress	32
Consultation Arrangements	33
Previous IRMP Action Plan Updates	34
Year 1 – 2004/05.....	34
Year 2 – 2005/06.....	35
Year 3 – 2006/07.....	35
Year 4 - 2007/08	36
Year 5 – 2008/09.....	36
Glossary of Terms.....	37

Foreword

MAKING WEST YORKSHIRE SAFER

West Yorkshire Fire and Rescue Authority is pleased to present to the communities of West Yorkshire its sixth Integrated Risk Management Plan (IRMP) for the years 2009-2012.

This document continues the innovative and challenging modernisation agenda for West Yorkshire Fire and Rescue Service and seeks to build upon previous improvements made to the safety of our communities within the county.

The Integrated Risk Management Planning process forms a key component of our modernisation programme and significantly contributes toward achievement of our ambition and strategic priorities. The process enables fire and rescue services to direct resources to areas of greater need, based upon local risk analysis and assessment, together with the freedom to develop individual plans based around the needs of their respective communities.

During 2007 a team of assessors from the Audit Commission carried out an evaluation of our service delivery standards, how efficiently our resources were being utilised and how much progress was being made by our organisation. Following this evaluation, we received recognition as an Authority that is, *“Improving well”* and *“Performing well in all areas of service delivery”*. We also attained a maximum rating in regard to the Use of Resources element of the assessment, which relates to financial accounting procedures, how well we plan and manage our finances and whether the Authority achieves value for money.

The traditional fire related risks posed to communities have been reduced significantly since our first IRMP was released in 2004, however, the diversity of risks has increased over time and now includes those connected to climatic change and resilience issues. There is, therefore, no place for complacency in our planning arrangements and we will continue to introduce effective and innovative initiatives to further improve safety for our resident population in West Yorkshire.

Our ambition to “Make West Yorkshire Safer” can only be realised by the development, progression and delivery of prevention, protection and response initiatives. We are proud of the progress we have made since 2004 and this is testament to the continued professionalism of our staff.

The proposals within this three-year plan strive to build upon this progress and continue to make advancements in community safety, whilst maintaining efficiency in the use of our resources.



**Chair of the Authority Councillor
Philip Booth**



**Chief Fire Officer/Chief Executive
Simon Pilling MA, MSc, DMS, GFireE**

An Introduction to Integrated Risk Management Planning

The Fire and Rescue National Framework identifies national priorities and expectations for English Fire and Rescue Services. Since April 2004 every Fire and Rescue Authority has been required to produce a publicly available Integrated Risk Management Plan (IRMP), which provides the foundation for Fire and Rescue Services to deliver Governmental expectations and respond to the needs of local communities.

The introduction of the IRMP process has reformed the methodology by which fire and rescue services are delivered and has allowed greater flexibility to deliver improved prevention, protection and response initiatives within communities. The overall aim of these plans is to facilitate improved community safety measures and make more effective use of fire and rescue service resources by:

- ❑ Reducing the incidence of fire.
- ❑ Reducing loss of life in fires and accidents.
- ❑ Reducing the number and severity of injuries occurring in fires and other emergencies.
- ❑ Reducing the commercial, economic and social impact of fires and other emergency incidents.
- ❑ Safeguarding the environment and protecting the national heritage.
- ❑ Providing communities with value for money.

To deliver these measures, a full analysis of risk is undertaken for the county, together with the likely corresponding impact upon the communities of West Yorkshire. This analysis contributes to the establishment of our organisational priorities and resource requirements for the forthcoming years.

At Your Service

West Yorkshire Fire and Rescue Service serves a resident population of 2,125,000 and provides an emergency response across 202,924 hectares. Our emergency response is currently provided from 34 whole-time fire stations and 14 retained (part-time) fire stations, based within the five Districts of the county. We employ 1,514 wholetime firefighters, 196 part-time firefighters, 60 mobilisation and communication staff members and 343 fire and rescue (non-uniformed) staff.

Our reviewed corporate “Ambition” and strategic priorities focus upon “***Making West Yorkshire Safer***” and continue to inform and determine our prevention, protection and response strategies. Proactive targeting and education of members of the community most at risk from fire and accidents, together with our continued commitment to home fire safety check visits, lie at the heart of the strategies used to achieve our “Ambition”.

The establishment of a District based structure in January 2008, has provided each of the five districts within West Yorkshire with the necessary resources to contribute effectively to local partnerships and deliver upon targets generated by their respective Local Area Agreements (LAA's). Participation in local partnerships and our inclusion within LAA's will allow us to build upon existing links with other agencies and ultimately improve safety within communities.

Our Strategic Priorities

Our strategic priorities are clearly defined and are underpinned by a series of separate directorate priorities in respect of Operations, Fire Safety and Community Relations, Human Resources and Corporate Resources.

Operations	Fire Safety and Community Relations	Human Resources	Corporate Resources
Deliver a professional and resilient emergency response service	Deliver a proactive fire community safety and well being programme	Provide a competent, skilled, safe and diverse workforce	Provide effective ethical governance and efficient environmentally sustainable resource management

These priorities facilitate achievement of our ambition of **“Making West Yorkshire Safer”** and our aim to, **“Provide an excellent Fire and Rescue Service working in partnership to reduce death, injury, economic loss and contributes to community well being”**.

To achieve our “Ambition” and “Aim” we embrace a culture of prevention and protection in order to maximise our response arrangements. Our staff are fully engaged in the delivery of the Authority’s priorities by the achievement of specific objectives with corresponding accountability.

All aspects of our service delivery are closely monitored, following our established performance management framework protocols, which in turn are linked to performance against national indicators, Public Service Agreement (PSA) targets and other locally established objectives.

Our Corporate Plan acts as a single reference source in the provision of information relating to our key priorities, objectives, targets, performance and budgetary information.

Our Previous Achievements

West Yorkshire’s first IRMP was produced in 2004 and has since been followed by four further documents (excluding this one).

Each of these documents have addressed a number of risks presented to our communities at the time they were published, together with the corresponding proposed control measures to reduce them.

Some of these proposals have been extremely challenging and innovative in nature and although our Service has now subsequently adopted many of them as custom and practice, they warrant a particular mention within this document.

Highlights

Our Integrated Community Fire Safety Strategy was implemented in 2005 and established a countywide target to undertake a minimum of 56,000 home fire safety checks each year together with a long-term commitment to complete a total of 450,000 initial and return visits to West Yorkshire households by 2013.

Since the introduction of this strategy, accidental dwelling fires in West Yorkshire have reduced by 15% and the corresponding deaths and injuries sustained at these incidents have reduced by 33% and 49% respectively. These figures are extremely encouraging, but despite those members of West Yorkshire’s community benefiting from our free service and being much safer from the risk of fire, we realise that there is much more work to do and that the most vulnerable and at risk members of our community are often the hardest to influence.

To enable us to focus our efforts upon risk reduction and the provision of resources to facilitate objectives associated with prevention work, it has been necessary to re-position certain intervention resources and make them available for risk reduction initiatives. This has been achieved via a number of specific IRMP proposals over the years including:

- The reduction of pre-determined attendances to automatic fire alarm actuations.
- Changing the crewing systems at four separate fire stations.
- The removal of an over provision of front-line appliances at two fire stations.
- The relocation of specialised appliances from whole-time fire stations to retained duty system stations.
- Rationalisation of our aerial appliance fleet.

We believe that the redirection of resources from intervention to prevention is having a significant and positive impact upon the safety of communities within the county and “Making West Yorkshire Safer”.

Risk Analysis Process

Overview

Our risk analysis process is driven by a number of different sources to ensure that we target our priorities, policies and resources to areas of greatest need and to effectively manage the risks posed to the communities of West Yorkshire.

Professional knowledge and experience is supplemented by sophisticated statistical data representation, risk modelling and mapping systems to provide a community risk profile for each fire station area in the county.

We continue to utilise the Fire Service Emergency Toolkit (FSEC) to assess risk, aid resource planning, predict the consequence of redeployment of resources and also identify specific areas for community safety initiatives.

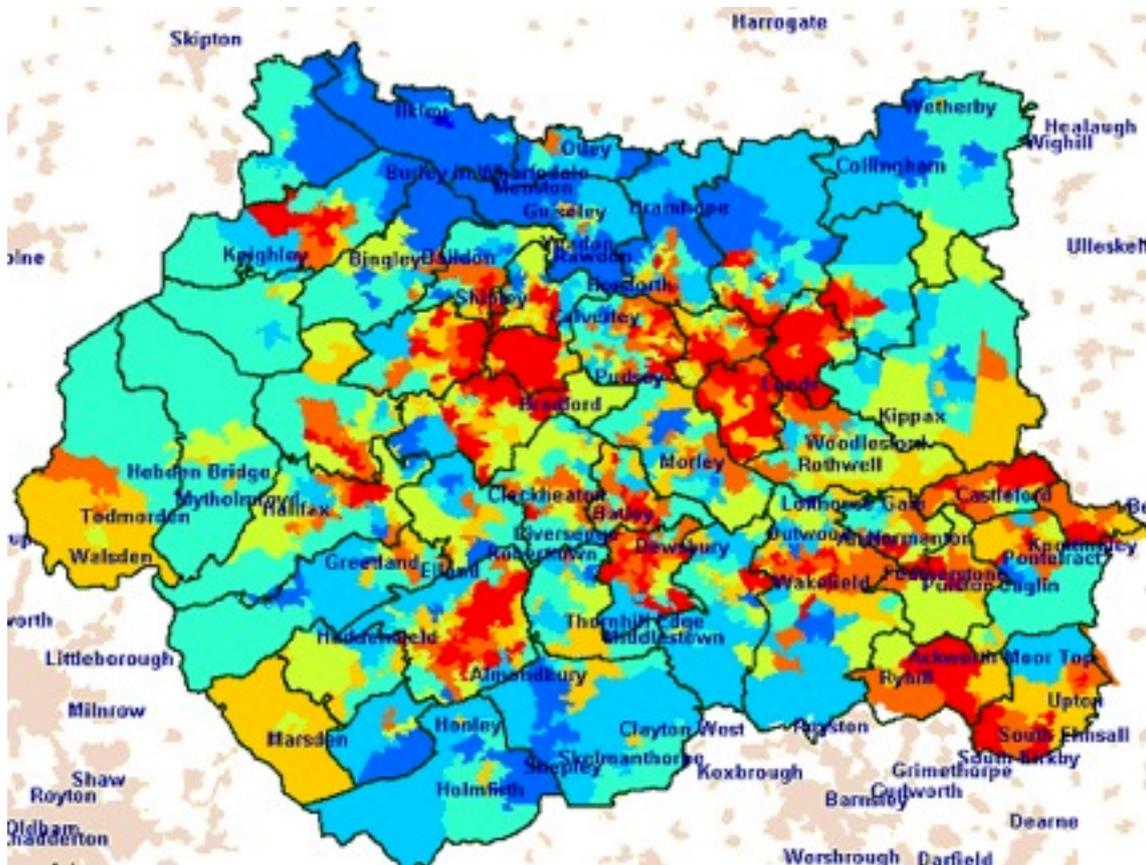
By using mapping software in conjunction with Census, Neighbourhood Statistics, Office of National Statistics and Index of Multiple Deprivation (IMD) information we are also able to provide a visual picture of risk within West Yorkshire.

