



OFFICIAL

Performance Management Report

Full Authority

Date: 14 December 2018

Agenda Item:

13

Submitted By: Chief Legal and Governance Officer

Purpose	To inform Members of the Authority's performance against key performance indicators.
Recommendations	That Members note the report.
Summary	This report provides Members with information regarding the performance of West Yorkshire Fire and Rescue Service against targets to enable the Authority to measure, monitor and evaluate performance.

Local Government (Access to information) Act 1972

Exemption Category: **None**

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Background papers open to inspection: **None**

Annexes: **Performance Management Report**
1 April 2018 – 30 September 2018

1 Introduction

- 1.1 The attached Performance Management and Activity Report outlines the Authority's performance against key performance indicators thereby enabling the Authority to measure, monitor and evaluate performance against targets.
- 1.2 The report shows a summary of the cumulative performance for the year 2018/19 to date against each of the indicators.
- 1.3 The Performance Management and Activity Report is monitored quarterly by Management Team and the Full Authority.
- 1.4 An abridged version of the Performance Management Report is presented quarterly to the Audit Committee highlighting where targets are not being achieved.
- 1.5 A traffic light system is used to provide a clear visual indicator of performance against each of the indicators compared to the position at the same time in the previous year.
- 1.6 Other performance and activity information is also included within the report.

2 Financial Implications

- 2.1 There are no financial implications arising from this report.

3 Legal Implications

- 3.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

4 Human Resources and Diversity Implications

- 4.1 Measurement against key indicators on human resources and diversity are included in the Performance Management Reports.

5 Health and Safety Implications

- 5.1 There are no health and safety implications arising from this report.

6 Service Plan Links

- 6.1 This report links to all of the Service Plan 2015-2020 priorities as the Performance Management Report covers all areas of performance of WYFRS.

7 Conclusions

- 7.1 That Members note the report.



West Yorkshire
Fire & Rescue Service

Performance Management and Activity Report 2018/19

Period covered: 1 April – 30 September 2018
Date Issued: 31 October 2018



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1. Introduction/Summary

The purpose of this report is to provide information regarding the performance of West Yorkshire Fire and Rescue Service against selected national and local targets to enable the Authority to measure, monitor and evaluate performance.

In this report, monthly statistics have been utilised to identify trends in performance. Information regarding a selection of local performance targets has also been provided in this report and comparisons have been made with the previous year's performance.

All data, unless specified, is for the reporting period 1 April – 30 September 2018.

A traffic light system has been employed to provide a straightforward visual indicator of performance against each of the FRS indicators.

Graphical representation of the performance of West Yorkshire Fire and Rescue Service is available through the Performance Management Information System (PMIS), which is accessed via the Service's intranet site.

2. Service Delivery Targets

	Not achieving target (by more than 10%)
	Satisfactory performance (within 10% of target)
	Achieving or exceeding target

This data is based on incident reports that have been completed and/or checked but will not include data from incident reports which have not been completed or have been opened for amendment.

	Three Year Average Target (2014/17)	Quarter 1 (Apr-Jun)		Quarter 2 (Jul-Sep)		Quarter 3 (Oct-Dec)		Quarter 4 (Jan-Mar)		Actual Data to date		Performance Against Three Year Average (2018/19)	End of Year Projection (2018/19)
		2017/18	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19	2017/18	2018/19		
Arson	6355	2258	1976	1766	3000					4024	4976	56.2%	9925
Actual Rescues	784	187	226	170	181					357	407	3.5%	812
Total Activity	22504	6477	6667	6136	8392					12613	15059	33.5%	30036
Dwelling Fires	1169	299	298	248	302					547	600	2.4%	1197
Non-Domestic Building Fires	448	130	110	79	99					209	209	-7.0%	417
Prevalence of False Alarms	11249	2475	2654	2891	2933					5366	5587	-0.9%	11143
Fire-Related Injuries	214	66	59	43	39					109	98	-8.7%	195
Road Traffic Collisions	634	142	139	164	142					306	281	-11.6%	560
Malicious False Alarms	352	85	96	81	82					166	178	0.9%	355

Service Delivery Indicators

Description	Quarter 1 (Apr-Jun)		Quarter 2 (Jul-Sep)		Quarter 3 (Oct-Dec)		Quarter 4 (Jan-Mar)		Cumulative	
	2017-18	2018-19	2017-18	2018-19	2017-18	2018-19	2017-18	2018-19	2017-18	2018-19
Accidental Dwelling Fires (per 10,000 dwellings)	2.66	2.50	2.18	2.38					4.85	4.88
Number of deaths arising from accidental fires in dwellings (per 100,000 population)	0.13	0.04	0.09	0.09					0.22	0.13
Number of Fire-Related Deaths (per 100,000 population) arising from fires other than Accidental Dwelling Fires	0.00	0.04	0.04	0.04					0.04	0.09
Number of Injuries arising from accidental fires in dwellings (per 100,000 population)	1.75	1.69	0.96	0.91					2.72	2.60
(a) Number of Serious Injuries(per 100,000 population)	0.13	0.17	0.09	0.04					0.22	0.22
(b) Number of Slight Injuries (per 100,000 population)	1.62	1.52	0.88	0.87					2.50	2.38
The percentage of dwelling fires attended where there was a working smoke alarm which activated	55.18%	50.34%	60.48%	53.97%					57.59%	52.17%
The percentage of dwelling fires attended where a working smoke alarm was correctly fitted but did not activate	21.74%	18.12%	18.15%	22.52%					20.11%	20.33%
The percentage of dwelling fires attended where a smoke alarm, because it was faulty or incorrectly sited, did not activate	3.01%	7.72%	4.03%	3.31%					3.47%	5.50%
The percentage of dwelling fires attended where no smoke alarm was fitted	20.07%	23.83%	17.34%	20.20%					18.83%	22.00%
Number of calls to malicious false alarms (per 1000 population) – attended	0.04	0.04	0.04	0.04					0.07	0.08
False alarms caused by automatic fire detection equipment (per 1000 non-domestic properties)	8.59	8.16	9.94	9.13					18.53	17.29

False alarms caused by automatic fire detection equipment (per 1000 domestic properties)	0.96	1.01	1.03	0.96					1.99	1.97
Fires in non-domestic premises (per 1000 non-domestic premises)	1.60	1.30	0.99	1.20					2.59	2.50
Number of Primary Fires (per 100,000 population)	42.07	39.10	36.29	42.52					78.36	81.62
Number of Fire Casualties – excluding Precautionary Checks (per 100,000 population)	2.76	2.47	1.75	1.56					4.51	4.03
Arson Incidents – All Deliberate Fires (per 10,000 population)	9.90	8.57	7.74	13.01					17.64	21.58
Arson Incidents – Deliberate Primary Fires (per 10,000 population)	1.99	1.66	1.79	2.11					3.78	3.78
Arson Incidents – Deliberate Secondary Fires (per 10,000 population)	7.91	6.90	5.95	10.90					13.86	17.80

3. Operational Risk Visits (including Fire Safety)

Below is a summary of operational risk visits (ORV) so far in 2018/19. These visits were issued in the transitional period of introducing the new Premises Risk Database (PRDX). The visits were generated from operational liaison referrals, post fire visits and what crews identified as perceived risks within their station area. The new PRDX went live on 5th February 2018 this now identifies the higher risk premises that will form the Operational Risk Visits Programme (ORVP). The PRDX uses a recalculated risk matrix for each premises type based on national guidance and Provision of Operational Risk Information System (PORIS).

The Operational Risk Visits (ORVs) are allocated to each District which are then allocated to stations/watches. The total numbers have not been finalised but based on previous calculations it is predicted that there will be approximately 1000 ORVs per year across five districts within the organisation.

The ORMT centrally auditing 100 percent of all ORVs has been successful at standardising the risk information captured on the operational risk visit.

The training and familiarisation of the system with operational crews is still progressing and we are continuing to complete joint visits with crews to ensure the correct information is captured.

	Apr	May	Jun	Jul	Aug	Sep	Totals
Completed	20	93	108	102	93	94	510

4. Safe and Well Checks/Safer Communities Programme

Following introduction of the new Safer Communities Strategy in 2017, WYFRS is implementing a comprehensive change in the way it delivers its early intervention and prevention activity. Our key priority is still the delivery of a proactive community safety programme. This is delivered through a variety of community engagement and individual home visits, targeted towards those communities and individuals who are most vulnerable. Fire risk is often a direct result of specific lifestyle issues and these include smoking, living alone, mobility issues, mental health, some prescription medicines and misuse of alcohol and recreational drugs.

Other factors that increase risk of fire are poor housekeeping, misuse of electrics and the storage of large amounts of combustible materials (hoarding). In response, the traditional home fire safety check has broadened to include an assessment of the factors that create fire risk. The new home visit programme has been rebranded Safe and Well.

The removal of a points-based target has given local crews the freedom to engage in wider early intervention and prevention activities. These are now being recorded on the prevention database.

There is still a lot of prevention activity that goes unrecorded and District teams are working to encourage the recording of all interventions so we can capture and report on the broad range of activity that the service is delivering. Previously, the majority of prevention activity recorded involved home fire safety checks but as we are progressing through the implementation of the new Safer Communities Strategy, our teams are being encouraged to become more aware of the risk profile within their local community and to work with partners on innovative programmes to address the identified issues.

We are now beginning to see an increased amount of work being done in other key areas such as water safety, road safety and general community engagement. We will continue to encourage innovative practice and support our teams in taking ownership at local level to address issues within the heart of their local areas.

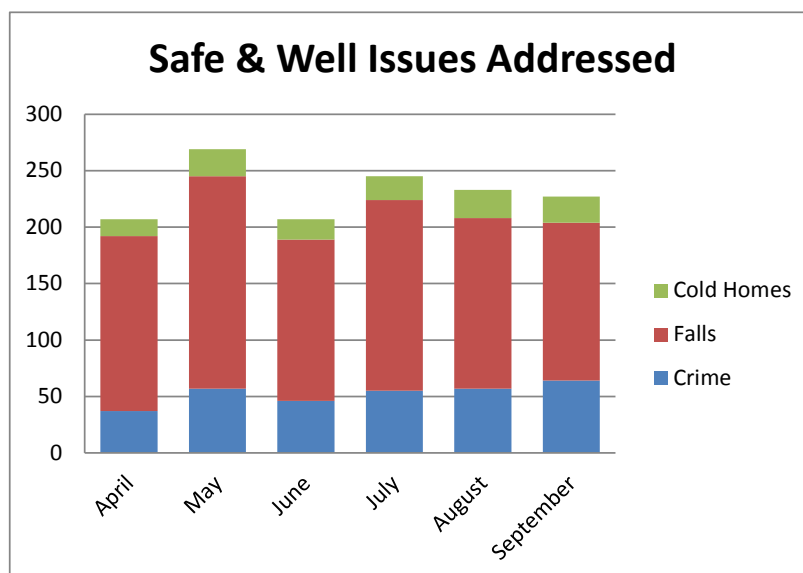
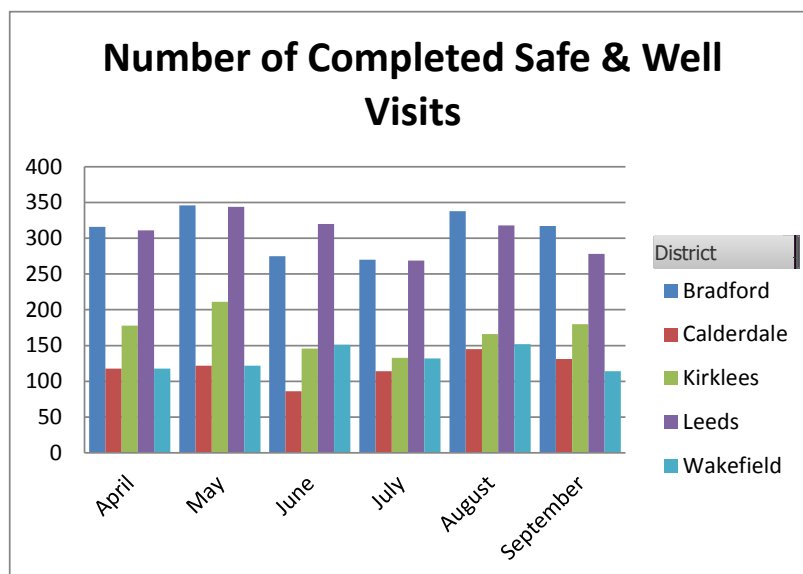
The introduction of a risk filtering process (at point of referral) was approved at Community Safety Committee in 2017. This now requires individuals who are being referred for a home safe and well visit to go through a simple risk rating process. For those who qualify, a more in depth home assessment (Safe and Well Check) is carried out and this involves the traditional home fire safety assessment, with appropriate advice and interventions for the individual risk factors identified during the visit. We are currently mid-way through a comprehensive training programme to give our staff the knowledge and understanding to assess risk and vulnerability caused by:

- Frailty and falls
- Social Isolation
- Winter Cold
- Crime
- Smoking

When someone is identified as being vulnerable to any of the factors above, our teams deliver basic education and advice with the option of referring people to specialist support services across the districts. We have engaged with a wide range of partners in order to design, develop and deliver this training package. We have delivered an updated fire prevention training module to all staff and the falls and frailty module and Crime prevention are almost complete.