Analysis of Deprivation Levels

Each of the five Districts in West Yorkshire has very different levels of social, educational, behavioural and demographic characteristics, which are all important in terms of influencing the associated risks from fire. The majority of studies of fire incidence and socio-economic characteristics have shown that social deprivation is either directly, or indirectly linked to an increased fire risk, and, consequently the frequency of fire related injuries and deaths are usually higher among lower socio-economic groups.

Collaborative working within newly formed Local Strategic Partnerships (LSP's) and LAA forums has led to greater levels of information, relative to risk, which is facilitating improved targeting initiatives at a local level.

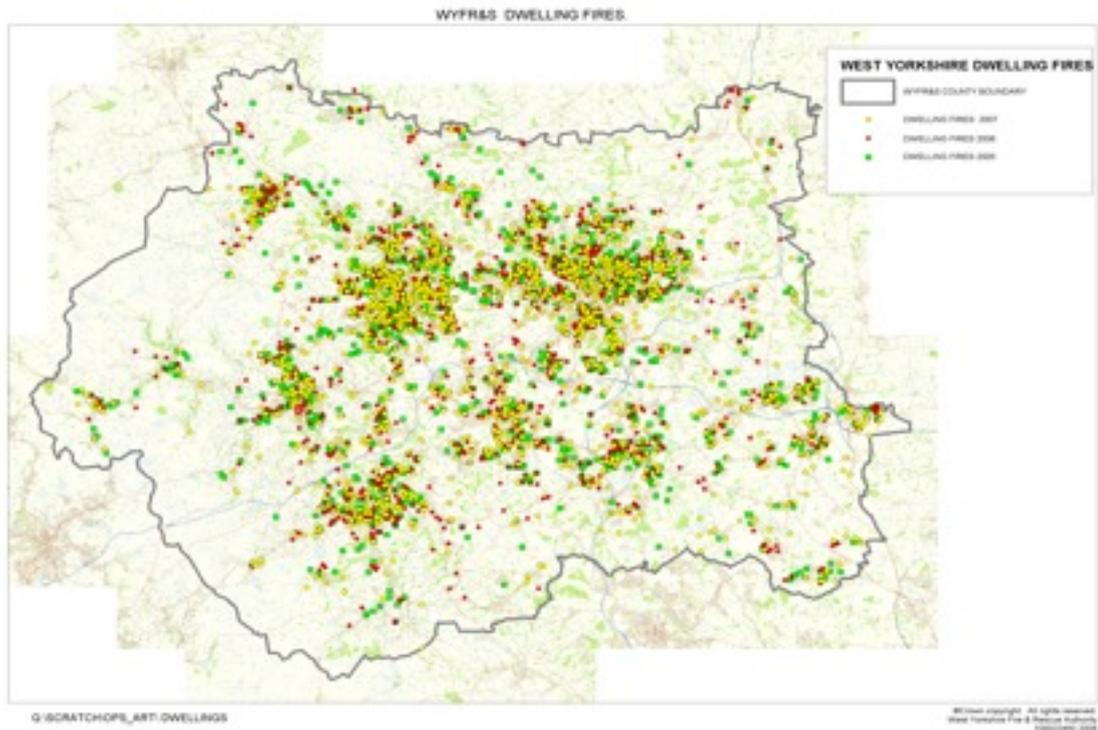
The map, below, illustrates the current IMD levels across West Yorkshire. Areas colour coded red indicates higher levels of deprivation.



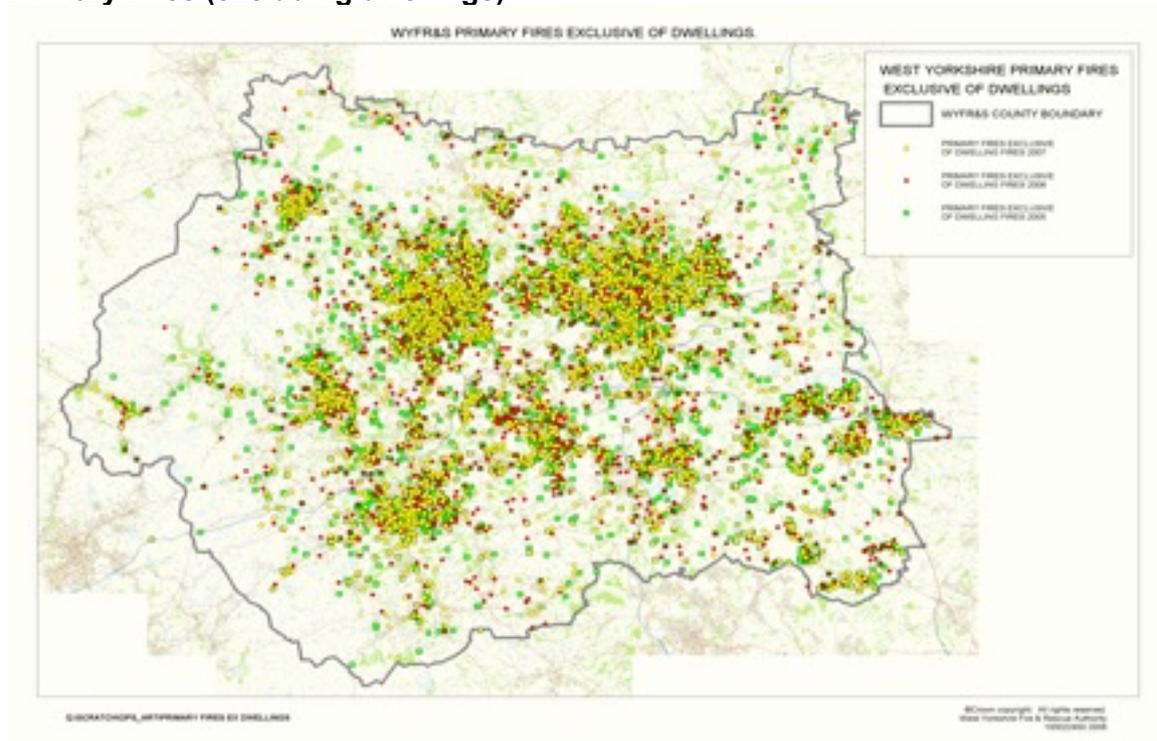
Analysis of Activity Levels

The maps, below, provide a simplistic geographical representation of levels of operational activity during 2005-2007 in West Yorkshire. Our information technology software suite is continually being updated and recent developments now facilitate an improved mechanism for geographically indicating the location of incidents and this facility will be fully utilised in future risk analysis and planning initiatives.

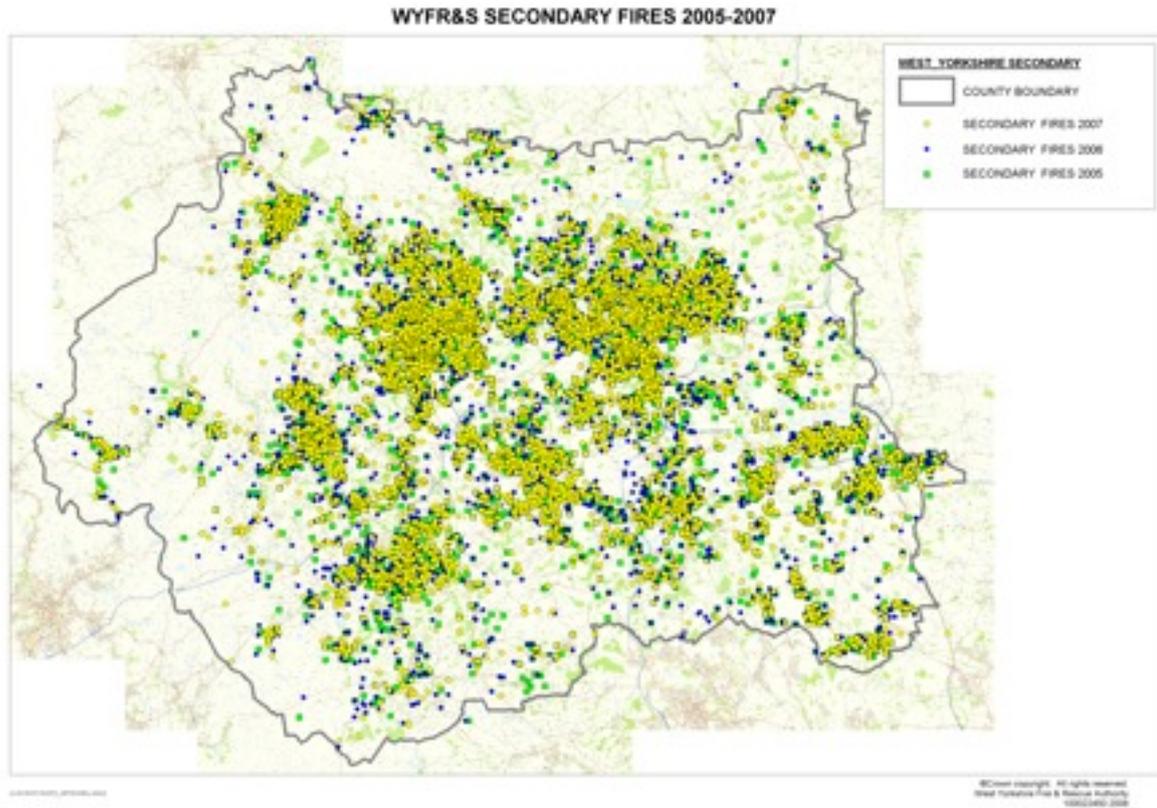
Dwelling Fires (accidental & deliberate)



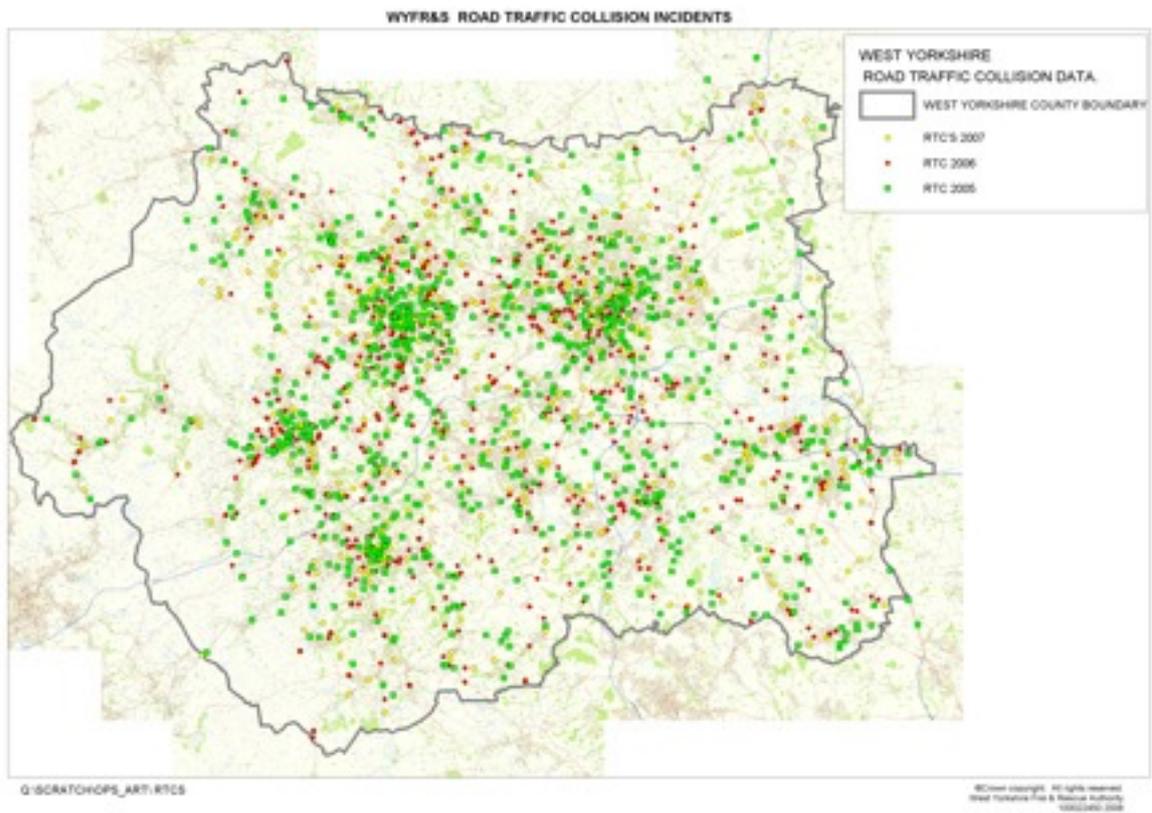
Primary Fires (excluding dwellings)



Secondary Fires



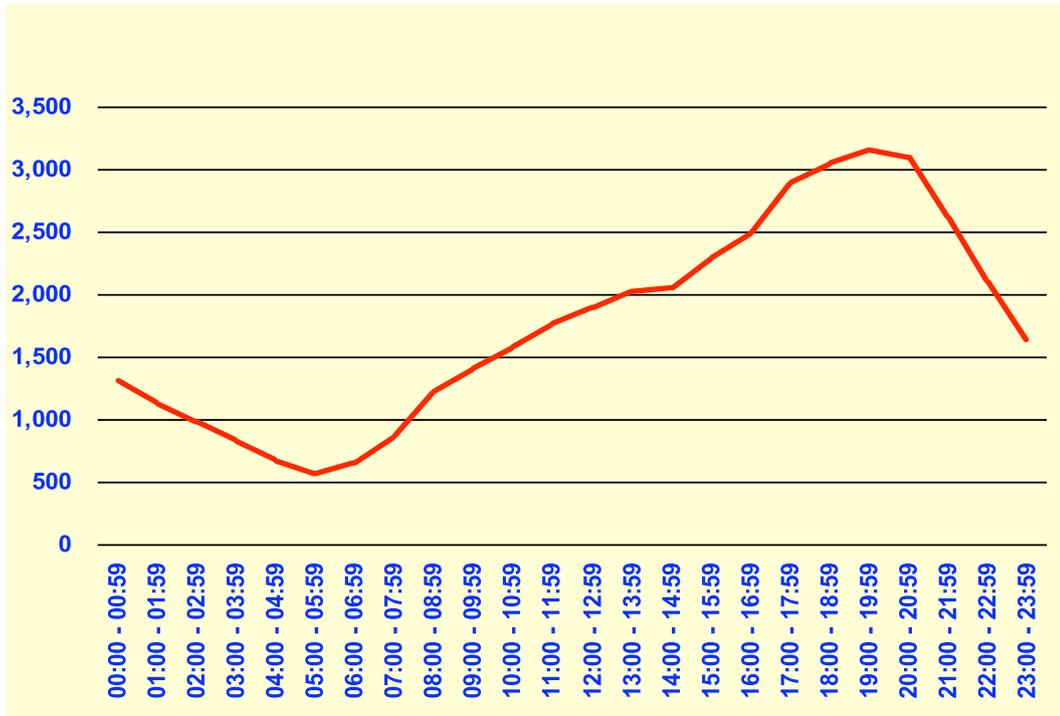
Road Traffic Collisions



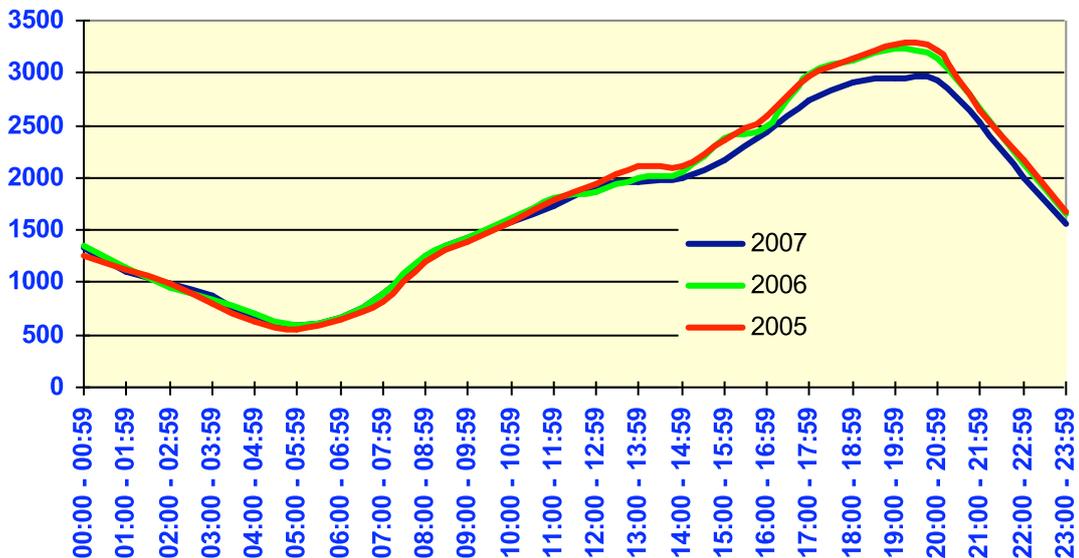
Operational Activity Level Predominance

Incident activity levels do not remain static throughout a 24-hour period and there are specific periods during each day/night where operational activity levels are more predominant. The following charts represent operational activity levels for the three-year period 2005-2007 in relation to their respective time of occurrence.

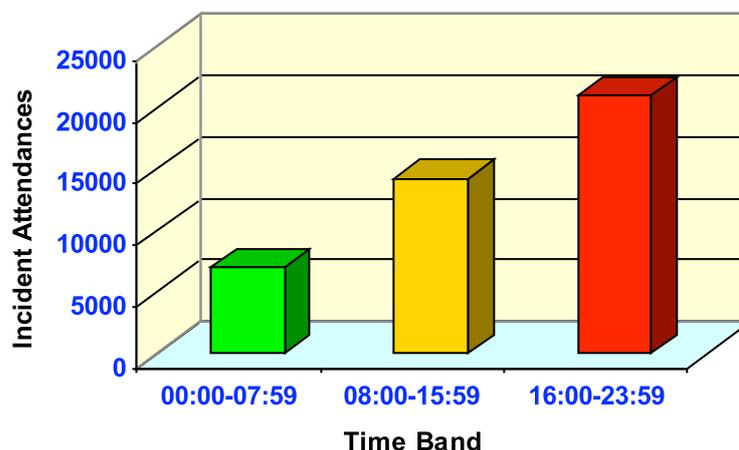
3year Average Incident Attendance by Time of day



2005-2007 Incident Profile by Time of Occurrence



The charts, above, illustrate that 54% of all incidents attended have occurred during 08:00 and 19:00 hours, coinciding with the current start and finish times of the wholtime shift pattern operated by West Yorkshire Fire and Rescue Service. By dividing a complete 24-hour period into three separate time bands, the differential in incident occurrence and corresponding operational resource demands is clearly evident.



The above chart provides a visual indication of operational activity levels for West Yorkshire's front line fire appliances and the clear differentials in resource deployment levels.

Incident Rates

An alternative approach for benchmarking operational activity levels is to compare incident occurrences within specific Local Strategic Partnership (LSP) areas with their corresponding population levels. This methodology produces a rate of incident occurrence per million population and can be benchmarked against similar rates for neighbouring LAA areas and national averages provided by FSEC.

The following table compares the average accidental and deliberate dwelling fire rates (per million population) including associated casualty rates for each of our five LAA areas. Three yearly data (2005-2007) has been used in conjunction with population statistics (provided by Neighbourhood Statistics) to generate average performance rates. The national average figures have been taken from the Communities and Local Government (CLG) document, "Fire and Rescue Service partnership working toolkit for Local Area Agreements" and are averages based upon 2005 data.

LAA Area	Accidental Dwelling Fires	Accidental Dwelling Fire Injuries	Accidental Dwelling Fire Deaths	All Dwelling Fires	All Dwelling Fire Injuries
Bradford	803	209	1	1063	256
Calderdale	732	162	7	886	207
Kirklees	591	151	4	740	177
Leeds	790	178	5	1040	212
Wakefield	517	126	9	660	163
National Average	763	153	5	925	182

The incidence of fire related deaths and injuries are subject to a fair degree of volatility, isolated incidents together with lower population levels, can significantly affect rate levels. Injury rates can also be open to interpretation and the above figures include those individuals receiving a "precautionary check up", whereby traditional reporting of accidental dwelling fire information in conjunction with Best Value Performance Indicators (BVPI's), has excluded precautionary check up data. The above figures represent generically higher values than the respective national average figure, but are reflective of higher deprivation and overall geographical risk levels associated with Metropolitan Fire Authority areas. It is therefore, useful to benchmark our incident occurrence rate with that of other Metropolitan Fire and Rescue Services.

In total there are seven Metropolitan Fire and Rescue Services, including West Yorkshire and a “Family Group” comparison often provides a better reflection of compatible risk levels across the areas served by these Authorities.

The following table and data is reflective of information provided by 2006 national fire service statistics and published by CLG. The population figure used for calculating corresponding incident rates is 2,161,000 for West Yorkshire.

Fire Authority	All Dwelling Fires	All Dwelling Fire Injuries	All Dwelling Fire Deaths
Greater Manchester	1597	488	9
Merseyside	1434	269	3
South Yorkshire	957	251	7
Tyne & Wear	1718	261	6
West Midlands	1064	115	9
London	975	233	5
West Yorkshire	925	202	8

Risk Matrix

Data has been combined, sorted and mapped for the three-year period 2005-2007 to indicate areas of operational activity for all types of incidents and provides an illustration for activity within each of our respective fire station areas. This data has been further represented by the provision of a statistical overview of risk levels via a simple spreadsheet, which indicates activity levels for each area and facilitates benchmarking of risk levels across the county.

Initial analysis concentrated upon fire station activity levels to provide an overview for levels of risk populated by operational activity within each respective fire station area. This activity data has subsequently been sorted into several fields to create an activity level benchmarking/ranking order for each fire station area. An overall activity ranking has also been applied to provide a simplistic measure of the risk for each fire station area.