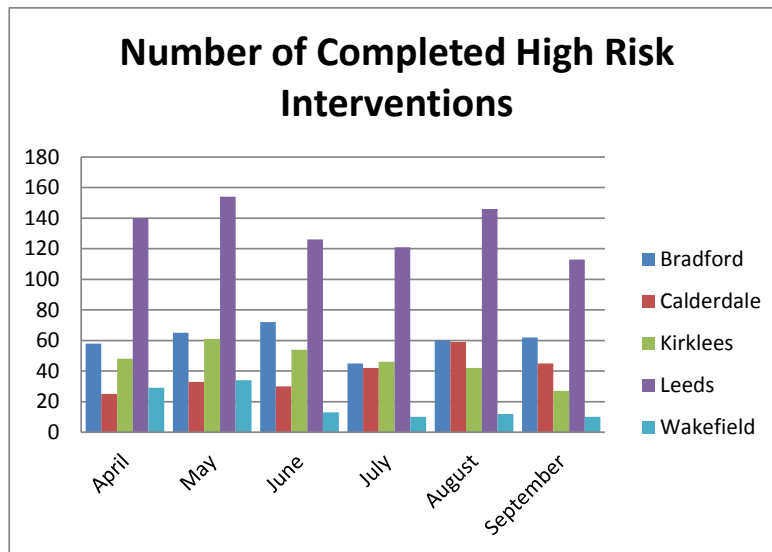
Performance

The following graphs present a breakdown of performance in respect of prevention and early intervention activity:



There has been a significant reduction in the number of direct home approaches and increases in the numbers being referred through the web and over the telephone. When direct home approach visits were analysed, the majority were delivered in homes that would score in the low and very low risk category and crews and prevention staff now have a doorstep assessment to determine if the occupant needs a Safe and Well visit. If the occupant scores in the low and very low risk rating then no visit is carried out. The ability to

risk filter online and over the telephone has improved with a simple risk filtering survey that results in the requester being informed if they qualify for a home visit.



The introduction of the risk filtering has started to have an impact on the quality of referrals we now process. The intention is to conduct visits to those people who are more vulnerable. Before risk filtering was applied, a significant proportion of visits were carried out in the homes of people in the low and very low risk categories. These are no longer offered a visit but do receive the option to engage in an online education tool or have a safety advice leaflet posted to their address.



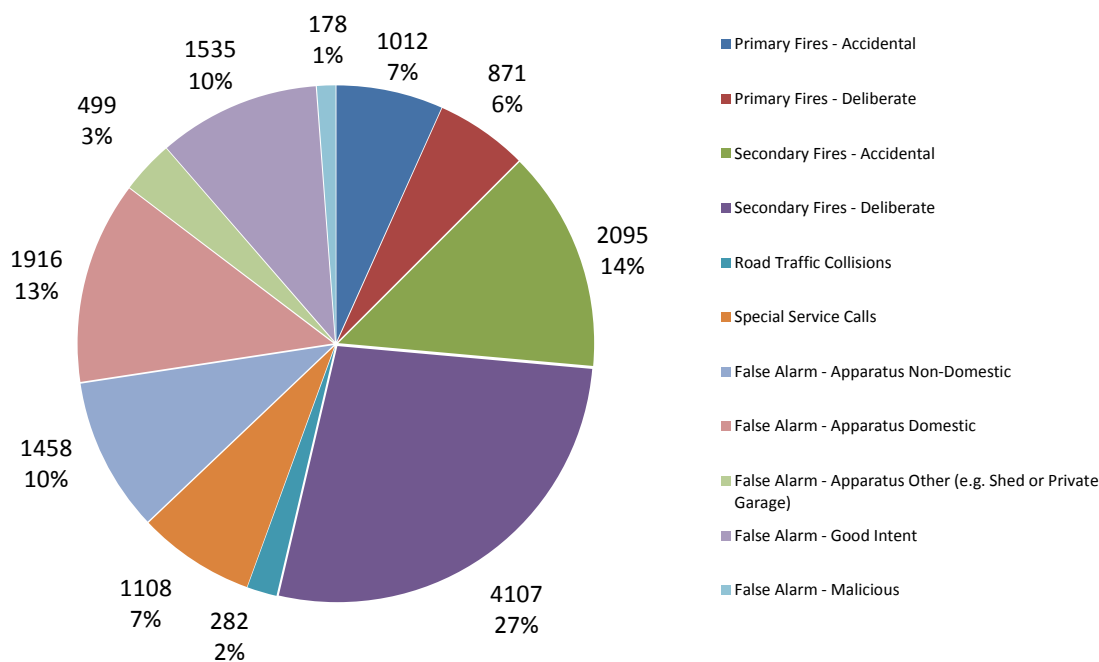
The training programme for the Safe and Well programme is now being delivered and it can be seen that, as more staff are being trained to identify and refer vulnerability, there is an increasing number of referrals being made to partners across the districts. As we progress the training modules and begin to deliver the social isolation, winter cold and smoking cessation programmes, it is expected that there will also be an increase in the numbers of people we identify and signpost for support for these areas of vulnerability.

5. Incidents

The table and chart below show the operational activity of West Yorkshire Fire and Rescue Service for the financial year to date (1 April – 30 September 2018) categorised by incident type.

NOTE: The data on page 3 is based on incident reports that have been completed and/or checked but will not include data from incident reports which have not been completed. The data below is based on all incident reports which have been started at the time of compiling this report.

Incident Category	Number	Percentage
Primary Fires - Accidental	1,012	6.7%
Primary Fires - Deliberate	871	5.8%
Secondary Fires - Accidental	2,095	13.9%
Secondary Fires - Deliberate	4,107	27.3%
Road Traffic Collisions	282	1.9%
Special Service Calls	1,108	7.4%
False Alarm - Apparatus Non-Domestic	1,458	9.7%
False Alarm - Apparatus Domestic	1,916	12.7%
False Alarm - Apparatus Other (e.g. Shed or Private Garage)	499	3.3%
False Alarm - Good Intent	1,535	10.2%
False Alarm - Malicious	178	1.2%
Total	15,061	100%



The table below shows the total number of incidents ten years ago, five years ago, and last year, and can be used as a comparison with the current year's data above.

Caution should be exercised when comparing the whole year figures reported in the table below with the actual year to date, and subsequent progression to year end 2018/19, on page 52 of this report. The projected year end for 2018/19 is calculated as a linear progression, it is extremely unlikely that the exceptional levels of activity experienced during the summer of 2018 will continue through to year end.

Incident Category	Number of incidents 1 April 2008 to 31 March 2009	Percentage	Number of incidents 1 April 2013 to 31 March 2014	Percentage	Number of incidents 1 April 2017 to 31 March 2018	Percentage
Primary Fires - Accidental	2,156	5.9%	1,811	8.0%	1,755	7.7%
Primary Fires - Deliberate	2,747	7.5%	1,125	4.9%	1,516	6.6%
Secondary Fires - Accidental	1,107	3.0%	1,512	6.6%	1,652	7.2%
Secondary Fires - Deliberate	8,842	24.1%	4,541	20.0%	5,198	22.7%
Road Traffic Collisions	1,071	2.9%	619	2.7%	599	2.6%
Special Service Calls	2,419	6.6%	1,644	7.2%	1,898	8.3%
False Alarm - Apparatus	11,678	31.8%	7,890	34.7%	6,537	28.5%
False Alarm - Good Intent	5,482	15.0%	3,227	14.2%	3,403	14.8%
False Alarm - Malicious	1,165	3.2%	369	1.6%	377	1.6%
Total	36,667	100.0%	22,738	100.0%	22,935	100.0%

Comments on Fatal Fires

St Mary's Fold, Laisterdyke, Bradford

22 August 2018 05:44

The deceased female was 80 years old and lived alone in a flat within a sheltered housing complex. She had dementia and received supported care visits four times a day. A Safe and Well visit carried out by fire crews on 4th August 2018 identified high risk concerns mainly around careless smoking. A high risk referral was automatically generated and prevention staff discussed these concerns with a social worker on 17th August 2018.

The deceased did not use her bed and rested instead on a sofa in the living room. A naked flame from a cigarette lighter has come into contact with combustible items or, or close to, the sofa whilst she was resting there.

Cold Hill Lane, New Mill, Holmfirth

13 September 2018 22:13

The deceased male was 98 years old and lived alone in his privately owned detached bungalow. He received private care visits daily for food preparation and to put him to bed. On the night of the fire he had been put to bed by the carer at approximately 18:15.

The most likely cause of this fire is a fault within an electric blanket which was on the bed where the deceased slept. A 4 gang extension cable under the bed can't be completely ruled out at this stage. Further investigations are ongoing.

Woodhouse Lane, Brighouse

25 September 2018 08:14

The deceased male was 44 years old and lived in a detached property with his wife, two daughters and parents in law. There was a single storey wooden building in the garden which the family used as an office. A Safe and Well visit had been undertaken at the property in December 2017 but identified no high risk concerns.

On the morning of the fire, the deceased's father in law noticed smoke coming from the office where the deceased was found dead on the sofa inside. It is concluded that he had taken his own life.

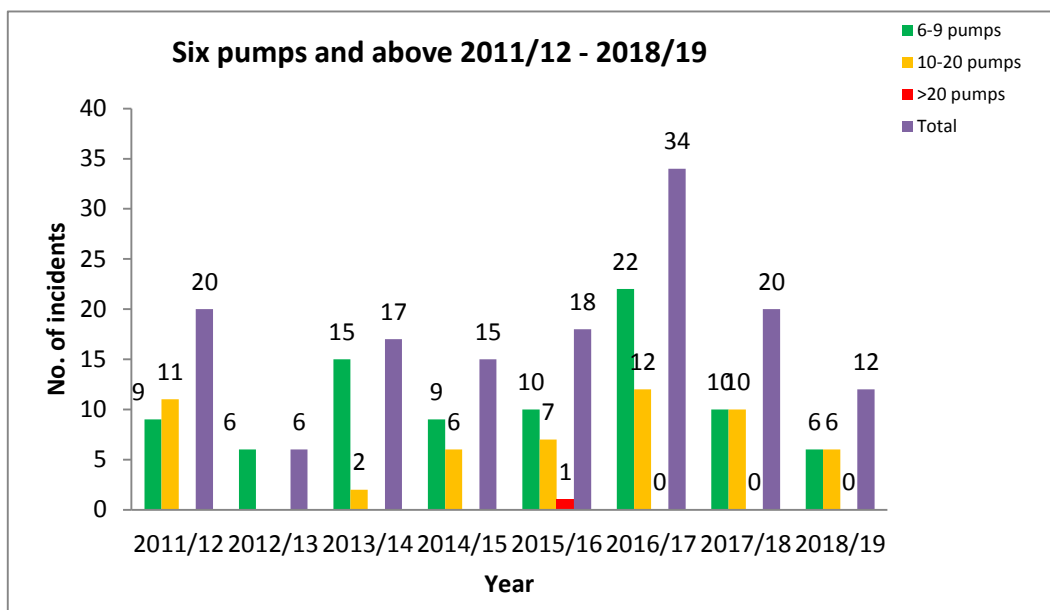
6. Fire-Related Incidents attended by Six Pumps and Above

General Commentary

UK fire and rescue services determine the size of a fire by the final number of pumps mobilised to deal with it.

A number of additional pumping appliances and special appliances are often mobilised to these types of incidents to undertake supporting activities. These are described as support and specials.

The following chart details the numbers and severity of such incidents over the last seven years up to 30 September 2018:



Fire-related incidents of this type require the attendance of a fire investigation officer to determine the cause of the fire. The cause is included in the table. For fires identified as deliberate, we work in accordance with a regionally agreed Memorandum of Understanding with the police, who are responsible for the investigation of all deliberate fires.

New incidents added to the table are shaded in white.

Date & Time	Address	Premises Use	Station Area	Cause	Pumps Plus Specials	Number of Personnel
Tuesday 05/06/2018 22:13	Princes Soft Drinks Toftshaw Lane Bradford	Factory	40 (Bradford)	Unable to determine	10 pumps 3 support 6 specials	64 Ffs 6 Officers
Thursday 28/06/2018 04:11	Holt Bros Ltd 49 Hope Street Halifax	Industrial	64 (Halifax)	Negligent use of equipment	6 pumps 1 support 4 specials	36 Ffs 4 Officers
Saturday 30/06/2018 00:22	Holmfirth Dyers Dunford Road Holmfirth	Factory	66 (Holmfirth)	Not known	12 pumps 5 support 4 specials	76 Ffs 5 Officers
Wednesday 04/07/2018 14:10	Crompton Mouldings West Vale Buildings Sherwood Road Brighouse	Factory	61 (Rastrick)	Combustibles in an industrial oven	12 pumps 5 support 4 specials	76 Ffs 9 Officers
Saturday 07/07/2018 15:18	DS Smith Recycling Pennine View Birstall, Batley	Warehouse	27 (Morley)	Not known (Accidental)	17 pumps 4 support 4 specials	92 Ffs 7 Officers
Sunday 15/07/2018 02:24	Jewsons Moor Road Hunslet, Leeds	Builders' Merchant	25 (Hunslet)	Deliberate	15 pumps 4 support 7 specials	90 Ffs 10 Officers
Monday 16/07/2018 3:28	Graphic Packaging Cockburn Field Middleton Grove Beeston, Leeds	Factory	25 (Hunslet)	Unable to determine	5 pumps 1 support 5 specials	34 Ffs 5 Officers
Friday 20/07/2018 11:26	Third Avenue Rothwell	Standing crops	91 (Rothwell)	Not known (Accidental)	5 pumps 2 support 4 specials	36 Ffs 4 Officers
Tuesday 24/07/2018 01:31	Dearne Head Haddingley Lane Cumberworth Huddersfield	Barn	71 (Skelmanthorpe)	Deliberate	8 pumps 3 support 6 specials	56 Ffs 5 Officers

Date & Time	Address	Premises Use	Station Area	Cause	Pumps Plus Specials	Number of Personnel
Saturday 11/08/2018 02:32	Canal Road Bradford	Recycling Plant	53 (Shipley)	Natural Occurrence	15 pumps 5 support 5 specials	90 Ffs 7 Officers
Sunday 19/08/2018 04:18	Midland Road Hunslet Leeds	Warehouse	25 (Hunslet)	Deliberate	6 pumps 1 support 2 specials	32 Ffs 5 Officers
Monday 20/08/2018 19:21	Skelton Moor Farm Halton Moor Road Halton Leeds	Barn	25 (Hunslet)	Deliberate	6 pumps 1 support 5 specials	38 Ffs 7 Officers

Further detail on recent six pumps and above fire-related incidents:

Canal Road, Bradford

This incident occurred in Shipley station area and involved waste site. The storage building was approximately 70 m x 70 m.