In total, eleven risk indicators have been included on the risk matrix spreadsheet, each indicator being categorised by four separate risk ratings - very high, high, medium or low risk. The methodology used to determine each risk rating has been to subtract the lowest value recorded from the highest recorded value to determine the range; the range has subsequently been divided into quartiles to provide the individual risk categorisation range.

For example, in 2007 Gipton responded to 177 dwelling fires and Meltham to just 2. The range is therefore calculated by subtracting 2 from 177, equalling 175 and quartiles of this figure equal 44.

This first quartile value is added to the lowest value therefore in this case 44 added to 2 equals 46. Any values between 2 and 46 have therefore been allocated a low risk categorisation; those between 47 and 91 receive a medium risk categorisation etc.

The majority of our fire station areas, which attract a predominance of very high or high-risk categorisation values across the range of risk indicators, have historically been provided with two whole-time pumping appliances. This is not the case for certain station areas with a predominance of medium risk categorisation values across the range of risk indicators, with some areas being served by one whole-time pumping appliance and others two whole-time pumping appliances.

Fire station areas attracting a predominance of low risk categorisation values across the range of risk indicators, have been resourced with a mixture of single whole-time staffed pumping appliances, retained duty system (part-time) staffed appliances and day-crewed (whole-time staffed) appliances.

The risk matrix methodology assists us in determining whether our current positioning of operational resources corresponds to the areas of greater need and whether the duty systems being employed at fire stations are appropriate.

The following spreadsheet is an example of one of the risk matrixes used for our risk analysis process and includes data specific to 2007. Similar versions of the matrix are maintained which utilise data in respect of a three and five year period, providing a reliable and longer term evaluation of risk, which is not overly influenced by spate incident attendances in any one isolated yearly period.

2007 Risk matrix Example-2006-2007 Data

Risk Very High High Medium Low Station	Duty System	Depr ivati on	Dwelli ng Fires	Buildi ng Fires	Seco ndary Fires	Car Fires	Major Fires	Total Preve ntable Fatali ties	Rate of Dwelli ng Fires per 1,000 dwelli ngs	Road Traffi c Collis ions	Speci al Servi ce Calls (life risk)	Life Risk Incide nts
Gipton	Whole Time	47	177	58	812	163	0	1	5	29	50	285
Huddersfield	Whole Time	30	129	73	625	162	1	0	2	50	61	261
Bradford	Whole Time	54	129	77	739	164	0	0	7	57	49	253
Leeds	Whole Time	35	125	80	591	115	2	2	5	51	63	268
Hunslet	Whole Time	47	112	75	989	153	5	0	4	37	39	225
Odsal	Whole Time	36	108	69	816	194	0	0	3	41	45	222
FWG	Whole Time	39	83	59	665	171	1	0	3	37	45	186
Stanningley	Whole Time	28	74	29	557	97	0	0	2	41	48	151
Moortown	Whole Time	25	69	39	288	88	1	1	2	32	33	140
Idle	Whole Time	33	62	43	329	57	1	0	2	23	32	137
Wakefield	Whole Time	25	61	57	418	81	3	0	2	38	43	161
Halifax	Whole Time	27	50	45	383	93	0	0	2	39	41	134
Keighley	Whole Time	31	46	25	363	70	1	0	2	14	17	88
Shipley	Whole Time	25	42	16	216	62	1	0	1	22	25	83
Cookridge	Whole Time	19	41	19	185	88	0	0	2	24	31	91
Dewsbury	Whole Time	35	41	43	369	50	1	0	2	14	22	106
Batley	Whole Time	29	40	22	321	35	0	0	2	16	20	82
Illingworth	Whole Time	32	38	11	320	81	1	0	2	19	16	65
Morley	Whole Time	22	36	27	203	38	0	0	2	50	49	111
Castleford	Whole Time	39	31	29	330	47	2	0	2	30	28	87
Stanks	Whole Time	32	27	14	167	36	1	1	1	22	19	58
Pontefract	Whole Time	25	26	21	145	34	0	0	1	31	25	68
Cleckheaton	Whole Time	21	25	20	200	51	0	0	2	26	26	71
Brighouse	Whole Time	18	23	23	148	32	0	0	2	29	24	67
Rawdon	Whole Time	12	23	10	79	25	0	0	2	15	14	47
Ossett	Whole Time	20	20	27	134	43	0	1	1	16	19	66
Knottingley	Day Crewed	37	18	8	183	50	0	0	1	13	11	37
Mirfield	Retained	16	16	11	72	30	1	1	2	7	9	32
Rothwell	Whole Time	25	15	18	112	34	0	0	1	33	27	60
Normanton	Retained	28	14	7	104	22	0	0	2	11	7	28
Bingley	Whole Time	15	13	6	62	22	0	0	2	11	20	39
South Elmsall	Whole Time	37	12	15	222	30	2	1	1	20	14	41
Holmfirth	Retained	14	12	12	47	17	0	0	2	13	5	29
Slaithwaite	Retained	20	12	7	52	15	0	0	1	5	8	27
Garforth	Whole Time	15	11	22	144	50	0	0	2	26	22	55
Elland	Whole Time	20	11	13	81	43	1	0	1	43	23	47
Hemsworth	Retained	40	11	13	216	35	0	0	3	10	13	36
Todmorden	Day Crewed	28	10	9	80	16	0	0	1	16	15	32
Wetherby	Whole Time	9	10	14	43	13	0	1	1	19	17	40
Mytholmroyd	Retained	21	7	6	61	7	1	0	1	4	7	20
Featherstone	Retained	32	6	14	199	17	0	0	1	12	13	33
Skelmanthorpe	Retained	12	6	14	50	13	1	0	1	24	16	36
Haworth	Retained	17	6	3	28	5	0	0	1	5	4	12
Marsden	Retained	23	6	3	18	4	0	0	1	5	2	11
Otley	Retained	10	5	5	26	6	0	0	1	13	11	21
Silsden	Retained	12	3	1	11	1	0	0	1	3	2	6
Ilkley	Retained	7	2	2	34	7	0	0	1	7	12	15
Meltham	Retained	15	2	2	34	7	0	0	1	7	9	13

Planning for the Unexpected

We maintain a number of business continuity plans, which specifically address service delivery in the event of a catastrophic event together with policies and procedures for traditional incident attendances. We are continually monitoring “New Dimension” planning requirements and assessing our capabilities to respond to large catastrophic incidents. The established resources for mass decontamination; urban search and rescue, high volume pumping and detection, identification and monitoring of substances provide the county with an equipped and resilient response to these risks.

Our on-going commitment to the FiReControl and Firelink programmes will continue and result in the establishment of an enhanced control service and the introduction of an interoperable radio communications system.

Recent large-scale incidents have emphasised the important role that fire and rescue services have in regard to national resilience and the need to maintain a capability to effectively respond to an increasingly diverse variety of incidents.

The severe flooding which affected much of the country during June and July 2007 followed the wettest ever May to July period since national records began in 1766 and prompted a review by CLG into the corresponding fire and rescue service response.

The Chief Fire and Rescue Adviser, Sir Ken Knight, has conducted this review which has focussed upon the operational lessons learned and feedback received in relation to the many incidents attended and dealt with by respective fire and rescue services. The final report has now been published and circulated to all fire and rescue services. The Department for Environment, Food and Rural Affairs (Defra) also commissioned an independent review of the flooding events led by Sir Michael Pitt and the Cabinet Office. This review has addressed all implications of the summer floods, including its wider effects on society, flood prediction/prevention and the response arrangements to flooding events.

Such flooding events will continue to present the fire and rescue service with significant challenges and we are therefore developing our existing resilience arrangements accordingly, to address this. The recommendations resultant from the independent review process have been adopted and incorporated into our policies, procedures, business continuity and resource planning arrangements.

At the opposite end of the climatic change spectrum lays the probability of longer periods of protracted dry weather, which again presents a number of challenges to the West Yorkshire Fire and Rescue Service. Given the right weather conditions, large and prolonged fires affecting grassland and moorland can develop rapidly and adversely affect the community in which they are located. Such effects may lead to personal injury, damage or destruction of property (dwellings and other agricultural, commercial or industrial properties), damage or destruction to habitat/wildlife areas of special scientific interest, environmental pollution (including smoke polluting the atmosphere) and the interruption to electricity supplies through damage to overhead power lines.

Longer, hotter summers and drier winters combined with increased access to the countryside for leisure activities have increased the likelihood for the occurrence of large rural wildfires.

A number of incidents involving buildings and sites of cultural or historic importance have recently featured within national media reports. The fire damage sustained by the Cutty Sark ship, whilst moored in London is an example of one such event which resulted in substantial damage being caused to an iconic part of English heritage. Our operational intelligence gathering processes, resultant Tactical Information Plans (TIP) and Specific Site Information (SSI) will continue to be utilised for minimising the risk from fire to sites of historic importance and informing tactical planning for incidents.

Specific establishment levels for both managerial and operational officer roles are utilised to ensure that sufficient incident command and management resources are maintained and facilitate consistency with our established incident command system protocols. The

allocation of operational resources is planned strategically to facilitate the IRMP. Fire appliance staffing arrangements are determined according to their respective area risk determination and with consideration being given other countywide demand levels. Our staff members are conditioned to a series of differing duty systems appropriate to risk levels. Additional resilience is provided by recall to duty, pre-arranged overtime working, pre arranged detached duties and the provision of additional peak period appliances available to meet exceptional and spate condition demand levels.

A Regional Perspective

Sections 13 and 16 of the Fire and Rescue Services Act 2004 provide clear instructions for fire and rescue services in regard to mutual assistance and the discharge of functions by others. A Regional Management Board (RMB) representing all fire and rescue services within the Yorkshire and Humber region meets regularly to develop collective working arrangements, in conjunction with the above legislation and for six specific business streams:

- ❑ Resilience arrangements.
- ❑ Establishment of common and specialist services.
- ❑ Establishment of regional control rooms.
- ❑ Regional procurement, compliant with national standards.
- ❑ Development and delivery of regional training initiatives.
- ❑ Regional personnel management and human resource management functions.

West Yorkshire FRS has been highly influential within the RMB forum and continues to take a leading role in the sharing of resources and co-operative working within the region supporting our regional partners with the provision of a number of facilities and resources including resilience, line rescue and fire investigation support. The provision of such services complement the existing commitment toward cross-border assistance arrangements provided by West Yorkshire FRS and all of our border county fire and rescue services.

We will continue to collaborate and work alongside our regional partner FRS's within the established business streams, which will further facilitate the management of risk both within West Yorkshire and at a regional level.

Community Risk Register

Our planning process is reflective of those risks prevalent within the Community Risk Register (CRR) for West Yorkshire and those, which have been highlighted by Local Resilience Forums (LRF). We have a duty under part one of the Civil Contingencies Act 2004 to co-operate with other responders and organisations engaged in emergency response within West Yorkshire and as part of the LRF, contribute to the population and update of the CRR.

The risks contained within the CRR vary from the traditional ones associated with fire and rescue, to newer emerging risks such as those associated with the threat of terrorism and climatic change. The risk assessment framework, for the Register, is divided into ten different risk categories, with each category entry being allocated a specific risk number and a corresponding national risk reference. The broad categories of risk are:

- ❑ Industrial accidents and environmental pollution.
- ❑ Transport accident.
- ❑ Severe weather.
- ❑ Structural.
- ❑ Human health.
- ❑ Animal health.
- ❑ Industrial action.
- ❑ International event.
- ❑ Industrial technical failure.
- ❑ Public protest.

The Register contains an explanation for each risk entered under each specific category together with an accompanying outcome description, likelihood value, impact value, overall risk rating (very high – low) and the control measures in place for the risk.

The CRR facilitates members of the LRF to prepare and test emergency plans and maintain focus upon planning based upon priority and need. It does not cover all eventualities and, indeed, those risks, which are prevalent within the core duties of emergency responders such as a routine attendance at a fire, are not included within the Register and only those events, which constitute as a major incident, are included.

The Community Risk Register risk assessment framework can be accessed by the following link: http://www.westyorkshire.police.uk/files/docs/crr_risk_assesment_framework.pdf.

Risk Analysis Summary

The nature of risk is constantly changing in response to social, economic and environmental developments. We will continue to develop our risk analysis methodologies to ensure that we can continue to make a positive impact upon them and improve the safety of our communities. Our IRMP process will continually inform strategies consistent with our three key areas of service delivery, "*Prevention, Protection and Response*".

We will continue to comply with our statutory obligations, effectively contribute to improving local and national resilience against the diversity of risks posed to our communities and continue to work together with other members of the Local Resilience Forum in the development and progression of risk mitigation initiatives and the improvement of public safety and security. We will continue to reduce the risk from fire and other emergency incidents within the communities of West Yorkshire by implementing ambitious prevention and protection initiatives and by effectively working within LSP arenas and alongside partner organisations throughout each of the five Districts in West Yorkshire.

Our analysis of risk will continue to embrace new and emerging methodologies and allow us to manage our resources and assets in the most effective manner and continue to deliver a highly professional service to the communities of West Yorkshire.

Our Areas of Service Delivery

Prevention

Our “Ambition” is to “Make West Yorkshire safer” by the provision of an excellent and modern fire and rescue service. By working in partnership with other organisations we strive to reduce death, injury, economic loss and contributes to community well being.

To achieve our “Aim” we need to look at our current service provision and determine how we need to deliver services in the future. The three step service delivery process of prevention, protection and response will continue as the primary methodology in the provision of policies to address the increasing variety of risks posed to the communities of West Yorkshire.

Our prevention plans will focus upon how to reduce the risk of fires and other emergencies arising and to mitigate their respective impact when they do occur. We have a statutory and moral duty to ensure that the communities of West Yorkshire are safe and we must be prepared to respond to new opportunities and challenges when they arise.

The formation of LSP’s and resultant LAA’s has provided an excellent opportunity to respond collectively to societal problems and the provision of resources to address these. Such partnerships will provide a forum for setting the strategic vision for each of our five districts within West Yorkshire and for delivering sustainable community strategies.

By working with our partners within the respective districts we will continue to deliver a collaborative and more effective approach to safer communities.

Protection

Since its enactment on 1st October 2006 we have had a direct responsibility to enforce the Regulatory Reform (Fire Safety) Order in a wide variety of premises throughout West Yorkshire. By adhering to the principles contained within the “Enforcement Concordat” and by working closely with businesses and property owners, we will continue to offer workable solutions to the risk of fire.

West Yorkshire Fire and Rescue Service recognise the value of commercial premises to the local economy along with the impact caused by the loss of such premises. We will therefore, continue to manage the risk in premises via a combination of measures, which are suitable and proportionate to each individual premise.

Response

We have a number of established policies and procedures to ensure that the correct operational response is deployed where prevention and protection initiatives have been unsuccessful. Operational intervention is the final piece in the jigsaw for the management of risk and is complemented by the preceding prevention and protection strategies.

Operational response resource requirements are determined by our risk analysis process and predicted levels of operational activity. Our planning arrangements do not discount preparedness and resilience to respond to serious protracted and spate incidents and specific plans have been put in place to address these risks.

Looking Ahead - Our Future Action Plans

The following tables provide a simplistic illustration and overview of our three-year plans in respect of prevention, protection and response initiatives. Objectives have been situated in order of priority.

Fire Safety and Community Relations – Prevention

Service Provision	Priority
<p>Continued reduction of accidental fires, deaths and injuries and to ensure delivery of “National Indicator” set targets</p> <ul style="list-style-type: none"> ❑ The Government has introduced a new set of 198 national indicators for English local authorities and local authority partnerships. ❑ A number of these indicators hold particular relevance to fire and rescue services and two directly measure fire outcomes: <ul style="list-style-type: none"> ▪ Arson incidents (deliberate fires); and ▪ The number of primary fires, related fatalities and non-fatal casualties. 	High
<p>Achieve a reduction in the number of dwelling fires and deliver the 2009-2012 phase of the integrated risk reduction strategy</p> <ul style="list-style-type: none"> ❑ West Yorkshire Fire and Rescue Service commenced a free home fire safety check service in 1996, including the free fitting of smoke alarms. ❑ This service forms the basis of our county wide integrated risk reduction strategy, due to be completed in 2013. ❑ During 2009-2012 we aim to complete 168,000 home fire safety checks in dwellings throughout West Yorkshire and place greater emphasis upon revisiting dwellings identified as higher risk. 	High
<p>Undertake a review of the strategy, to address members of the public who fall within a ‘High Risk’ category following a home fire safety check and expand specialist referral schemes to all West Yorkshire’s Districts via effective partnership working. Review to commence 2009/10</p> <ul style="list-style-type: none"> ❑ A multi-agency approach is sometimes required to effectively address fire risks, posed to members of the community. 	High
<p>Deliver a strategy, for the three-year period 2009-2012, to reduce the number of non-accidental fire deaths and injuries</p> <ul style="list-style-type: none"> ❑ This strategy will be reflective of the new national indicators for fire and rescue services. 	High
<p>Undertake a review (2009/10) of the arson and deliberate fire reduction strategy to ensure performance against the new “National Indicator” set targets.</p> <ul style="list-style-type: none"> ❑ This type of incident is indicative of anti social behaviour and impacts strongly upon communities and local economies. ❑ These types of incident are still the largest single cause of fire in West Yorkshire. 	High
<p>Deliver and review Action Plan objectives set, during 2008/09 in respect of the Road Safety Strategy. To commence 2009/10</p> <ul style="list-style-type: none"> ❑ The purpose of the Road Safety Strategy is to work with partners to reduce the number of incidents associated with roads in West Yorkshire set against Public Service Agreement (PSA) targets, which are established both nationally and locally. 	Medium
<p>During 2009/10 open and develop the Bramley “Centre for Excellence” (SAFETY - CENTRAL) headquarters for Community Safety</p> <ul style="list-style-type: none"> ❑ The former Bramley fire station site is currently being converted into a “Flagship” community safety centre. 	Medium
<p>Undertake a review of the Young Firefighter Scheme and ensure its availability in all Districts</p> <ul style="list-style-type: none"> ❑ This scheme enables positive interaction, between community youth groups and fire fighters, working within their respective communities. 	Medium

Fire Safety and Community Relations - Protection

Service Provision	Priority
<p>Ensure that fire safety enforcement and inspections are in compliance with the Government's "Better Regulation" agenda</p> <ul style="list-style-type: none"> □ Embed a risk-based, proportionate and targeted approach to regulatory inspection and enforcement of commercial and industrial premises within West Yorkshire. □ Use our resources in a way that gets the most value out of the effort that we make, whilst delivering significant benefits to low risk and compliant businesses through better focused inspection activity, increased use of advice for businesses and lower compliance costs. □ Adopt a positive and proactive approach towards ensuring compliance by: <ul style="list-style-type: none"> ▪ Helping and encouraging regulated entities to understand and meet regulatory requirements more easily; and ▪ Responding proportionately to regulatory breaches. 	High
<p>Introduce, monitor and evaluate the new Incident Recording System (IRS)</p> <ul style="list-style-type: none"> □ IRS is a national project led by Communities and Local Government and forms part of the Fire and Rescue Service Improvement Programme. □ It will provide the essential information required for efficiently monitoring and managing the use of our resources. □ The system will provide the basis for policy decisions that have to be taken in formulating Integrated Risk Management Plans and will contribute to the National Performance Indicators. 	High
<p>Evaluate premises risk data collected by operational crews and referrals made to specialist fire safety inspectors</p> <ul style="list-style-type: none"> □ In compliance of the Fire and Rescue Services Act 2004 our operational fire crews undertake a number of specific risk inspections within premises throughout West Yorkshire. 	Medium

Operations – Responding

Service Provision	Priority
<p>Conduct a fundamental review of the current roles, expectations and capabilities of Retained Duty System (RDS) staff.</p> <ul style="list-style-type: none"> ❑ West Yorkshire currently has 14 fire stations, which are staffed by part time firefighters each with varying staff availability levels. ❑ RDS firefighters are required to fulfil the same role map as whole-time firefighters. ❑ Current training obligations placed upon RDS staff do not match those of whole-time firefighters. 	High
<p>Continue with the review of duty systems and seek implementation of alternative systems.</p> <ul style="list-style-type: none"> ❑ West Yorkshire FRS currently utilises three different duty systems for operational fire-fighters: <ul style="list-style-type: none"> ■ Shift duty (two days, two nights, four rest days) ■ Day crewing four days duty including, four nights on call from home, followed by four rest days. ■ Retained duty system, for part time firefighters ❑ A review of potential duty systems, for operational staff, commenced in 2006 to establish whether alternative duty systems would offer greater efficiency. The current agreement is for a new duty system, if required, to commence no sooner than January 2010. ❑ We will establish a Review Team in lieu of this project. 	High
<p>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.</p> <ul style="list-style-type: none"> ❑ The average incident attendance time for 2007 was 5 minutes, 56 seconds ❑ It is likely that more complex recommendations relating to redeployment of resources may be longer-term objectives. 	Medium
<p>Review provision of specialist appliances and specialist rescue resources.</p> <ul style="list-style-type: none"> ❑ The current operational specialist appliance fleet includes, five aerial appliances, a command unit, six prime movers and associated demountable unit resources. ❑ Improvement and additions to existing front line appliance rescue equipment may affect the requirement for certain specialist resources. ❑ A Review Team will be established in lieu of this project and will undertake a gap analysis and evaluation of the suitability of current specialist resources. 	Medium
<p>Conduct a review into the managerial and command capacity of the organisation.</p> <ul style="list-style-type: none"> ❑ The review will include an analysis of training needs, command capabilities and operational requirements. ❑ The review will be required to make an assessment of the current resource availability against the desired skills base and also assess the managerial capacity required to meet organisational objectives. ❑ The managerial requirements associated with all IRMP review recommendations will be reflected by the result of this specific review. 	Medium