The initial pre-determined was 3 pumps from Shipley and Bradford. At the height of the incident a make pumps 15 Aerials 2 message was received by Control and appliances from the following stations were mobilised: Cookridge, Moortown, Stanningley, Bingley, Fairweather Green, Keighley, Rawdon, Cleckheaton, Halifax, Slaithwaite and Dewsbury.

The following support appliances were also mobilised: The Personnel Welfare Unit from Skelmanthorpe, Command Unit and Support from Pontefract, Command Unit Assistants from Leeds, Rapid Deployment Safety Crew from Rothwell, Hose Layer from Otley, Aerial appliances from Leeds and Wakefield, Command Unit Sector Support from Rastrick and a Water supplement pump from Morley.

Officers were mobilised due to the size of the incident. They were as follows: Station Manager Helliwell was Fire Investigation Officer, Assistant Chief Fire Officer Bitcon was Incident Commander, Station Manager Holt was Command Support Officer, Group Manager Bush was Hazardous Materials and Environmental Protection Officer, Station Manager Pearson was Operational Assurance Officer, Station Officer Boocock was a Working Officer and Group Manager Speed was Ops Commander.

The time of call for this incident was 0232 hours on 11th August 2018 and the stop message was received by Control on 13th August 2018 at 0923 hours. The incident was closed on 13th August 2018 at 0923 hours.

The cause of the fire was said to be a natural spontaneous heating of decomposing organic waste.

Midland Road, Hunslet

This incident occurred in Hunslet station area and involved approximately 2000 new wheelie bins stored adjacent to a warehouse. The fire spread to the gable end of the building. External facias and roofing material consisting of asbestos became involved in the fire. The building was approximately 100 m x 50 m and fire crews managed to contain the fire to the external of the building.

The initial pre-determined attendance was 1 pump from Hunslet. At the height of the incident a make pumps 6 and aerals 1 message was received by Control and appliances from the following stations were mobilised: Leeds, Hunslet, Killingbeck and Rothwell.

The following support appliances were also mobilised: The Hose Layer from Mirfield, Command Unit and Command Unit Assistants from Featherstone and an Aerial from Bradford.

Officers were mobilised due to the size of the incident. They were as follows: Station Manager Kovacs was Incident Commander, Station Manager Fox was Command Support Officer, Station Manager Donegan was Hazardous Materials and Environmental Protection Officer, Station Manager Lloyd was Operational Assurance Officer and Station Manager Asquith was Fire Investigation Officer.

The time of call for this incident was 0418 hours on 19th August 2018 and the stop message was received by Control on 19th August 2018 at 0648 hours. The incident was closed on 19th 0800 hours.

The cause of the fire was thought to be deliberate.

Skelton Moor Farm, Halton Moor Road, Halton, Leeds

The incident occurred in Killingbeck station area and involved an unoccupied agricultural building. The building was 2 storeys and measured between 200 and 500 square metres. The fire was contained to the building of origin.

The initial pre-determined attendance was 2 pumps from Hunslet. At the height of the incident a make pumps 6 and aerals 1 message was received by Control and appliances from the following stations were mobilised: Leeds, Killingbeck and Rothwell.

The following support appliances were also mobilised: Command Unit Lite from Featherstone, Command Unit Assistants from Featherstone, Hose Layer from Mirfield, Welfare Unit from Cookridge and an Aerial from Leeds.

Officers were mobilised due to the size of the incident. They were as follows: Station Manager Earl was Command Support with Station Manager Woodward shadowing, Station Manager Milne was Hazardous Materials and Environmental Protection Officer, Station Manager Thompson was Incident Commander, Station Manager Stead was Operational Assurance Officer, and Watch Manager Griffiths was Fire Investigation Officer with Station Manager Cookson shadowing.

The time of call for this incident was 1921 hours on 20th August 2018 and the stop message was received by Control on 20th August 2018 at 2253 hours. The incident was closed on 21st August 2018 at 0032 hours.

The cause of the fire is deliberate and further investigations are taking place.

7. Violence at Work

Attacks on Personnel

There have been 38 incidents reported by West Yorkshire FRS in this financial year.

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Attacks on Firefighters	77	40	76	64	60	87	92	38

The table below summarises the events reported by firefighters and other staff. Where stations have not reported any incidents, they are not shown within this table.

For clarification, 'stoning' and 'firework' cover any thrown object identified respectively as a stone or firework; and 'missile' covers any other object used as a projectile.

Attacks on Firefighters as a Percentage of Turnouts										
District / Station	No. of Turnouts	Physical Assault	Weapon Brandished	Missile Thrown	Firework Thrown	Stoning	Aggressive Behaviour	Verbal Abuse	Total	Percentage
Bradford District										
Bradford District FP										
Bradford	1709			2	1			1	4	0.23%
Bingley	335							1	1	0.30%
FWG	639			2	2	3			7	1.10%
Keighley	493							2	2	0.41%
Odsal	813					3	2	1	6	0.74%
District Total	4691	0	0	4	3	6	2	5	20	0.43%
Calderdale District										
Rastrick	429	1							1	0.23%
Illingworth	487					1		1	2	0.41%
District Total	1691	1	0	0	0	1	0	1	3	0.18%
Kirklees District										
Huddersfield	1124						1	2	3	0.27%
Dewsbury	1169						1		1	0.09%
Mirfield	122							2	2	1.64%
District Total	3339	0	0	0	0	0	2	4	6	0.18%
Leeds District										
Hunslet	1356					1			1	0.07%
Rothwell	251							1	1	0.40%
Stanningley	531		1	1		1	1		4	0.75%
Killingbeck	1139			1			1		2	0.18%
District Total	6554	0	1	2	0	2	2	1	8	0.12%
Wakefield District										
Featherstone	117							1	1	0.85%
District Total	2524	0	0	0	0	0	0	1	1	0.04%
Totals	18925	1	1	6	3	9	6	12	38	0.20%

The above table shows the number of incidents in which firefighters were subjected to violence as a percentage of attendance, by station and by district (0.20% overall). Some stations might appear to suffer a relatively high percentage of attacks, but this is largely due to the number of incidents attended from such stations.

The Chief Fire Officer re-emphasises that even one attack is one too many and that every assistance and encouragement will be given to the police to bring offenders to court. Work is continuing with a variety of agencies from the police and district councils to community groups and youth leaders to address these issues.

District Actions to Address Violence

All districts are undertaking the following actions:

- Communicating a positive image of the Fire Service in the community
- Taking part in community events to support this image
- Asking questions to firefighters at Performance Monitoring Visits (PMVs) regarding the e-learning package that was sent out in relation to reading the body language of persons and diffusing certain situations
- Encouraging all staff to use the SCIP when intelligence or other information is received for risk issues
- Encouraging any watch who place the information on SCIP to email other local stations to alert them to the fact that the address has been added and to make sure that they then view the SCIP for the details
- Consistently promoting the knowledge of Silent Witness cameras with crews and to the public at events etc. to discourage anti-social behaviour
- Where incidents do occur, publicising through the media any arrests made by the police and any sentences given by the courts
- There is a working group established to look at ways of addressing the issues we have experienced over past years in relation to violence to staff and in particular attacks on firefighters. This group will report progress to the Community Safety Committee

Bradford

On 6th April at 1715 hours whilst attending an incident on Warrenton Place, Lidget Green, involving a boy stuck on a roof, a group of boys threw stones at the crews.

On 13th April at 1950 hours whilst attending a bin fire in the park at Horton Park, Horton Park Lane crews came under attack from youths throwing missiles and threatening to set more fires. The police were called but the youths continued to throw articles at the crews and the police.

On 20th April at 1025 hours crews were attending a smell of burning at a home on William Street, Denholme when the occupier became aggressive towards the crew.

On 26th April at 2220 hours when called to a dwelling on William Street, Denholme the occupier refused to let crews in and was verbally abusive towards them.

On 3rd May at 2015 hours youths threw stones at crews whilst they attended and incident in Wibsey Park on Reevy Avenue. Bradford.

On 13th May at 1845 hours whilst attending an incident at Yorkshire Martyrs Catholic College a projectile was thrown at the appliance damaging the window on the driver's side.

On 18th May at 2215 hours crews received verbal threats whilst attending an incident in the field of Cedar Drive, Wyke.

On 24th May at 1810 hours whilst attending an incident on Mount Street, Bradford crews were threatened by a motorist because the crews had closed the road in order to deal with the incident.

On 5th June at 0010 hours crews were verbally abused and had objects thrown at them whilst attending an incident at Lindley Park, Roundhill Street, Bradford.

On 23rd July at 2150 hours whilst attending a fire on playing fields to the rear of Reevy Crescent, Bradford approximately 8 boys between the ages of 12 and 15 got very aggressive and threatened to relight the fire if crews extinguished it.

On 12th August at 2210 hours whilst dealing with a wheelie bin fire on Strensall Green, Bradford stones were thrown at the crew.

On 29th August at 2130 hours crews suffered verbal abuse whilst dealing with a fire in the open at Ash Fold, Bradford.

On 1st September at 1957 hours crews were on their way to a special service call at Shelf Moor, Shelf when they were received threatening behaviour from a group of youths who gesticulated towards the appliance.

On 17th September at 1520 hours crews were subjected to aggressive behaviour and offensive language whilst attending an incident at Spring Gardens Lane, Keighley.

On 25th September at 2100 hours whilst attending an incident at Spencer Road Playing Fields, Bradford missiles were thrown at the crews by a group of youths, narrowly missing a firefighter.

On 29th September at 2030 hours whilst attending a fire in the open on Dracup Avenue, Scholemoor, missiles were thrown at the crew by a group of youths, narrowly missing two firefighters.

On 30th September there were four attacks on firefighters as detailed below:

At 1700 hours a group of youths threw stones at the crew as they attended a fire on Scholemoor Avenue, Bradford.

At 1837 hours whilst attending a fire in the open at Lonsdale Street, Bradford a group of youths threw fireworks onto the fire, verbally abused the crews and shone laser pens into their eyes.

At 2005 hours whilst attending a fire in the open on Back Kirkham Road, youths threw fireworks at the appliance.

At 2115 hours whilst attending a fire on Scholemoor, Ash Fold, Bradford youths threw fireworks which struck the appliance.

Calderdale

On 12th May at 0230 hours crews attended a dwelling fire on Slade Lane, Rastrick the officer in charge of the incident was physically attacked by the occupier.

On 1st July at 1945 hours whilst attending a large grass fire in Canterbury Crescent, Halifax crews were subjected to verbal abuse by youths.

On 8th August at 1900 hours whilst attending an incident at Cousin Lane, Halifax, youths threw stones at the crew and also put an LPG cylinder onto the fire.

Kirklees

On 14th April at 2040 hours whilst attending an incident at Riddings Rise, Deighton the occupier became verbally abusive towards the crew.

On 11th May at 2240 hours whilst attending a fire at Grasscroft Road, Marsh the occupiers became verbally abusive towards the crews.

On 27th May at 2310 hours a laser pen was pointed at crews whilst they responded to an incident on The Crescent, Ravensthorpe. The occupier also became abusive and admitted causing the fire.

On 3rd August 2018 at 2230 hours whilst attending an incident at Taylor Hall Lane, Mirfield crews received verbal abuse from a group of teenagers.

On 18th August at 2025 hours whilst attending an incident on Slipper Lane, Mirfield approximately 6-8 youths verbally abused crews.

On 3rd September at 1345 hours whilst attending controlled burning in a garden on Briggate, Dalton, Huddersfield the occupier verbally accused crews and threatened them with a garden fork.

Leeds

On 15th May at 1920 hours whilst leaving an incident on Aysgarth Place, Cross Green a group of seven male and female youths threw stones at the crews.

On 21st May at 2129 hours whilst attending a hedge on fire at Broadlea Terrace, Bramley one of the occupiers of a house nearby was clearly under the influence and was threatening towards other neighbours who had gathered. At one stage he retreated to his house and returned brandishing a machete and struck one of the members of the public. He returned to his house and appeared again with another knife and became verbally abusive, a brawl then took place between him and another neighbour. FRS staff and the neighbours managed to restrain the individual before the arrival of the police.

On 9th June at 1055 hours whilst attending controlled burning on Sandy Bank Avenue, Rothwell, the occupier became abusive and threatened crews if they entered his land.

On 25th July at 1900 hours whilst extinguishing a small fire in woods off Barncroft Drive, Leeds crews were verbally abused by a group of 6 teenagers who threw missiles at the crew as they returned to the appliance. The youths then proceeded to light more fires whilst continuing to verbally abuse crews. Police were requested but did not arrive before crews left the scene.

On 28th July at 2345 hours stones were thrown at crews whilst attending a fire in Bramley Park, Westover Road, Bramley.

On 17th August at 0524 hours whilst attending a fire on Heights Drive, Armley the occupier was very aggressive towards the crews.

On 7th September at 2130 hours at Sandhurst Terrace, Harehills, youths blocked the appliance and once confronted became very abusive and intimidating.

On 24th September 2018 at 0200 hours whilst attending an incident at Heights Drive, Armley several items were thrown at the crews and appliance.

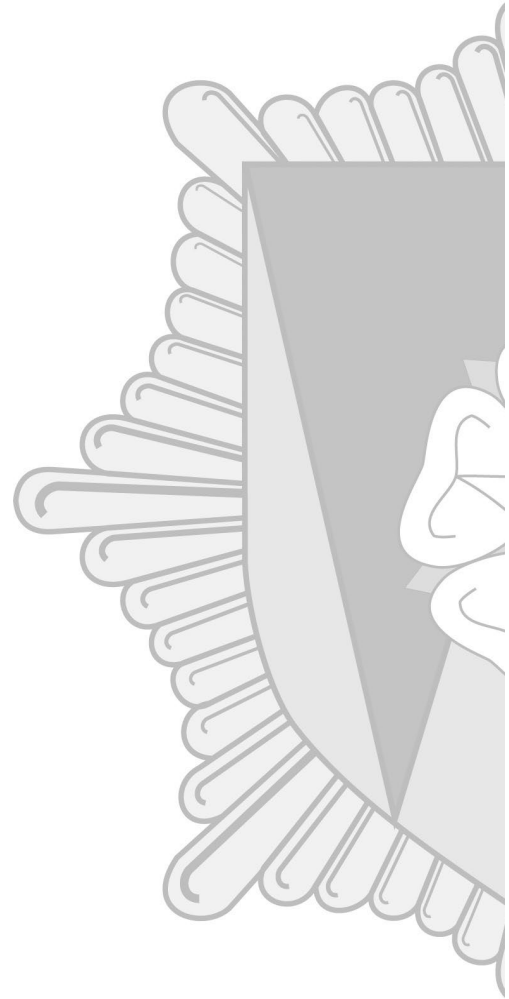
Wakefield

On 20th April at 2100 hours whilst attending a fire in the open at Barnsley Road, South Kirkby crews were verbally abused.

8. Regulation of Investigatory Powers Act (RIPA) 2000

The Regulation of Investigatory Powers Act (RIPA) 2000 regulates the use of the powers to conduct covert surveillance by public bodies including West Yorkshire Fire and Rescue Authority. The Authority adheres to procedures based on the Codes of Practice produced by the Home Office. Annual returns are submitted to the Office of Surveillance Commissioners and the Interception of Communications Commissioners Office. The annual number of applications, authorisations and rejections are stated in the Annual Corporate Health Report which is submitted to the Full Authority Annual General meeting. A breakdown for this period is stated below.

Period: 1 April to 30 September 2018	Applications	Authorisations	Rejections
Directed Surveillance	0	0	0
Covert Human Intelligence Sources	0	0	0
Disclosure of Communications Data	0	0	0



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



OFFICIAL

Service Plan - Action Plan 2018-2019 Update

Full Authority

Date: 14 December 2018

Agenda Item:

14

Submitted By: Chief Legal and Governance Officer

Purpose	To update Members of the progress on the Service Plan Action Plan 2018-2019
Recommendations	That Members note the report
Summary	This report is to update Members of the progress on the Service Plan Action Plan 2018-2019

Local Government (Access to information) Act 1972

Exemption Category: **None**

Contact Officer: Alison Davey
Corporate Services Manager
01274 655801
alison.davey@westyorkfire.gov.uk

Background papers open to inspection: **None**

Annexes: Action Plan 2018-2019 updated 14 December 2018

1 Introduction

- 1.1 At the Full Authority meeting held on 16 February 2018, Members approved the Service Plan Action Plan 2018-2019 for publication.

2 Information

- 2.1 Progress on the implementation of the action plan is reported to each Full Authority meeting and the attached is the latest update.

3 Financial Implications

- 3.1 Financial implications of each of the actions are incorporated within each project as appropriate.

4 Legal Implications

- 4.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

5 Human Resources and Diversity Implications

- 5.1 Human resources and diversity implications are incorporated within each project as appropriate.

6 Health and Safety Implications

- 6.1 Health and safety implications are incorporated within each project as appropriate.

7 Service Plan Links

- 7.1 This report links to all the Service Plan 2015-2020 priorities.

8 Conclusions

- 8.1 That Members note the report.

ACTION PLAN 2018 - 2019



West Yorkshire
Fire and Rescue Service

Update: 14 December 2018

DELIVER A PROACTIVE COMMUNITY SAFETY PROGRAMME



We will:

Ensure the authority's statutory fire protection duties are discharged efficiently and effectively in order to reduce the risk of fire and the effects of fire should it occur

Work with partners to reduce the risk of fires, road traffic incidents, other emergencies and enhance community well-being

Our action

Support the Grenfell Public Enquiry and Independent Review of Building Regulations and Fire Safety and implement any findings (DCFO)

Continue to progress with the implementation phase of the new Safer Communities Prevention Strategy (DCFO)

Develop a Community Engagement Strategy to improve the ability to target and interact with vulnerable people across the communities of West Yorkshire (DCFO)

Explore all opportunities to further enhance the Youth Interventions Programme (DCFO)

Progress

The public enquiry entered the evidence phase on 21 May 2018 and is still currently ongoing. At present no interim recommendations have been made despite the Chair of the enquiry intimating that interim recommendations may be made during the summer break; any recommendations will be reviewed once published. The final report of the Independent Review of Building Regulations and Fire Safety was published on 17 May 2018, following on from this the Ministry of Housing, Communities and Local Government Select Committee published their report in Summer advising the Government on certain recommendations however we are still awaiting the government's formal response to the review which will determine which recommendations are to be progressed and how the government expects them to be implemented.

Implementation of the strategy is progressing well. The Safe and Well training programme is on track to be completed in April 2019 with plans in place to continue with the prevention training in modular format to maintain competencies across the staff delivering prevention activities. Mobile working devices are being trialled with expected roll out across prevention teams before the end of 2018. All operational crews will have the devices in 2019.

There have been some successful examples of Community Engagement, specifically in the recent work in the run up and over the Bonfire period where a significant amount of community engagement took place in areas identified as having experienced high incident activity and attacks of staff in previous years. The Diversity and Inclusion team are supporting Service Delivery managers in developing a toolkit for community engagement so this will inform local teams of possible engagement initiatives and ways to access local community groups so this type of activity becomes more integrated into normal business in future.

The Youth Intervention Team are working to reduce dependency on cost recovery and access existing and new funding avenues, and to make ongoing improvements to the Fire Setter intervention and Children and Young People initiatives in line with national advancements. Whilst maintaining existing strengths we will actively improve evaluation of work delivered and the quality of instruction and support which we provide to young people. We are also exploring a range of initiatives linked to the Princes Trust; there is a strong possibility of being able to deliver a 'Team' programme from January 2019. Funding has recently been secured to deliver a series of courses from the WYFRS programme across Kirklees.

DELIVER A PROFESSIONAL AND RESILIENT EMERGENCY RESPONSE SERVICE



We will:

Work with blue-light partners and other agencies to provide a safe and effective emergency response

Ensure emergency response is dynamic and resilient reflecting changes to the level of risk and demand

Continuously improve our emergency response by learning from ours and others experiences

Our action

Work collaboratively within the Yorkshire and Humberside region to progress the Emergency Services Mobile Communications Programme (ESMCP) (DSS)

Deliver improvements to the efficiency and effectiveness of organisational performance through the Tri-Service Collaboration Programme (DSS)

Remove Local Retained Support Officer posts from retained duty system stations (DSS)

Reduce the Station Manager posts to 36 and determine if changes to the flexible duty system are required (DSS)

Implement the recommendations of the retained duty system review to include improvements in recruitment (CESO)

Research efficiency savings in the way that the hazardous materials Detection, Identification, Monitoring (DIM) capability is delivered (DCFO)

Progress

The four FRS in Yorkshire and Humberside are working together along with Police and Ambulance colleagues to deliver the ESMCP. A regional governance structure is in place with WYFRS acting as lead FRS. A regional Programme Manager is coordinating activities in line with programme timelines. The new network will be ready to start incremental transition in 2019. Full transition will not take place until all the new functionality is fully complete which is likely to be after mid-2020. The region continues to work well together on this project. The Regional Programme Manager contract has been extended in line with projected timescales. The incremental approach and 'heads of terms' was signed off by the Home Office on 21 September 2018. The full business case is planned to be approved in the first quarter 2019. Assurance regarding funding and the section 31 grant for Airwave is being sought from Government but it is not expected to be clarified until the business case is signed off. Regionally, the main focus is on the programmes 21 key areas for resolution that include coverage, devices and control rooms. A regional partnership agreement is in final draft form for approval by Management Board.

The Tri-Service Collaboration Programme continues to make progress with ways of working being established in Driver Training, Gaining Entry for Medical Purposes and Emergency Planning. Further work is continuing to progress in identifying future areas specifically in relation to Community Engagement, Early Interventions, Shared Training and Occupational Health. These are at different levels of maturity and have the potential to add real value to the service. The Tri-Service governance structure and reporting mechanism has also been re-aligned to enable a more structured authorisation protocol enabling the Tri-Service Steering Group and Executive Committee all relevant information to make informed decisions on any option, well in advance of Tri-Service Board.

A project plan has been developed in order to mitigate the effects of implementation of this initiative. All posts have now been vacated and removed from the establishment. **Complete.**

The number of officers is reducing as aligned with the current retirement profile and is expected to be complete by the autumn. Discussions are ongoing in relation to the duty system to be adopted. Established Station Manager posts have been reduced to 36. Following discussion and cohort agreement the current flexible duty system (FDS) for existing Station Managers will remain the same five week rota pattern. However, subject to approval, new Station Managers promoted via the 2018 process will remain on a five week Flexible Duty System, but will work a slightly different pattern to the existing one. This pattern will reduce positive working hours by three hours on full duty shifts and reduce the amount of midweek rota days by two days per five week cycle. An assessment of workloads is underway to identify a reduction of one post from 36 to 35 as approved by HR Committee on 5 October 2018. Changes to Station Manager and Group Manager rotas also approved.

Agreement has been reached for a six month pilot to commence in September.

This was approved at Authority earlier this year and the implementation phase is now ongoing. It is expected to be completed by Spring 2019.

Procure two aerial appliances following a comprehensive evaluation of the options available (DCFO)

Evaluate options to replace hydraulic cutting equipment and the battery combi tool (DCFO)

The tender process is now complete and the vehicles will be supplied by Rosenbauer with the first of the two vehicles being delivered in November and the second in the New Year. The first of the two vehicles is expected to be operational by Spring 2019 following a fit out in Transport and a training programme.

Following Authority approval a tender process was entered into jointly with South Yorkshire with Weber being the successful supplier. The first batch of tools has been delivered and work is well underway to stow these on the appliances. The first sets are already operational.

PROVIDE A SAFE SKILLED WORKFORCE THAT SERVES THE NEEDS OF A DIVERSE COMMUNITY



We will:

Promote the health, safety and well-being of all employees

Provide training and development to maintain a skilled and flexible workforce

Create an environment that enables our staff to develop and embrace organisational and cultural change

Our action

Convert five non-operational Grey Book posts in support departments to Green Book posts (DSS)

Develop a detailed business case and commence the implementation of the Occupational Health Tri-Service Collaboration project (CESO)

Commence a workplace health and safety audit programme (CESO)

Develop and introduce a workplace wellbeing strategy (CESO)

Develop and introduce an Operational Training Strategy to incorporate local, district and central training requirements to include training recording systems (DSS)

Review of the Operational Training Delivery structure and administration (DSS)

Develop a leadership strategy for the organisation and provide appropriate development opportunities to support the strategy (CESO)

Progress

Of the five posts identified for conversion or removal; two posts within the training department are due to go to advertisement for green book replacements. A Service Improvement Assurance team post has been converted with a new green book staff member in position. A post in Employee Resourcing has been removed completely and a post in the Operational Learning team will be converted once a wider restructure is complete.

A three phase agreement has been approved by the Tri-Service Collaboration Board, which will identify collaborative initiatives. Opportunities to collaborate on a range of services have been explored, with those which identify mutual benefit, being progressed. Monthly meetings are held to discuss ongoing opportunities to work more closely. Joint Employee Assistance Programme (EAP) tender with WYP currently being developed.

Audit programme has commenced.

Self-assessment undertaken to lay the foundations for the strategy. Draft Occupational Health, Safety and Wellbeing Strategy has been developed and is subject to consultation.

The Operational Development Strategy is in development and it is anticipated that this will be presented to the Human Resources Committee in the autumn. The new Training Strategy is on track for launch in the Autumn. Training Strategy approved by HR Committee on 5 October 2018. Communication and roll out ongoing. Electronic Maintenance of Competence System subject to Internal Audit before refresh and relaunch.

The Operational Training restructure is to be presented to the Human Resources committee at the July meeting. Approved by HR committee. The new restructure flattens the management structure, directs more time towards training delivery and is cost neutral. The restructure will take place over the next two years in line with planned transfers and retirements. Implementation on-going in line with retirements and transfers.

The Organisational Development Manager is developing the leadership strategy covering the organisation's approach to leadership and associated development programme. This has now been agreed by Management Board and an implementation plan is being developed. This will be presented at HR Committee in January.

Continue to develop and improve promotion processes (CESO)	Revised process for Crew Commanders now in place. Watch Manager process commencing shortly. Promotion policies have been updated for the 2018 processes. A change in process has been introduced for Firefighter to Crew Manager process which looks at development prior to taking up Crew Manager roles. Complete
Procure and deploy an integrated human resource and rostering system (CESO)	Procurement of two new systems has taken place, Gartan; a rostering specific solution used by 26 UK FRS', and Access; a HR specific solution. A review of all internal data is taking place which will result in the upload to the new systems. The project team will continue to work with stakeholders to ensure each solution is configured correctly meeting WYFRS' needs. Both solutions provide modern functionality combined with intuitive operation to assist the end user. Roll out is currently expected in April 2019.
Develop improved workforce planning and resource deployment (CESO)	Detailed workforce plans are produced and monitored in conjunction with Strategic Development and Finance departments. A review of the Operations Resource Pool is in progress but further work on resource deployment will be carried out in conjunction with the new rostering system referred to above.
Develop a business case and commence the implementation of the Driver Training Tri-Service Collaboration project (DSS)	An options paper has been produced and presented to the Tri-service Collaboration Board. Implementation is now in progress and a Memorandum of Understanding (MoU) has been produced which formalises and captures current collaboration initiatives and best practice. MoU is now finalised and awaiting sign off with Executive Committee.
Restructure Operational Support to maximise the benefits from the integration of Operational Learning (DCFO)	Operational Learning has been merged with Operations Policy and a wider review of the Operations Support structure has been carried out to reflect the loss of one Station Manager and one Group Manager. This will be implemented fully in the New Year.