Our Action Plans -The Details

Prevention

Reduction of Accidental Fires, Deaths and Injuries

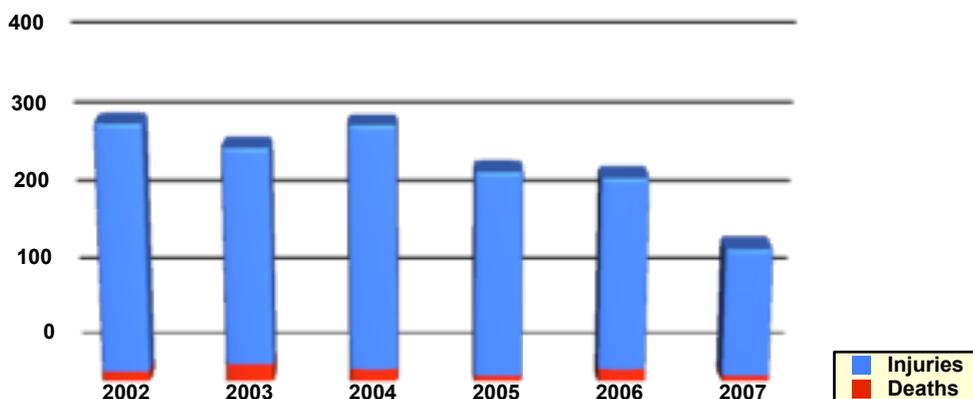
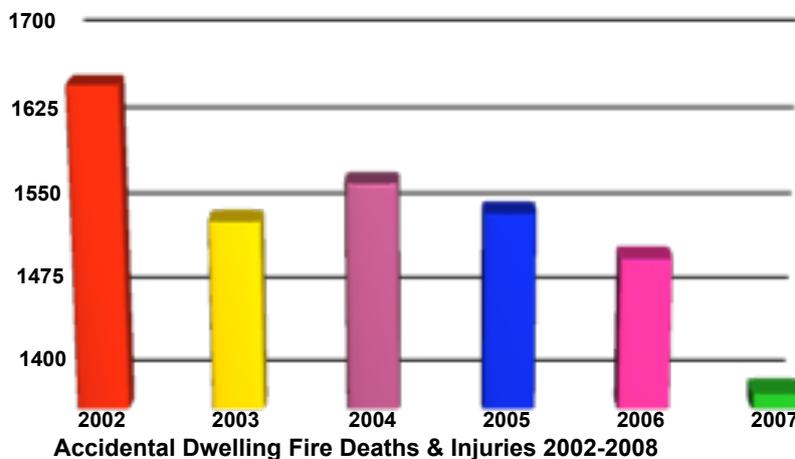
In 1996 we commenced a free home fire safety check service in West Yorkshire inclusive of free fitting of smoke alarms in all houses visited by our officers. Our second IRMP presented a structured development of this service, to implement a two-stage integrated community safety strategy.

It is our intention, under this “Level 1 County-wide Strategy” to undertake initial and return visits to approximately 450,000 households in West Yorkshire by 2013, with operational crews visiting a minimum of 42,500 households per year, supplemented by a further 13,500 household visits per year by our specialist community fire safety teams.

Level 2 of our County-wide Strategy will continue to be employed where specific IRMP proposals exist to modify the operational resources within a particular area. This element of the strategy will, in future, be subject to a risk assessment of areas directly affected by specific proposals and where appropriate, will combine dedicated risk reduction resources with local fire crews to reduce the risk from fire and other emergencies prior to implementation of proposals.

During the period 2002-2004 there were 48 accidental dwelling fire deaths and 866 accidental dwelling fire injuries in West Yorkshire. Within a similar 3-year period for 2005-2007 these figures have both reduced significantly to 29 (40% reduction) and 641 (26% reduction) respectively. The occurrence of accidental dwelling fires has also been moderately decreased (7%) over the same period of time.

Accidental Dwellings Fires 2002-2008



As the Integrated Community Fire Safety Strategy was implemented on 1st April 2005 these figures suggest that it has had a positive impact upon the number of accidental dwelling fire deaths, injuries and to a lesser extent accidental dwelling fire occurrences.

The free fitting of smoke alarms and other safety equipment as part of our home fire safety check service, has not necessarily prevented fires from occurring in dwellings but has provided the occupants with an improved opportunity to escape. The focus for the forthcoming three-year period will be to ensure that dwelling fires occurring within West Yorkshire are reduced at a greater rate than at present.

We recognise that each fire is a significant event for those members of the community whom are unfortunate enough to experience one and that there are also a financial implications resulting from fire related incidents.

A recent document released by CLG entitled, "Fire and Rescue Service Partnership Working Toolkit for Local Area Agreements" provides estimated costs to the community for each fire related incident.

The following values have been attributed to each respective fire event:

□ Fatality	£1,546,688.
□ Non-fatal injury involving burns	£174,354.
□ Non-fatal injury involving overcome by smoke, or fumes	£44,019.
□ Fires (property damage)	£8,507.

By using these financial values and combining them with two sets of three-yearly data (2002-2004 and 2005-2007) we have estimated that a saving of almost 100 million pounds has been made to the community of West Yorkshire. Although it is impossible to place an actual value upon life, the figures do provide some representation of the financial benefits of community safety work in addition to the moral and social benefits.

Our commitment to the Integrated Community Fire Safety Strategy will continue as it is, delivering significant improvements to the safety of West Yorkshire's communities and reducing the financial burden upon the county's population.

Deliberate Fire Reduction Strategy

In addition to our ongoing commitment to the home fire safety check service, we are also committed to driving down the number of arson/deliberate and nuisance fires within the county. This type of incident is often indicative of anti social behaviour and impacts strongly upon communities and local economies.

These types of incident are still the largest single cause of fire in West Yorkshire and we will continue to invest in arson reduction initiatives and work alongside partner organisations to reduce their occurrence.

Engaging with young people is another of our key community safety strategies, which is facilitating the education of school children in respect of fire, road and water safety via a structured schools visit programme. The continuation and expansion of the Young Firefighter Scheme across the majority of our community fire stations will continue to provide positive interaction between community youth groups and fire fighters, working within their respective communities.

Better understanding and improved relationships will continue to reduce the number of fire setting and hoax call incidents, along with the generic reduction of anti social behaviour and overall community cohesion.

Road Safety Strategy

Road accidents cause immense human suffering and according to Department for Transport statistics, around 3,500 people are killed, every year on Britain's roads and 40,000 are seriously injured. In total, there are over 300,000 road casualties, in nearly 240,000 accidents, and about fifteen times that number of non-injury incidents. This represents a serious economic burden; as the direct cost of road accidents involving deaths or injuries is thought to be in the region of £3billion a year.

During 2007, West Yorkshire Fire and Rescue Service resources were mobilised to 1110 road traffic collisions. Of these incidents 483 resulted in public injuries and there were, sadly, 37 resultant fatalities. A number of additional road accidents and subsequent deaths and injuries are attended by West Yorkshire Police, Yorkshire Ambulance Service and Local Authority resources, which do not require our resources.

The incidence of road traffic related deaths and injuries are therefore much greater than those associated with fire related incidents and we are actively working with partner organisations to reduce this incidence.

Our 2008/09 IRMP pledged our commitment to improving road safety by adopting guidance issued by the Chief Fire Officers Association (CFOA) relating to five main work streams:

- Inter agency working and partnerships.
- Prevention.
- Protection.
- Intervention.
- Marketing.

In 2000 the Department for Transport published a document entitled, "*Tomorrows Roads: Safer for Everyone*" which established a number of targets for the reduction of the number of road casualties by 2010. These targets are summarised below:

- A 40% reduction in the number of people killed or seriously injured in road accidents;
- A 50% reduction in the number of children killed or seriously injured; and
- A 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

The new performance framework for local government, outlined in the White Paper, "*Strong and Prosperous Communities*" is about improving the quality of life in places and better public services. A clear set of national outcomes and a single set of national indicators by which to measure progress against them are a key building block for this new framework. Two of these indicators will directly measure road safety outcomes:

- NI 47 People killed or seriously injured in road traffic accidents.
- NI 48 Children killed or seriously injured in road traffic accidents.

During 2009/10 we will continue to work together with our local partners to develop existing road safety strategies and align them to the targets set by the Department of Transport and the new national indicator set.

Protection

Fire Safety Enforcement

We will continue to reduce the risk from fire in commercial and industrial premises by embedding a risk based and targeted enforcement programme for such premises throughout West Yorkshire. Our enforcement officers will inspect premises identified at most risk by our inspection programme and ensure that the Authority's statutory responsibilities are discharged in accordance with the principles of the "Enforcement Management Model" and the "Regulators' Compliance Code".

The Regulators' Compliance Code is a central part of the Government's better regulation agenda. Its aim is to embed a risk-based, proportionate and targeted approach to regulatory inspection and enforcement among the regulators, which it applies to. The Code has been issued with parliamentary approval, following a wide and lengthy consultation process, and came into force on 6th April 2008 by virtue of the Legislative and Regulatory Reform Code of Practice (Appointed Day) Order 2007.

In England, the Code applies to local authority functions like trading standards, environmental health and licensing, as well as fire and rescue authorities. The Department for Business Enterprise and Regulatory Reform (BERR) expect regulators to integrate the Code's standards into their regulatory culture and processes. In general, regulators are asked to consider:

- ❑ **Supporting economic progress** - Performing regulatory duties should not impede business productivity.
- ❑ **Risk assessment** - Undertaking a risk assessment of all their activities.
- ❑ **Information and advice** - Providing information and advice in a way that enables businesses to clearly understand what is required by law.
- ❑ **Inspections** - Only performing inspections following a risk assessment, so resources are focused on those least likely to comply.
- ❑ **Data requirements** - Collaborating with other regulators to share data and minimise demand on businesses.
- ❑ **Accountability** - Increasing the transparency of regulatory organisations by asking them to report on outcomes, costs and perceptions of their enforcement approach.

Our internal inspection and enforcement policies have been reviewed and regard has been given to the Compliance Code. We will continue to progress collaboration with other regulators to share data and minimise demand on businesses and our ability to report on outcomes, costs and perceptions of our enforcement approach.

Wherever possible, our officers will adopt a positive and proportionate approach to ensuring compliance with fire safety legislation and work proactively with businesses and property owners.

Our enforcement and inspection programme will also incorporate a degree of flexibility to ensure that focus is maintained upon the premises considered to be at the highest risk. Operational fire crews will continue to undertake specific risk inspections of premises located within the area of each respective fire station. Information gathered during these inspections will be used in conjunction with that obtained during enforcement inspections to populate our data systems and determine a corresponding fire risk profile for commercial premises.

Incident Recording System

All Fire and Rescue Services are required, by 1st April 2009, to introduce and utilise a new national Incident Recording System (IRS). Introduction of this system has been resultant from a national project led by CLG and forms parts of the Fire and Rescue Service Improvement Programme.

It is a data system, which will provide the essential information that is required for efficiently monitoring and managing the use of fire and rescue service resources. Data, extracted from the incident recording system will populate national performance indicators and our subsequent performance against these, the system will also be a valuable source of information for policy decisions and future IRMP's.

Work has already commenced in developing an interface facility, which will allow our current information technology systems to be linked to the national IRS system and for reports to be pre-populated with information. This developmental work will continue and deliver a fully functioning interface, which facilitates exchange of information between West Yorkshire FRS systems and those of CLG.

Once developmental work has been completed, the information systems will be fully tested and evaluated, prior to being made live on 1st April 2009.

Response

Retained Duty System Review

West Yorkshire FRS currently employs 198 RDS staff at our 14 retained fire stations throughout West Yorkshire. Retained firefighters are generally employed by us on a part-time basis and often have primary employment with another organisation or company. They need to live or work within a one-mile radius of a retained fire station and be able to respond to that site within 5 minutes of an emergency call.