PROVIDE EFFECTIVE AND ETHICAL GOVERNANCE AND ACHIEVE VALUE FOR MONEY



We will:

Provide buildings, vehicles, equipment and technology that is fit for purpose to maximise organisational effectiveness

Provide effective systems of control, performance and assurance to ensure the service operates efficiently

Demonstrate transparent and accountable decision making throughout the organisation

Identify and implement strategic change to reflect the economic environment

Our action

Review and streamline meetings across the organisation (DCFO)

Streamline and deliver a more priority focussed change programme (DSS)

Commence the construction of a new fire station at Wakefield (same location as existing fire station) (DSS)

Carry out a feasibility study of the building stock at Fire Service Headquarters with a view to centralising functions (DSS)

Review procurement processes (DSS)

Progress

Skype for Business has been installed on devices used by a number of individuals with a view to utilising this as a method for meeting. Physical meetings will be removed when appropriate.

The Change Management Programme has undergone a number of governance changes to streamline the process including the establishment of a "plan on a page" and the introduction of the Tactical Programme Board.

Work has commenced to progress the rebuilding of Wakefield Fire Station on the current site with the planning application being worked up. The tender for the construction is also being developed with the intention to go out to tender in January 2019, with a target start date for construction of April 2019.

The feasibility study is currently being undertaken by consultants with the initial findings being finalised by December 2018, once complete a full report will be presented to the Authority.

An LGA Peer Review has been completed and now awaiting the final report. Evaluation to be progressed and a report to be presented to the Authority with recommendations.

Continue implementation of Information and Communications Technology Strategy (DSS)	ITIL project has now moved into evaluation. Solution for paperless meetings is being trialled. Trials of tablets and development of the mobile application for Prevention is progressing. HR and rostering implementations are underway. Mobile working for Prevention is being rolled out. Rollout of mobile device management is nearing completion.
Introduce the new service assurance framework for all departments (DSS)	The service assurance framework is currently being completed by individual departments by way of self-assessment. This project was postponed due to our involvement in the HMICFRS pilot. The project will commence again in September 2018. Framework refreshed to reduce bureaucracy and roll out is underway. Update to be provided to Audit Committee on 8 February 2019.
Prepare the service for the first Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) inspection including learning from the pilot (DSS)	The pilot inspection was carried out in May 2018 and appeared to be broadly successful in achieving its objectives. The data gathering process has begun for the full inspection in May 2019. A timeline and action plan to prepare for the first formal inspection has been prepared and will be monitored through Management Team. Formal reports from first 15 FRS and 'the state of the FRS national report' expected in December 2018. Members briefing planned on HMICFRS, our experience of pilot and national findings on 14 December 2018.
Review and develop the Integrated Risk Management Planning process including the Community Risk Management Strategy (DSS)	Work is ongoing to develop and implement a revised Integrated Risk Management Planning process that includes a more holistic view of the background risk within the county. The new IRMP will be presented to the Fire Authority in September. The transition away from our Community Risk Management Strategy will take place in April 2019. The draft IRMP 2019-22 was approved for 12 week consultation which will close on 14 December 2018. Consultation and final draft will be presented to the Full Authority on 21 February 2019.
Reduce staffing at day crewed stations (DSS)	A plan is in place for the implementation of this initiative and policy changes are being made in order to facilitate its operation. Establishment staffing has been reduced by two Firefighters at each day crewed station. Policy changes have been made and are in the final stages of approval. Complete.

KEY DENOTES PERSON RESPONSIBLE: (DCFO) – Deputy Chief Fire Officer; (DSS) – Director of Service Support; (CESO) – Chief Employment Services Officer



OFFICIAL

Bonfire Review 2018

Full Authority

Date: 14 December 2018

Agenda Item:

15

Submitted By: Deputy Chief Fire Officer and Director of Service Delivery

Purpose	To inform Members of the events leading up to and throughout the bonfire period.
Recommendations	That Members note the content of this report
Summary	<p>The bonfire period is historically a time of increased activity for West Yorkshire Fire and Rescue Service (WYFRS). It is also a period that we know has the potential to see an increase in attacks on firefighters. This year 5 November was a Monday night, which focused activity over a four-day period. These factors, combined with dry, relatively mild, weather did result in a busy weekend, but resulted in a successful reduction of firefighter attacks.</p> <p>This report provides an overview of the work that was carried out leading up to the bonfire weekend, including all the pre-planning with partner agencies and the broad spectrum of prevention initiatives carried out. It also covers the main periods of activity that occurred over the weekend and the effectiveness of the response plan.</p>

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: AM Jim Butters 01274 655783

Background papers open to inspection: WYFRS – Operational Response Plan

Annexes: List/Maps of firefighter attacks

1. Introduction

- 1.1 Over the bonfire period, the WYFRS operational response had to be dynamic and resilient reflecting the changes in demand and the increased risk to both firefighters and the communities we serve. In order to achieve this, operational response, Fire Prevention and Fire Protection teams have worked collaboratively with blue-light and other partner agencies. The aim being to provide a safe and effective emergency response, prevent firefighter attacks and to lower the number of fire related incidents attended.
- 1.2 The main prevention strategy, cohesively implemented at all levels, was joint working and multi-agency community engagement. Influential community members, faith groups and youth services were used prior to the weekend to educate the community, create diversionary events and helped reduce tensions in high risk areas on all four nights, using varied tactics.
- 1.3 The bonfire response plan covered Friday 2nd, Saturday 3rd, Sunday 4th and Monday 5th November. In relation to 2017, there was an increase in incident attendance from 377 in 2017 to 482 in 2018 but a significant reduction in firefighter attacks (further detail in sections four and five). The increase in incident attendance may be attributable to the extra day for this year's response.
- 1.4 Specific planning for the bonfire period started towards the end of the summer, but much of the prevention work builds on the educational themes, initiatives and prevention work completed throughout the course of the year. Our success relies heavily on strong links and collaborative working that has developed over a number of years with schools, community/faith groups, local authorities and the other blue light partners.

2. Prevention Activity

- 2.1 The aim of the prevention work was that West Yorkshire Fire and Rescue (WYFRS) would utilise a variety of methods in ensuring safe and enjoyable Bonfire celebrations for the residents of West Yorkshire. WYFRS personnel would communicate safety messages through a number of activities across the county, some of which were supported through partnership.
- 2.2 Each district carried out a range of prevention activities prior to and during the bonfire weekend. The activities varied slightly in each district due to the different levels of risk and demographic makeup. The following activities have taken place throughout West Yorkshire with the aim to reduce bonfire related activity and anti-social behaviour.
- 2.3 **Community Awareness Initiatives** - Engagement with the local community was a key factor and different activities were targeted at communities that sit within identified 'risk areas'. These areas are centred onto Local Authority Wards and are determined by a number of factors. Areas which experienced higher levels of attacks and disruption in 2017 were further resourced and concentrated upon this year.
 - i. The Bradford District prevention manager and the Assistant District Commander (ADC) Operations attended weekly briefings. The meetings were split into two sections, the first meeting, being operational, was chaired by Emergency Planning Officers focusing on places and bonfire locations. The second meeting focussed on people and was chaired by the Neighbourhoods Partnership Inspector and focused on community engagement.
 - ii. Calderdale completed a 'Park Ward Risk Reduction Campaign'. Over the bonfire weekend a multi-agency hub was formed for all agencies to work collaboratively

and to deliver a series of initiatives to help reduce the risk of fires and anti-social behaviour.

- iii. Kirklees District delivered a variety of engagement and service delivery methods to ensure the community of Kirklees had safe and enjoyable Bonfire celebrations supported through partnerships and other WYFRS led initiatives. They utilised internal and external intelligence to identify past and current hot spot areas that influenced and initiated proactive arson reduction work in order to prevent re-occurring issues. Days of action took place and provided information, advice and local community engagement opportunities. Community and religious group engagement was completed in some areas with local Imams making safety announcements at Friday prayers.
- iv. Leeds engaged with the local Community Safety Teams based in East, West and South Leeds including attendance and contribution to any bonfire planning meetings. They committed resources and attended a number of planned diversionary activities and proactively fed in any emerging issues and requests for assistance with problem solving from key stakeholder partner agencies. In addition, Leeds Prevention staff delivered arson awareness and 'consequence' training to PCSO's based in the Leeds District. The aim was to enable them to identify potential 'hot spots' and reduce the number of fire related ASB incidents across Leeds.
- v. Wakefield worked collaboratively with respective police inspectors, Wakefield District Housing, Street Scene, Youth Work Team, Council Communities Team to identify risk areas and deliver community awareness and engagement to lower anti-social behaviour and problem secondary fires

2.4 **Youth Education Provision** - In addition to the normal year five school talks, high risk areas were identified and prioritised across West Yorkshire to enable the delivery of a specific bonfire learning programme. Prevention staff and operational crews engaged with young people in both primary and secondary schools, focusing on years five through to eleven. The aim of the programme was to encourage young people to have a safe and sensible approach to the bonfire period. It focused on highlighting the hazards and risks involved in bonfires and the inappropriate use of fireworks. The impact of anti-social behaviour towards the fire service and the consequences offenders face was a major part of the programme. Youth groups in areas of known significant anti-social behaviour were also a focus for engagement with



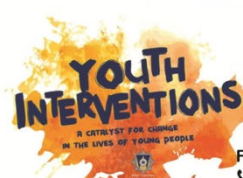
We have funding available to deliver 5 x Crackers and 5 x Action Strike Back Targeted Intervention Days throughout West Yorkshire over the bonfire period.

Our Targeted Intervention Days provide a high Intensity experience day for young people who are most at risk of becoming disengaged with education and society.

Through combining education and practical firefighting skills we challenge young people's perceptions and ask them to take responsibility for their actions on specific risks or local issues.



- Sessions available from September until December 2018
 - Each session is 5 hours long
 - Sessions are for up to 10 young people
 - Partners must send Engagement support workers who will take part and support young people
 - Sessions delivered on Operational Fire Stations
- For more information OR to book your session:
 ☎ 01924 334057
 ✉ Youth.interventions@westyorksfire.gov.uk



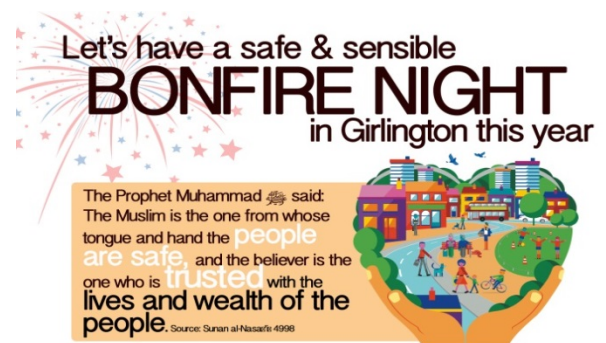
operational crews and prevention staff. Youth education was not just delivered in schools - safety and prevention messages were delivered to local parent forums, youth groups, religious gatherings, police camps and stay safe events.

2.5 **Youth Intervention Team** - For the Bonfire period, the team successfully received funding for 10 targeted intervention days, five days called Crackers and five days called Action Strike Back. Districts reported to the Youth Interventions Team areas of antisocial behaviour from the previous year where the targeted delivery of Crackers was implemented. Following bonfire night, any areas of antisocial behaviour identified will be the targeted areas for Action Strike Back.

2.6 **Environmental visual audits** - In areas where fly tipping historically occurred and where waste materials could be potentially ignited to cause a nuisance fire, district crews and prevention teams formulated 'drive round' plans. In collaboration with the local authority clean up teams, the waste materials were removed, minimising the opportunity for unwanted fires. In addition, crews identified the potential for unofficial bonfires or poorly organised events. Crews risk-assessed these bonfires/events gave safety advice and reported them to partner agencies. Staff proactively monitored vulnerable empty properties, and where necessary arranged securing of the property and combustible materials to be removed. The presence of crews (during daylight hours) enabled them to identify potential arson targets but also to provide arson prevention advice to local businesses and the public during safe and well visits.

2.7 **Intelligence sharing** - The planning process has taken into account previous years activities, current police intelligence and anticipated activity for West Yorkshire. West Yorkshire Police (WYP) and WYFRS gathered and shared information/intelligence leading up to and throughout the bonfire event period. This was shared with Yorkshire Ambulance Service (YAS) and other partner agencies, therefore all relevant partners were aware of the high-risk areas where attacks to emergency services were taking place. This was relayed to all staff via the intranet on the Safety Critical Information Point facility and a full update given at a daily briefing to those involved in the response plan. The Operational Resilience team utilised Resilience Direct mapping to highlight attack and high risk areas so that the information could be clearly interpreted in pictorial form; this was shared internally and with all partners prior to and during the response. Live information was utilised, therefore attacks were plotted as they happened, ensuring that intelligence was immediately shared.

2.8 **Response- Community Engagement** –Prevention crews engaged with community safety teams and groups through the bonfire period across West Yorkshire. A number of diversionary activities were planned to engage with and to remove youths from the streets in higher risk areas. Talks were given to local youth groups and safety messages given out to



Sadly, over the past years, our police service and our fire service, (the same men and women who we rely on to help us in our time of need), have been subjected to attacks by both fireworks and other objects such as bricks. They are brothers, sisters, sons and daughters, father and mothers and none of them deserve to be attacked whilst they are simply doing their jobs and keeping US and OUR communities safe.

YOU CAN HELP US TO MAKE SURE THAT THE REPUTATION OF OUR COMMUNITIES IS NOT DAMAGED BY DOING THE FOLLOWING:

1. Please ensure you know where your children are over the bonfire weekend – if everyone takes responsibility for THEIR children then we won't have issues. Do not allow them to go out unsupervised. They risk getting involved in anti social behaviour and being arrested or seriously hurting themselves or somebody else.
2. Please be aware of what is happening in your community and if you see people you know acting dangerously or without respect for others please let someone know – your Imam, the Police, a Community leader – so the Police can deal with this behaviour.
3. If you have an item from your house which needs disposing of, such as a mattress or a sofa, please call the Council and ask them to remove it for you, or take it to your nearest tip. Using the bonfire weekend as an excuse to set fire to items outside your house isn't ok. It is illegal, it is dangerous and you will be prosecuted!

West Yorkshire Police have made clear that any incidents involving firework attacks or attacks on emergency services will be dealt with robustly. There will be an increased number of officers working over the weekend, primarily to keep you safe, but if any incidents occur, the Police will have the full support of our Masjids and community organisations to identify those responsible and take firm action.



local religious/community leaders to develop more effective communication. In Bradford, specifically Girlington, The Council for Mosques produced a community letter. Bradford District Prevention Manager Mo Ali produced and distributed a safety letter (displayed on previous page) in conjunction with partner groups.

- 2.9 Bonfire night saw large numbers of people fly tipping and then setting fire to items. WYP secured some good CCTV footage which will potentially allow the Local Authority to pursue a prosecution against those responsible. Specific intelligence was received regarding a potential firework/arson attack on a premises in Girlington, Bradford. WYFRS made numerous prevention and protection visits. A plan was put in place, with a community led response between 1600 and 2300. Although WYP had officers nearby, community members from the Al-Hikam Centre and Al-Mustafa Centre chose to protect the site with help from WYFRS prevention staff Mohammed Ali and Nazir Hussain (see pictures below).



Halifax multi-agency Hub

- 2.10 The facts and figures below from West Yorkshire Police demonstrate the efforts joint working has made together this year to prevent anti-social behaviour in Bradford alone. Similar work was replicated in police districts across West Yorkshire.

- Eighty presentations given to 10,811 school children in Bradford.
- Over the six weeks prior to the response, there were seven community meetings held at Leeds Road Fire Station and a similar number of Silver meetings across all agencies
- Youth services designed and distributed a consequences letter and card
- All stop checks in the community have been followed up by safer schools officers
- Over 100 visits with women’s groups over Bradford
- Several ‘WhatsApp’ groups were run over the weekend which generated thousands of messages
- The Bradford Youth and Regular IAG were regularly consulted and Cllrs were pre-briefed prior to this weekend. This included members of the IAG visiting the SOR during the weekend

- A significant network of community calmers operated over the weekend and dealt with dozens of incidents, negating the need for the police to attend.
- Presentations given at over 20 Friday Prayer meetings in the run up to Bonfire and two influential Imams assisted over the weekend in engaging with youth groups
- Mo Ali (WYFRS) was exceptional in his work within Girdlington, engaging with 8-10 mosques and attending numerous prayers. He assisted in producing a leaflet on fire safety (in line with WYP key messages) which were distributed
- Mo Ali and GM Bush also appeared on Iqra TV, two local radio channels and a number of newspapers.

WYP/ Multi –agency Action	Numbers
Bonfire specific arrests (Op Odiham)	33
Disruption Visits	222
Warning Letters issued	75
Youth/ Council Interventions	2098
Stop & Search	55
Dispersal Orders	77
Police logs attended	305

2.11 **Selling of Fireworks**– Fire Protection staff visited a number of shops including ‘pop up’ premises that were selling fireworks. This was to ensure that they were complying with the laws around safe storage and that any fireworks sold conformed to British Standards. West Yorkshire Police licensing teams worked in conjunction with Trading Standards and confiscated a significant amount of ‘illegal’ fireworks.

2.12 **Organised Events** – A key safety message was to encourage the public to attend safe, organised firework and bonfire events. Leading by example, WYFRS hosted a bonfire and firework extravaganza on Saturday 3rd November. Thousands of people attended raising a substantial amount of money for the three chosen charities.

2.13 **Corporate Communications campaign** -This year the Corporate Communications team delivered the ‘More Than a Uniform’ campaign for the second year running over the bonfire period, with the aim of reducing attacks on firefighters and raising public awareness of what the Fire Service experiences during this period.
A secondary aim of the campaign was to raise awareness of the Protect the Protectors bill which came into force on November 13th, having received Royal Assent some weeks earlier.

The key media activities were:

[A new video](#) featuring Fire Service staff publicising the campaign’s message that firefighters are not just authority figures – they are loved ones; sons and daughters, mothers and fathers, brothers and sisters.

This was delivered across our social media platforms including @WYFRS Twitter and Facebook, our external WYFRS website and YouTube.

Facebook statistics for video – total views 56K
 Twitter statistics for video reach – 61.1k impressions

The video was picked up by national media and featured on [Sky News](#) and ITV News alongside a piece of footage which showed a fireworks attack on an engine attending a fire in the open in the Fairweather Green area in the week before the bonfire weekend. The video of the fireworks attack was also widely watched on social media (Facebook statistics below from WYFRS page)

Top mention earned 669 engagements

The campaign also featured on ITV Calendar where Watch Manager Sally Evers (from Odsal Fire Station) spoke of her experience. A BBC documentary company also spent November 5th with Sally's crew – this documentary will be aired in Spring 2019. Channel 4 News spent three nights on shift with crews at Fairweather Green and Odsal fire stations.

The theme of their piece was the increased community engagement that the Fire Service has supported, including its youth intervention work, and the efforts of police, community leaders and council partners in supporting the Fire Service.



The news piece aired on November 5th itself with interviews from faith leaders in Bradford , DCFO Dave Walton and two Watch Commanders who had experienced attacks that week.

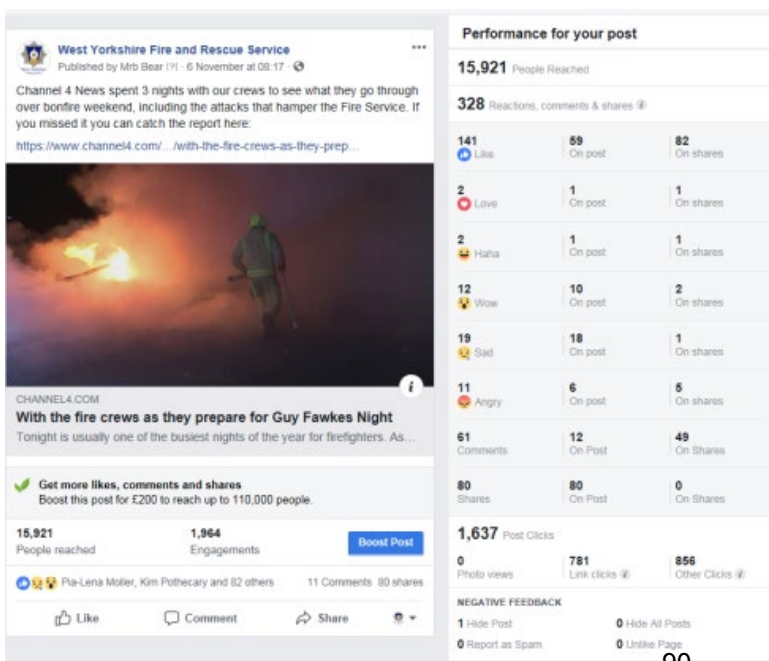
Firework and bonfire safety

The Corporate Communications team also delivered bonfire safety advice to the public. This included a media campaign on the awareness of the dangers of fireworks in the wrong hands, called 'Gone in a Flash'. This featured the case-study of a young student who had received severe burns from a firework that had been thrown in a school hall five years prior.

She appeared on BBC Look North and national BBC Breakfast news as well as BBC Radio Leeds with Area Manager Jim Butters.

We offered advice to retailers around the law in selling fireworks and to purchasers about the law when buying them.

The Fireworks Extravaganza at Headquarters was promoted as a safe event for people to attend and 'We are bonfire safe' wristbands were given to thousands of young people as a marker of their pledge to stay safe.



Bradford district specific media was also used to spread safety messages to the community. Bradford district staff and police partners broadcast on Asian TV channel, Iqra TV. Local faith leaders, Imams and community influencers produced videos for social media.



Overall the More than a Uniform campaign was very successful this year with national and local media achieved, reaching millions of viewers. Organisations such as Bradford Council showed their public support for the Fire Service with a motion to support the Protect the Protectors bill, and a thank you card for our staff. Support was received from social media and community leaders. Attacks over bonfire weekend were down on last year and we believe the media coverage and awareness contributed to this.

3. Operational Response

- 3.1 WYFRS Operational Resilience and Emergency Planning team worked collaboratively with blue light partners on a regular basis, resulting in a positive and effective working relationship. Early planning at both strategic and tactical levels focusing on information sharing and resource requirements aided a safe and efficient bonfire response. However, pre-planning starts at a local district level, utilising the knowledge and risk understanding of the district manager, their prevention staff and operational crews. In conjunction with local police partners, via intelligence sharing/analysis of the high activity areas for anti-social behaviour, the district 'blue light' team will determine the level of response required for the bonfire period.
- 3.2 The key elements of the response plan included additional resources and fire appliances being utilised over the four nights. Extra Flexi Duty System (FDS) officers were utilised to fulfil the command and control responsibilities of a tactical fire command model based at WYFRS Service Delivery Centre, working closely with Fire Control.
- 3.3 Following the firefighter attacks over the bonfire period in 2017, particularly in Bradford, the response plan was heavily weighted and resourced to the Bradford area. Bradford District Commander, Ben Bush with his predecessor GM Speed; in conjunction with their WYP counterpart, Superintendent Dan Greenwood formulated a robust response plan in an

attempt to reduce the number of attacks on emergency service personnel over this period. The collaborative working between WYFRS and WYP was replicated across West Yorkshire.

3.4 WYP provided 11 'fire cars' that were marked police vehicles. A WYP driver and Sergeant, accompanied by a WYFRS Watch Manager, staffed the car. The officers were selected due to the extensive knowledge of the local area and community. Fire Car provision was;

- 4 in Bradford – Odsal, Fairweather Green, Bradford and Keighley
- 4 in Leeds – Killingbeck, Hunslet, Stanningley and one dedicated to Harehills/Chapelton
- 2 in Kirklees – Dewsbury and Huddersfield
- 1 in Calderdale – Halifax

Their principal role was to carry out a fast, on scene risk assessment in terms of whether a fire appliance was required or not. Following a thorough risk assessment, a fire with no risk of spreading to any property, or risk to the public, was allowed to burn out or was left with a responsible person. This ensured that WYFRS and WYP had minimal personnel within a potential risk area, with the clear intention of reducing attacks to firefighters, officers and appliances. The marked police vehicle in conjunction with a police Sergeant provided the authority to direct individuals who may be causing a public nuisance and to provide a deterrent. The fire cars allowed lifesaving, operational fire engines to stay available for calls for the majority of the period (see incident analysis 4.4).

3.5 Seven additional fire appliances, staffed by personnel on overtime were used over the four nights from 15:00 to 01:00. Six were located at the whole-time fire stations across Bradford, with one based at Stanningley. Their role was to attend the secondary fire and bonfire fire related incidents therefore leaving the fire appliances based at those stations able to respond to all other types of incidents. They also provided resilience for the service as a whole in the event of a large protracted incident.

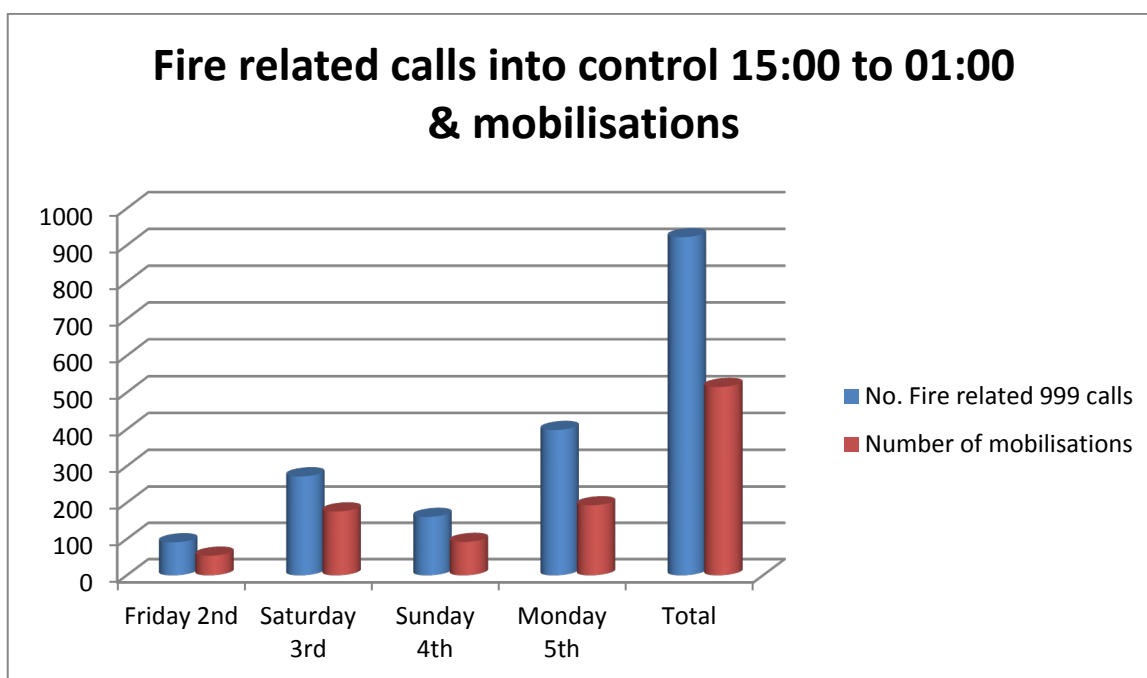
3.6 WYP provided three Police Supports Units (PSUs) to assist WYFRS in reducing the potential for firefighter attack. Each PSU consist of three police serials (vans) with approximately eight staff. Each of the additional six fire appliances in Bradford were assigned a police serial to work in partnership with throughout the night. Therefore, at every incident that these appliances attended, they did so with a substantial police presence. A police serial supported the fire appliance at Halifax on the 3rd, 4th and 5th Nov.

3.7 Wakefield district requested no additional fire or police resources. District management monitored staffing levels of retained stations ensuring resilient support was available if required.