National Occupational Standards (NOS) are in existence for all fire and rescue service roles, which objectively measure individual competence against role related tasks and populate each individual fire and rescue service role map unit.

The operational role map for a retained fire fighter is no different to that of a whole-time fire fighter and they are expected to provide a similar level of service and maintain a similar standard of operational competence. On average, each RDS staff member is required to undertake 3 hours operational training each week, whilst each whole-time fire-fighter currently dedicates 8 hours per week to this activity. Operational exposure opportunities for RDS staff are generally less than those afforded to their whole-time colleagues and also vary greatly between each respective RDS fire station.

Due to no differential in the role map requirements for RDS staff, it is necessary to reflect this during recruitment of retained fire-fighters and each prospective retained fire-fighter is now required to undergo the same recruitment selection process as whole-time fire-fighters. The application of this process has led to further difficulties in recruiting sufficient individuals for RDS vacancies and consequently some of our retained fire stations are unable to maintain 100% fire appliance availability for their respective areas.

The following table summarises 2007 performance levels for all of West Yorkshire's RDS fire

RDS Station	Average Appliance Availability	Accidental Dwelling Fires (Own area)	Total Road Traffic Collisions (Own area)	Total Special Service Calls	Total Incidents (Own Area)	Total Number of Incidents Attended
Otley	94.5%	4	13	32	209	293
Ilkley	86.62%	2	7	33	174	235
Silsden	94.9%	2	3	9	154	292
Haworth	79.49%	5	5	11	81	99
Mytholmroyd	90.83%	6	4	28	152	216
Slaithwaite	99.42%	12	5	23	221	292
Marsden	93.4%	6	5	9	51	97
Meltham	99.25%	1	7	20	99	178
Holmfirth	99.42%	12	13	26	258	340
Skelmanthorpe	99.74%	5	21	71	259	292
Mirfield	96.67%	15	7	33	265	371
Normanton	87.36%	9	11	27	271	343
Featherstone	97.42%	5	12	35	363	450
Hemsworth	81.04%	9	10	48	471	472

stations:

The table illustrates the clear differentials for appliance availability, activity levels and operational exposure opportunities for RDS staff members serving at each retained fire station. The differential in both training commitments and operational exposure levels between whole-time and RDS staff members, presents itself as a corporate risk and we will, therefore, conduct a fundamental review into the roles occupied by retained fire-fighters, our expectations of them and what capability levels are in existence.

Duty Systems Review

The challenges now faced by modern fire and rescue services demand flexible resource management options to secure a balance between resource requirements, resilience and budgetary constraints.

The predominant duty system employed by West Yorkshire FRS is the 2 days, 2 nights, 4-rest days (2x2x4) rota, which utilises four Watches (shifts) and has been in operation for more than three decades. A much lesser number of our operational staff members are conditioned to three other duty systems, day crewing, day duties and the retained duty system (part time). Although these systems do possess some in built resilience, in terms of maintaining staff availability this is achieved by generically over resourced establishment levels.

A review of potential duty systems, for operational staff members commenced in 2006 to establish whether alternative duty systems could offer greater efficiency to those currently being employed by West Yorkshire FRS. We will evaluate the results of this review and explore whether there are viable, more demand led alternatives to the existing shift systems and commence appropriate implementation on 1st January 2010.

Targeted Review of Emergency Response Times

The Fire and Rescue Services Act 2004 replaced the previous 1947 Act and instructed fire and rescue services to utilise the integrated risk management planning process to determine the required speed and weight of attendance for emergency calls. This methodology, replaced the previous determination whereby attendance standards were based upon the predominance of certain buildings within an area and subsequent categorisation of A, B, C, D, or Remote Rural risk.

Although the previous methodology is outdated and solely concerned with property risk, it is still useful to compare our current attendance standard with the maximum attendance standards set by the previous Act.

Incident response times are continually monitored and the average appliance attendance times for West Yorkshire validate the improvements made in operational response service delivery. Due to the success of prevention and protection risk reduction initiatives in higher risk areas of the county, there are fewer incidents within areas where we would traditionally have provided a faster response. This does inevitably have a negative impact upon the average incident attendance times recorded for our appliances.

The table, below, identifies three year's data for front line appliance incident attendance times and the maximum attendance times set by previous legislation.

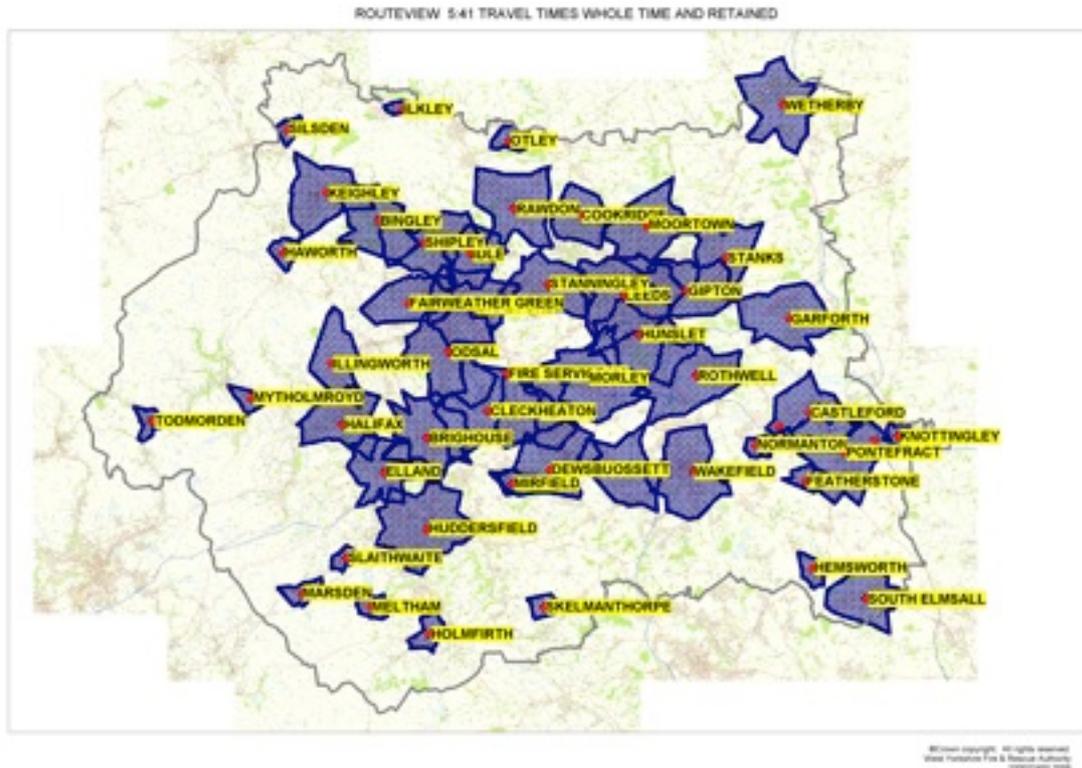
Target Incident Attendance Time					
Risk Category	A	B	C	D	Average Performance
Standard	5 minutes	5 minutes	8-10 minutes	20 minutes	
2005 Performance	4 mins 21 secs	5 mins 5 secs	5 mins 40 secs	8 mins 39 secs	5 mins 43 secs
2006 Performance	4 mins 28 secs	5 mins 12 secs	5 mins 53 secs	8 mins 46 secs	5 mins 55 secs
2007 Performance	4 mins 36 secs	5 mins 14 secs	5 mins 53 secs	8 mins 52 secs	5 mins 56 secs

We intend to undertake a comprehensive review of our current incident attendance capabilities and consider whether additional prevention, protection or response arrangements are required for areas of the county not currently benefiting from the average incident attendance performance standard. Consideration will be given to the degree of risk presented to each community from fire, road traffic collisions and other life threatening incidents.

The map below identifies our current capability to respond to areas of West Yorkshire within a 5 minute 41 second window from our existing fire station sites (compliance shaded blue).

This target response standard has been established following analysis of previous speed and weight of response data.

As can be seen from the illustration, there are a number of areas, where we are not currently able to meet our target response time. It is our intention to evaluate the risk within these areas and implement appropriate prevention, protection and response solutions where the risk is at an intolerable level.



Specialist Appliance and Rescue Resource Review

Fire and Rescue Services currently have a statutory duty under the Fire and Rescue Services Act 2004 to make provision for the purpose of:

- ❑ Extinguishing fires in its area.
- ❑ Protecting life and property in the event of fires in its area
- ❑ Rescuing people in the event of road traffic accidents in its area;
- ❑ Protecting people from serious harm, to the extent that it considers it reasonable to do so, in the event of road traffic accidents in its area.

This provision includes suitable arrangements for the provision of personnel, training, services and equipment to meet all normal requirements.

Despite the limitations of our statutory duties, we fully recognise the broader role which our fire-fighters undertake by responding to a much wider variety of operational incidents. The importance of maintaining operational competence, knowledge and understanding for such incidents is matched by the need to provide efficient and suitable operational appliances and equipment.

Our current fleet of specialist appliances includes five aerial appliances, a command unit, six prime movers and associated demountable unit resources. This fleet is supplemented by resources, provided in support of the “New Dimension” planning programme, including an incident response (mass decontamination) unit, urban search and rescue resources, high volume pump and a detection, identification and monitoring facility. We anticipate that the current fleet of specialist appliances would benefit from the addition of further resources, targeted towards growing areas of service provision.

It is our future intention to include a mix of dedicated aerial appliances with Combined Aerial Rescue Pumps (CARP) to provide a cost effective methodology for high-rise rescue and firefighting operations. A CARP is a vehicle that is similar to a normal fire appliance with the exception that it is also fitted with a hydraulic boom or 'sky-lift' enabling it to be utilised as an aerial appliance as well as a conventional fire appliance.

The number of non-fire related incident attendances (special service calls) are increasing and their associated variety and complexity provides a firm challenge to West Yorkshire FRS. The modern technological advancements being made, in regard to fire and rescue equipment is impressive and we intend to fully explore initiatives, such as the CARP appliance for viability.

We will undertake a review of our current specialist appliance fleet in conjunction with the services we currently provide and determine whether scope exists to increase capacity and examine the capability of existing equipment carried by each specialist appliance, to determine its future viability. An assessment of front line appliance rescue equipment capability will also be carried out, to identify service delivery improvements are available and whether items carried by certain specialist appliances are still required.

Review the Managerial and Command Capacity of the Organisation

The demands of the Fire and Rescue Service National Framework, together with increasing legal and statutory responsibilities, have led to an increase in the number of major projects being managed by West Yorkshire FRS and greater expectations being placed upon our Directorates and managers. Such projects are generally managed in-house, using existing staff members and often without any assessment of their respective managerial capabilities and skills base.

We will undertake a review of each department's respective skills base, managerial capacity level, command capabilities and overall resource availability levels. The review will encompass an overarching gap analysis and training needs analysis for the Service in order for us to meet our future organisational objectives.