3.8 The command structure for the operational response plan was focused on a tactical fire command room at Service Delivery Centre. The role of the Tactical Fire Commander was to command, coordinate and manage operations centrally from the tactical command room whilst closely supporting the Fire Control team and informing them of developing high risk areas. To aid communication with the police, and to provide them with support, a station manager went to WYPs Operations Rooms at Trafalgar House, Elland Road and Laburnum

Road. A robust communication structure was established to ensure that data from all command locations was shared effectively and efficiently.

3.9 The command structure, predominantly delivered through fire tactical command at SDC, the hierarchy of risk control (see 4.5) and safe, robust call handling by control staff proved extremely successful in reducing mobilisations to risk areas throughout West Yorkshire. In total 922 fire related calls came into Fire Control from 15:00 to 01:00, over the four nights. Through risk assessed call handling and information/intelligence sharing with fire tactical command we only mobilised to 515 (56%) of these calls; resulting in appliances being kept available and the threat to our staff reduced. This part of the operation was a vital aspect in lowering the attacks on fire appliances and staff. Having officers within the command structure with local knowledge of the risk areas was also invaluable in making tactical decisions.



3.10 A joint police and fire briefing was held at FSHQ on a daily basis at 15:00 hrs. The purpose of the briefing was to give up to date intelligence, share safety critical information, and deliver a safety brief. It also allowed representatives from both agencies to get acquainted prior to being deployed operationally - this aided the collaborative operational work.

4. Incident analysis

Dates – 3 day bonfire period	2012	2013	2014	2015	2016	2017	2018*
Secondary Fires	202	139	238	138	215	224	274
Bonfires	26	48	32	17	21	19	43
False Alarm/Controlled Burning	48	60	60	48	85	134	165
Total	276	247	330	203	321	377	482

*2018 – 4 day period

- 4.1 These incident numbers are a total over the bonfire period as a whole and not just for the response plan times (15:00-01:00). Attendances to secondary fires, bonfires and false alarms/controlled burning increased 22% on 2017. The most probable reason for this is that the period combined an extra day in 2018.
- 4.2 The bonfire category is bonfires ‘not under control and required extinguishing’. Compared to 2017, this has increased by 56% even though the prevention activity, and media campaign has been bigger than previous years. The weekend was remarkably dry and the strong wind on the Saturday may have contributed.
- 4.3 Compared to 2017, the seven extra fire cars may be a factor for the increase in attendance to false alarms/controlled burning (19%). Their role was to assess a fire and leave them to burn out if it was safe to do so or the risk of attack was high.

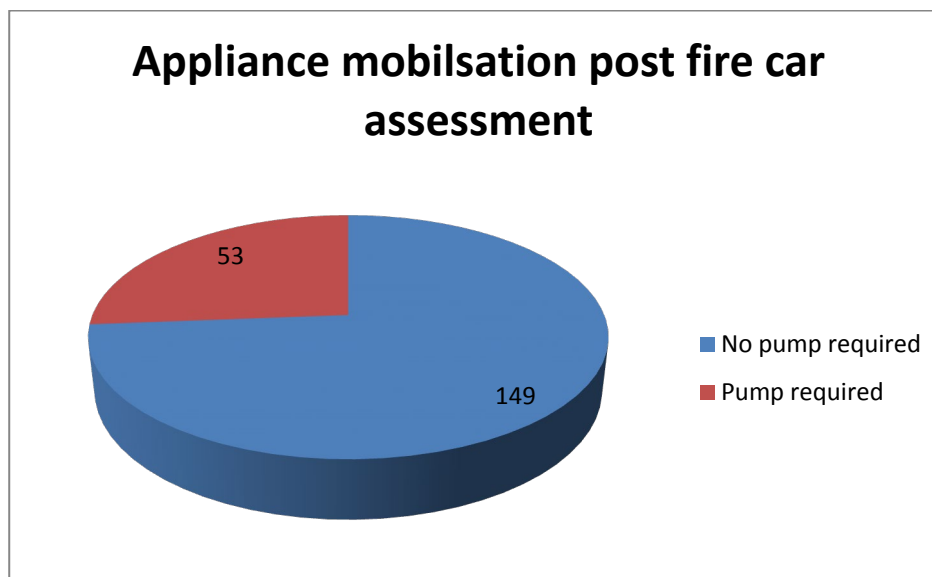
4.4 **Fire car analysis**

The table below shows the number of incidents attended by the fire cars.

Fire Car Location	2 nd Nov	3 rd Nov	4 th Nov	5 th Nov	Total
Harehills	1	0	0	5	6
Hunslet	2	4	4	12	22
Stanningley	2	5	1	5	13
Killingbeck	2	3	0	1	6
Bradford	4	11	8	17	40
FWG	1	7	12	9	29
Keighley	5	5	3	5	18
Odsal	6	12	5	14	37
Huddersfield	0	2	4	5	11
Halifax	0	4	4	5	13
Dewsbury	0	5	1	1	7
Total	23	58	42	79	202

- 4.5 Compared to 2017 we had an extra seven fire cars available as a resource. We introduced a hierarchy of risk control for the bonfire period with the aim to reduce incident attendance and therefore the potential for firefighter attack.
- Risk assessed call challenging in Fire Control
 - Mobilisation of fire cars
 - Mobilisation of fire appliance with police serial (In Bradford and Halifax)
 - Normal fire appliance mobilisation with police resources if required.

The fire cars were a vital resource, allowing front line appliances to stay available for other emergencies such as life risk, RTCs, property fires and other priority mobilisations. The chart below highlights the secondary fire assessments by the fire cars.



The fire cars attended 202 incidents compared to 47 in 2016 and 107 in 2017; in 74% of attendances they did not require a fire appliance to extinguish the fire. Therefore it prevented an appliance mobilising to 149 smaller incidents that having being risk assessed, didn't need extinguishing, allowing them to be available for priority calls.

5. Firefighter/Emergency Service attacks

- 5.1 During the course of the bonfire period, there were four recorded attacks on firefighters/ fire appliances compared to 14 in 2017 and 14 in 2016. **In three of the four attacks fire service appliances were being accompanied with a police resource, either a fire car or serial.** The other attack was a bottle thrown at an appliance by drunken youths. This is almost a 70% reduction given that the recording period this year was over four nights and not three, and we attended 22% more incidents. The fall in attacks was replicated over all districts. The vast majority of attacks involved objects (mostly fireworks) being thrown at crews whilst dealing with incidents. Keighley fire station did get fireworks thrown into its rear yard.
- 5.2 Ten attacks affected the 'fire cars'. These vehicles were marked police patrol cars with fire service personnel in them. **Although the watch managers in the car reported a firefighter attack, we are not reporting it as one.** It was not specifically aimed at fire service personnel but at a police resource. In relation to 2017 there was a rise of 4 but the cars attended 202 incidents - 55 more than 2017 and 155 more than 2016. We had seven more cars responding, and their value is highlighted in section 4.5.

Year	Fire Car Mobilisations	Number of attacks	% mobilisations to attacks
2016	47	7	14.8 %
2017	147	7	4.8 %
2018	202	10	4.9%

- 5.3 In mid-Sep we started to see a rise in attacks on firefighters. In liaison with WYP, a fire car was used over the weekends in October and we had two fire cars on Halloween and the 1st Nov to reduce further attacks. Continued and renewed community engagement, police action and prevention were also used in this period.
- 5.4 Firefighter attacks 2nd to 5th November; **note the fire cars are a police resource and as such an attack on them is not recorded as a firefighter attack.**

WY/District	Attacks 4 th -6 th Nov 2016			Attacks 3 rd -5 th Nov 2017			Attacks 2 nd -5 th Nov 2018		
	WYFRS attack	Fire cars	Total	WYFRS attack	Fire Cars	Total	WYFRS attack	Fire Cars	Total
West Yorkshire	14	7	21	14	7	21	4*	10	14
Bradford	5	7	12	7	7	14	3	6	9
Leeds	4	n/a	4	3	n/a	3	1	2	3
Calderdale	3	n/a	3	3	n/a	3	0	2	2
Kirklees	2	n/a	2	1	n/a	1	0	0	0
Wakefield	0	n/a	0	0	n/a	0	0	n/a	0
Decreased Activity									
Remained the same									
Increased activity									

*Three appliances with police support

6. Financial Implications

- 6.1 The planning and debriefing of this operation was picked up by the Operations Support Team as part of their normal day to day business therefore no additional cost was incurred.
- 6.2 The total cost for the additional staff working overtime was met from the existing overtime budget. The additional cost to staff the bonfire response for WYFRS with overtime was approximately £50,000, the Bradford police operation cost was £120,154. WYP have not provided costings for other district operations.

7. Human Resources and Diversity Implications

- 7.1 An equality impact analysis was carried out with two aspects taken into consideration. Firstly, the implications on community relations that any proposed action might have as part of the concerted effort with partner organisations. Secondly, experienced FDS officers and watch managers with local knowledge of the high risk areas of Bradford and Leeds area were utilised with the response plan and worked the period on overtime. It highlighted that although operational officers should be selected on experience, skills and qualifications, equality is also required to be maintained. A recommendation was that by introducing additional officers to the response, we would be increasing our representation within minority communities. "The additional commanders should be the younger members of our organisation and come from a BME background. This will improve representation, reflection and relationships within our communities. This representation will maintain our legal responsibilities towards equality and further reduce risk to our

employees and the public by moderating public sector attacks. This approach will maintain our responsibilities in health and safety provide better equality and provide continuity to maintain a skilled workforce.”

Equality in male and female nomination for overtime will maintain our commitment to decrease the gender pay gap.

8. Health and Safety Implications

- 8.1 The main aim of the response plan is to ensure firefighter and public safety. As in previous years, we continually look to learn from events and work with our partners to reduce further still the risk of injury to firefighters or the public.

9. Service Plan Links

- 9.1 The bonfire response plan underpins the aim and strategic priorities of WYFRS. The aim of the collaborative response on the weekend was to work in partnership to reduce death, injury and economic loss and contribute to community well-being. The plan linked into the following strategic objectives;
- Deliver a proactive fire prevention and protection programme
 - Deliver a professional and resilient emergency response service
 - Provide a safe competent and diverse workforce

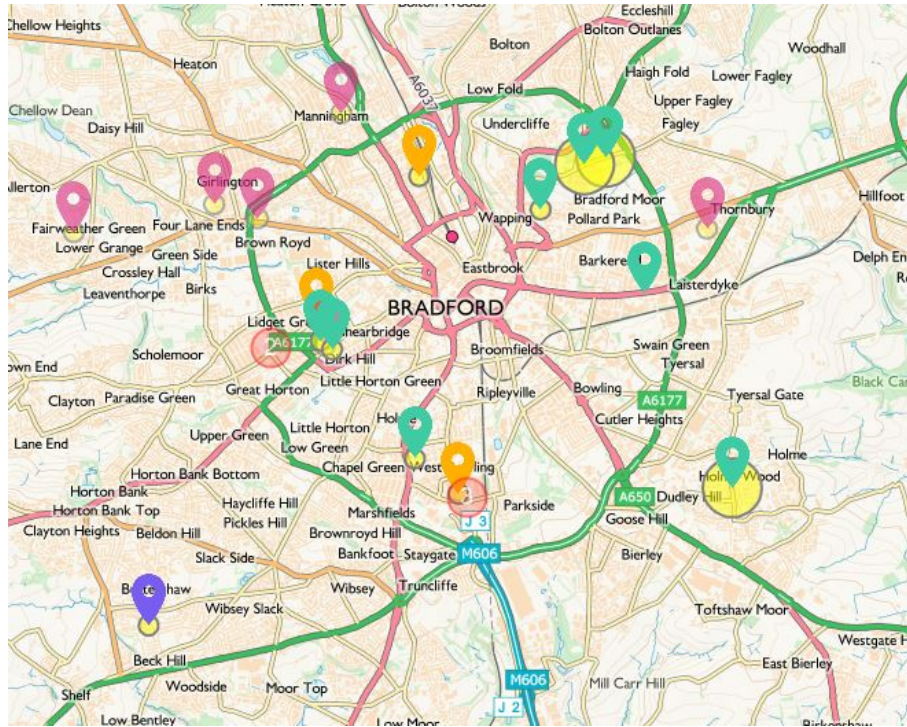
10. Conclusions

- 10.1 The bonfire period is always a challenging time of year, but with a combination of effective prevention work, close working with partner agencies, and a resilient well briefed and prepared operational response plan we continue to strive to make our staff and the communities of West Yorkshire safer.
- 10.2 This year was a significant success, the actual attacks on WYFRS resources reduced markedly - a drop of 10 (70%). The focussed response period was a day longer than in 2017, and as a consequence we attended 22% more incidents than the previous year. There were no reported injuries linked to firefighter attacks, although a police officer was injured by a firework attack. The collaborative working with WYP, particularly in Bradford, prevented any repeat of the numbers of firefighter attacks that occurred in 2017. Feedback from our police partners is that the plan was well prepared and executed.
- 10.3 999 call challenge in Fire Control, the use of fire cars within the brigade and the fire tactical command structure allowed a sensible risk assessed approach to attending secondary fires/ bonfire incidents; therefore reducing the risk to firefighters on fire appliances and the number of mobilisations.