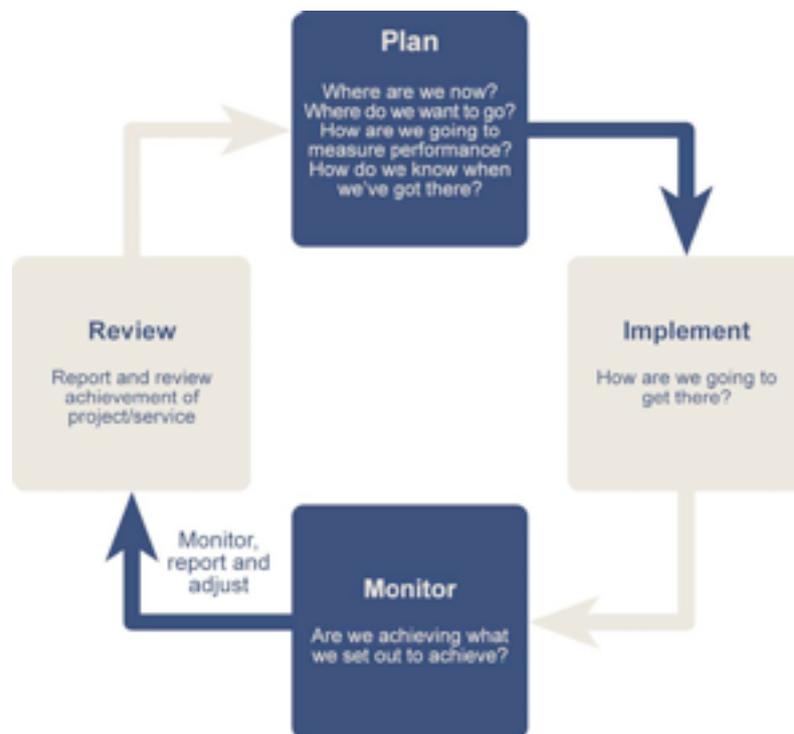
How We Will Monitor and Review Progress

Progress against our IRMP objectives will continue to be robustly monitored and reported upon in cognisance with our established performance management protocols.

The Performance Management Framework document formalises our policies, procedures and reporting processes in regard to monitoring performance and serves as a viable toolkit for all members of our staff involved in the progression of particular objectives.

The various plans across the different parts of our organisation are aligned to our corporate “Ambition” and strategic priorities to provide a coherent approach to effective service delivery to the communities of West Yorkshire. We have adopted the “Golden Thread” principle for the management of objectives whereby individually cascaded tasks are linked to strategic objectives and to their influence upon them.

A simplistic “Plan, do, check and act” process is applied for the measurement of success and performance. This process is compliant with the acclaimed Health and Safety Guidance (HSG 65) document, “Successful Health and Safety Management” and provides a clear, auditable framework for planning and implementing policy, monitoring and reviewing outcomes and feeding back into policy making and strategic planning as appropriate. The illustration, below, summarises the cyclical performance management process applied within our organisation.



We will continue to conduct an annual review of our risk management arrangements, together with an analysis of progress toward previous action plan proposals, objectives and outcomes. The review process will include an assessment of the county’s risk profile and any changes to the availability of resources to provide prevention, protection and response arrangements. Overall responsibility for audit, monitoring and review processes lies with the Director of Corporate Resources and details of these processes will continue to be reported to the elected Members of the Fire Authority as part of our existing reporting protocols.

Consultation Arrangements

The Government has established clear consultation requirements in respect of IRMP's, initially via a specific guidance circular and more recently within the Fire and Rescue National Framework.

We recognise the importance of wide consultation with stakeholders to ensure that we capture the full range of organisational and individual opinions and respond effectively to these views. By consulting with our stakeholders we improve interaction with communities in respect of their individual respective needs at an early stage within the planning process.

Your ideas and opinions are important to us and vital for the development and improvement of our delivery of services to you. We will therefore continue to exploit opportunities to enter into dialogue with our stakeholders, organisations and communities likely to be affected by our proposals.

The embedded process for informing and involving stakeholders within our annual IRMP process will be maintained, with initial consultation taking place with principle stakeholders during the summer months of each year. This initial phase of consultation will, where appropriate, be followed by liaison with District Authorities and members of individual communities via public meetings.

Proposal options will continue to be considered, along with feedback from the consultation phases and discussed via management teams and management board meetings prior to final proposals being presented to Members of the Fire Authority for approval. Following this, consultation takes place within the District Authorities and also in public meetings, particularly in areas that may be affected by proposals. This consultation process has previously resulted in identifiable changes to original Action Plan proposals.

Milestone	Action Period
Principal stakeholder consultation	June, July August
Draft IRMP published on our Internet site	August
Second phase of consultation (local)	September, October, November
Cessation of formal consultation	December
Fire Authority meets to consider proposals	December

As the current response proposals identified within this document, relate to a series of review processes it is not envisaged that any consultation with stakeholders will be required until subsequent recommendations from these reviews are made. It is anticipated that such recommendations will be reported in a subsequent annual Action Plan together with specific consultation details.

Previous IRMP Action Plan Updates

Year 1 – 2004/05

Proposal	Progress	Comment
Implement an AFA reduction strategy and revised PDA policy	Implemented 2004	Introduction of a risk-based flexible response to calls generated by AFA systems and to PDA's
Provision of additional resources in south & east Leeds to cover the peak activity period	Implemented 2004	An additional appliance provided to cover the peak activity period staffed by personnel on pre-arranged overtime. (Following a review in January 2005 this additional resource is now provided more flexibly)
Change the crewing system at Holmfirth and Skelmanthorpe and provide an Area Support Vehicle.	Implemented 2004	Crewing system changed at each station from nucleus to Retained Duty System.
Introduce a Co-Responder scheme	Negotiations still ongoing with YAS to introduce a pilot scheme	Aim to respond to Category A calls (life threatening cardiac calls) in pilot area
Removal of the second appliance from Shipley Fire Station	Implemented 2004	Station reduced from a 2 pump to 1 pump whole-time station
Provision of additional resources in Bradford to cover the peak activity period	Implemented 2004	An additional appliance provided to cover the peak activity period staffed by personnel on pre-arranged overtime. (Following a review in January 2005 this additional resource is now provided more flexibly)
Re-location of prime movers from Huddersfield and Rothwell to Mirfield and Featherstone	Implemented on 5 th April 2004 & 1 st July 2005 respectively	Two of the six prime movers relocated to retained stations and crewed by personnel working the Retained Duty System
Conduct review of Flexible Duty System (FDS) and area supervisory arrangements	Stage 1 implemented January 2005 Stage 2 implemented January 2006	Reduction of FDS officer numbers and changes to the rota system providing improved availability of officers in the core period during the working week
Review into the provision and use of aerial appliances	Implemented	Aerial appliance fleet rationalised from 7 to 5
Provide two Operational Support Units	Implemented 2004	Provision of additional incident command support and supervisory capacity (replaced as a result of district structure review 2007)

Year 2 – 2005/06

Proposal	Progress	Comment
Implement the Integrated Community Fire Safety Strategy	implemented 2005	Countywide strategy to carry out 36,000 targeted HFSC's per year and to perform specific risk reduction initiatives within areas affected by proposals made in the IRMP
Trial of strategic standby/ reserve at three stations	Implemented 2005	Flexible use of staff at 3 multi-pump stations for risk reduction and training activities. Has since been reviewed and modified to provide a more flexible system
Change the crewing system at Slaithwaite fire station.	Implemented	Duty system changed from whole-time to RDS.
Change the crewing system at Todmorden fire station	Implemented 2005	Duty system changed from whole-time to day-crewed
Removal of the second appliance from Batley fire station	Implemented 2005	Station reduced from a 2 pump to 1 pump whole-time station
Provision of two further Operational Support Units	Implemented 2005	Provision of incident command support and supervisory capability (replaced as a result of district structure review 2007)
Undertake a specific risk reduction initiative in Hemsworth	Implemented 2005	Specific risk reduction initiatives carried out in this relatively high activity retained station area

Year 3 – 2006/07

Proposal	Progress	Comment
Pair Moortown and Wetherby fire stations	Implemented 2006	Revised method for providing emergency cover in Wetherby. Has since been replaced by another method
Pair Gipton and Garforth fire stations	Implemented 2006	Revised method for providing emergency cover in Garforth. Has since been replaced by another method
Combine Mytholmroyd and Hebden Bridge resources into one effective retained unit based at one site	Implemented 2006	Resources now based at Mytholmroyd fire station
Undertake a review of potential duty systems	Review still on-going	Some changes made to the start and finish times of whole-time shifts and their working structure
Provision of two further Operational Support Units	Implemented 2006	Provision of additional incident command support and supervisory capability (replaced as a result of district structure review 2007)
Provision of Urban Search and Rescue (USAR) and Technical Rescue capability	Implemented	All modules now received from CLG

Year 4 - 2007/08

Proposal	Progress	Comment
Implement the Integrated Community Fire Safety Strategy	Implemented 2007	Countywide strategy, for operational crews to carry out 42,500 targeted HFSC's per year. Risk reduction teams will conduct a further 13,500 visits. Specific risk reduction initiatives within areas affected by proposals made in the IRMP
Fire Safety Inspection Programme	Implemented 2007	Risk based re-inspection programme, which complies with government guidance
Emergency Cover Provision in North East Wakefield upgraded, including relocation to three new sites and an increase in whole-time personnel	Ongoing.	Increased response provision for high-risk areas and an increase in risk reduction capacity

Year 5 – 2008/09

Proposal	Progress	Comment
Implement the Integrated Community Fire Safety Strategy	Implemented 2008	Countywide strategy, for operational crews to carry out 42,500 targeted HFSC's per year. Risk reduction teams will conduct a further 13,500 visits. Specific risk reduction initiatives within areas affected by proposals made in the IRMP
Fire Safety Inspection Programme	Implemented 2008	Risk based re-inspection programme, which complies with government guidance
Road Safety Strategy	Implemented 2008	Partnership initiative to reduce the number of road incidents in West Yorkshire
Targeted RDS Recruitment	Implemented 2008	New procedure to provide additional support mechanisms for the recruitment of RDS staff
Fire and Rescue Provision in North East Leeds	Implemented 2008	Revisit the pairing of fire stations in the Leeds District. Pairings were subsequently discontinued and the staffing system at Wetherby fire station changed to day-crewing

Glossary of Terms

BERR	Business Enterprise and Regulatory Reform
BVPI	Best Value Performance Indicators
CARP	Combined Aerial Rescue Pump
CFOA	Chief Fire Officers Association
CLG	Communities and Local Government
CRR	Community Risk Register
COMAH	Control of Major Accident Hazards
FRS	Fire and Rescue Service
FSEC	Fire Service Emergency Toolkit
HFSC's	Home Fire Safety Check
IMD	Index of Multiple Deprivation
IPDS	Integrated Personal Development System
IRMP	Integrated Risk Management Plan
IRS	Incident Reporting System
LAA	Local Area Agreement
LRF	Local Resilience Forum
LSP	Local Strategic Partnership
NOS	National Occupational Standards
PSA	Public Service Agreement
RDS	Retained Duty System
RMB	Regional Management Board
SSI	Site Specific Information
TIP	Tactical Information Plan
WYFRS	West Yorkshire Fire and Rescue Service