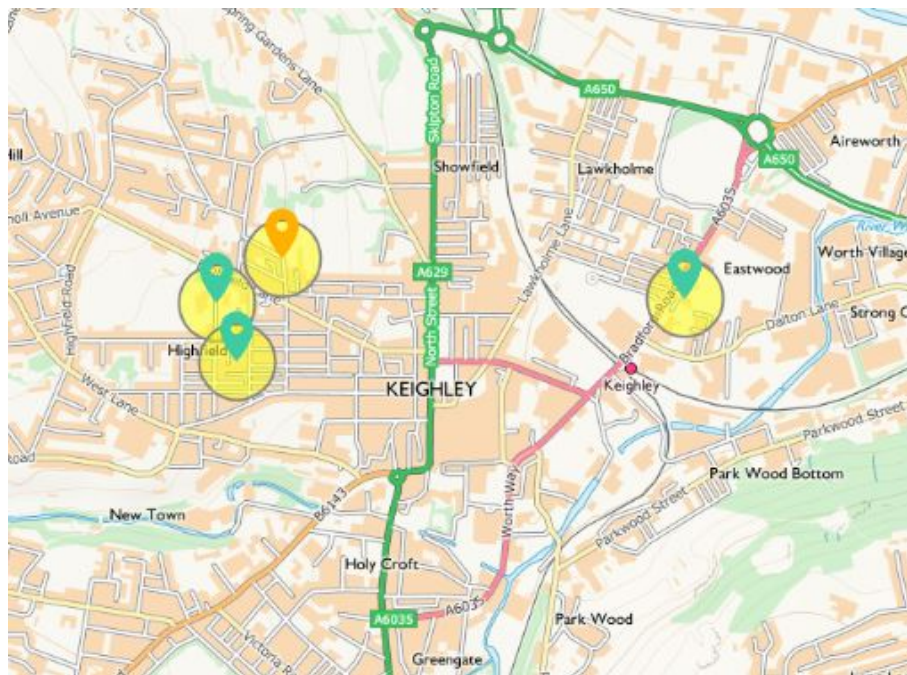
Annex A – Firefighter/ Fire Car Attacks, including Police intelligence of high risk areas or anti-social behaviour.

2nd, 3rd, 4th and 5th November 2018

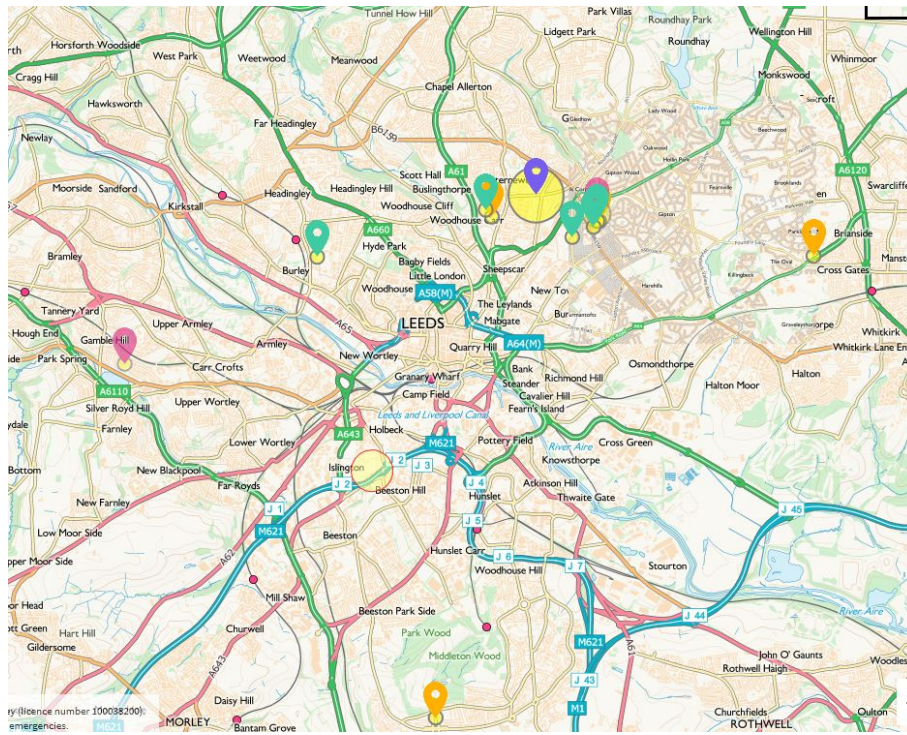
Bradford



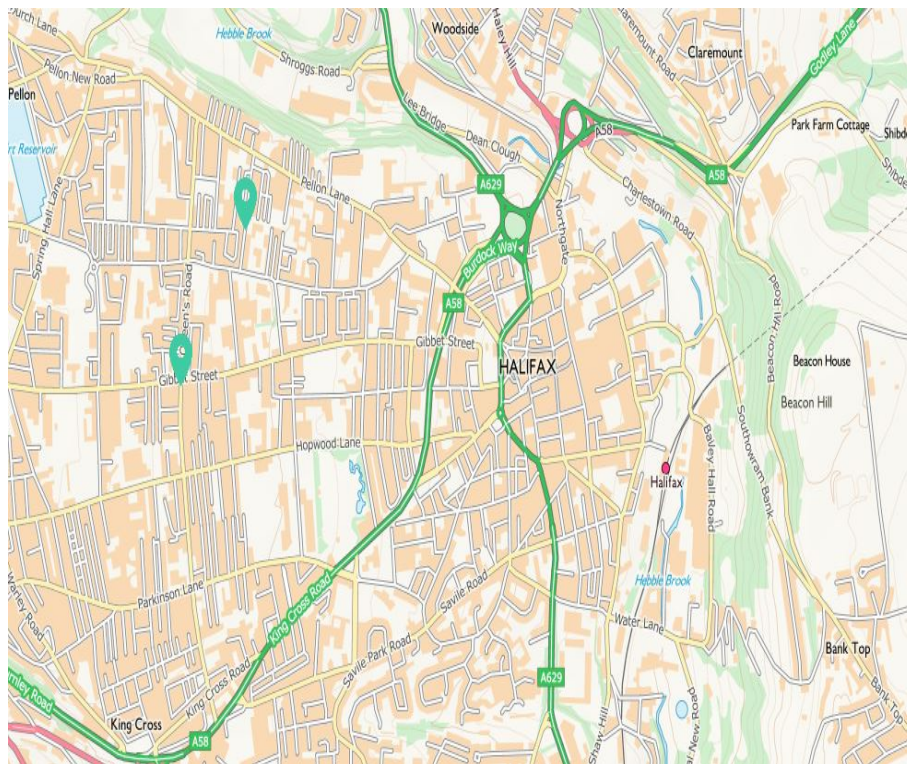
Keighley



Leeds



Halifax



Date	Time	Station Ground	Resource	Location	Impact	Details
05/11/2018	23:00	Leeds	FC31	Thornville Road, Leeds.	Fireworks thrown	Fire car 31 attacked with fireworks whilst travelling, non incident
05/11/2018	23:00	Halifax	FC64	Queens Road, Kings Cross, Halifax.	Missiles thrown	While out in the fire car in the vicinity of Queens road, King cross Halifax. Eggs were thrown at the fire car. No damage or injuries were sustained and we left the area.
05/11/2018	21:00	Halifax	FC64	Violet Street, Halifax.	Fireworks thrown	While we were leaving the area from a previous incident located on Violet street the fire car which I was passenger in had fireworks thrown at us.
05/11/2018	20:45	Killingbeck	FC20, 2002 and PSU's	Saville Drive on the junction of Mexborough Place, Chapel Town, Leeds, LS7 3EB.	Fireworks thrown	No damage or injuries were sustained and the police requested further resources to the area.
05/11/2018	20:35	Bradford	FC42	Alexandra Road, Great Horton, Bradford.	Fireworks thrown	Firecar 42 attacked with fireworks. One police officer injured attending BRI
05/11/2018	20:30	Keighley	**Keighley Station	Keighley Fire Station, Bradford Road, Keighley.	Fireworks thrown	While in the kitchen at Keighley fire station we became aware that fireworks were being throw over into the rear yard from the wasteland at the back of the station.
05/11/2018	20:30	Bradford	5303, PSU	Leeds Road JCN with Amberley Street, Bradford.	Fireworks and missiles thrown	Egg and firework thrown at appliance (5303)on Leeds road junction with Amberly street, Bradford. Police serial also in attendance and hit with firework.
05/11/2018	20:15	Leeds	FC32	Sandhurst Place, Harehills, Leeds.	Fireworks thrown	Fire car 32 attacked with fireworks normal driving no incident.
05/11/2018	19:40	Keighley	FC46	Highfield Centre, Drewery Road, Keighley.	Fireworks thrown	Dorset Road area high risk.

05/11/2018	18:35	Bradford	FC47, 4703	Summerseat Place, Great Horton Rd Bradford	Fireworks thrown	Firecar 47 and 4703 attacked, Fireworks fired at vehicles.
05/11/2018	18:30	Keighley	FC46	Cartmel Road, Highfield Keighley	Fireworks thrown	No damage was caused to the vehicle but I had slight ringing in the ears for approx half hour. We had to exit the area and the police requested further resources into the area.
05/11/2018	18:20	Bradford	FC40	Orange Street, Leeds Road Bradford	Fireworks thrown	Firecar40 - Fireworks fired at vehicle. Crew withdrawn.
05/11/2018	17:45	Bradford	FC40	Pollard Lane, Bradford	Missiles thrown	Fire car 40 attacked. Missiles thrown on Pollard Lane. No Injuries. Burning items in road, Undercliffe Old Road also involved as risk area
04/11/2018	19:30	Bradford	FC40	Broadstone Way, Holmewood.	Missiles thrown	Attack on Fire car 40 whilst enroute to an incident at Felcourt Fold. Stones throw at the resource resulting in damage to the vehicle. No Injuries.
02/11/2018	20:23	Bradford	4701	Burneston Gardens, Buttershaw. Bradford.	Missiles thrown	Bottles thrown at Odsal Crews 4701. Police Log 2160 02/11/18

Fire Cars  Fire Car & Pump  WYFRS resource No WYP. 



OFFICIAL

Customer Service Excellence Assessment 2018

Full Authority

Date: 14 December 2018

Agenda Item:

16

Submitted By: Chief Legal and Governance Officer

Purpose	To update Members on the Customer Service Excellence assessment 2018
Recommendations	That Members note the attainment of the Customer Service Excellence standard with full compliance against all 57 elements incorporating 17 'Compliance Plus' awards
Summary	This report provides details of the Customer Service Excellence Assessment 2018 which has resulted in West Yorkshire Fire and Rescue Service achieving full compliance against all 57 Customer Service Excellence elements incorporating the award of 17 'Compliance Plus' awards

Local Government (Access to information) Act 1972

Exemption Category: **None**

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Background papers open to inspection: **None**

Annexes: Customer Service Excellence – Assessment Report Results for 2018

1 Background

1.1 Since 1998, West Yorkshire Fire and Rescue Service has consistently attained the Charter Mark Standard, which is the Government's national standard of customer service excellence for organisations delivering public services.

1.2 In August 2009 the Authority invited an assessment against the new Customer Service Excellence standard, which was being phased in and which has now fully replaced the Charter Mark standard. This new standard is derived from the core concepts of customer focus and the delivery of excellent customer service and assesses, in great detail, the following areas:

- Customer Insight
- The Culture of the Organisation
- Information and Access
- Delivery
- Timeliness and Quality of Service

2 Information

2.1 West Yorkshire Fire and Rescue Service is subject to an annual assessment to ensure the standard is being maintained as part of a three year rolling programme.

2.2 In November 2018 the assessor reviewed 19 of the criteria. The annual assessment entailed a full day visit by the assessor, reviewing evidence, meeting with staff, visiting Rastrick fire station, and contact with partner organisations including service users to assess the views of partners and customers regarding working with, and the service provided by WYFRS.

2.3 Following this assessment, West Yorkshire Fire and Rescue Service has once again been awarded the Customer Service Excellence standard in recognition of the high standards in delivery of customer-focused services.

2.4 The Service has been awarded Full Compliance against all 57 criteria along with a further two Compliance Plus thereby totalling 17 'Compliance Plus' awards. The additional Compliance Plus awards are for the following elements:

- We empower and encourage all employees to actively promote and participate in the customer-focused culture of our organisation
- We have developed and learned from best practice identified within and outside our organisation, and we publish our examples externally where appropriate

2.5 The Compliance Plus awards, which are awarded for behaviours or practices that exceed the requirements of the standard, and are viewed as exceptional or as an exemplar for others – either within the organisation or in the wider public service arena, have been awarded for the following elements:

Customer Insight

- We have an in-depth understanding of the characteristics of our current and potential customer groups based on recent and reliable information
- We have developed customer insight about our customer groups to better understand their needs and preferences

- We make particular efforts to identify hard-to-reach and disadvantaged groups and individuals and have developed our services in response to their specific needs
- We have made the consultation of customers integral to continually improving our service and we advise customers of the results and action taken

The Culture of the Organisation

- We protect customers' privacy both in face-to-face discussions and in the transfer and storage of customer information
- We empower and encourage all employees to actively promote and participate in the customer-focused culture of our organisation
- We value the contribution our staff make to delivering customer focused services, and leaders, managers and staff demonstrate these behaviours

Information and Access

- We make information about the full range of services we provide available to our customers and potential customers, including how and when people can contact us, how our services are run and who is in charge
- We take reasonable steps to make sure our customers have received and understood the information we provide
- We have improved the range, content and quality of verbal, published and web-based information we provide to ensure it is relevant and meets the needs of customers
- We evaluate how customers interact with the organisation through access channels and using this information to identify possible service improvements and offer better choices
- We have made arrangements with other providers and partners to offer and supply co-ordinated services, and these arrangements have demonstrable benefits for our customers
- We have developed co-ordinated working arrangements with our partners that ensure customers have clear lines of accountability for quality of service
- We interact within wider communities and demonstrate the ways in which we support those communities

Delivery

- We have developed and learned from best practice identified within and outside our organisation, and we publish our examples externally where appropriate
- We learn from any mistakes we make by identifying patterns in formal and informal complaints and comments from customers and use this information to improve services and publicise action taken

Timeliness and Quality of Service

- We respond to initial enquiries promptly, if there is a delay we advise the customer and take action to rectify the problem

2.6 A summary of the assessment report detailing the assessor's comments against each element of the standard for the current three year rolling programme has been prepared and is available to Members on request. The report shows the comments from the 2016 (RP16), 2017 (RP17) and 2018 (2018) assessments.

2.7 A summary of the assessors overall comments is attached to this report.

2.8 The result of the Customer Service Excellence assessment is an excellent achievement for West Yorkshire Fire and Rescue Service and clearly demonstrates the continuous commitment to providing an excellent service to customers.

3 Financial Implications

3.1 Any costs involved in this work will be met from within the existing approved reserve budget.

4 Legal Implications

4.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

5 Human Resources and Diversity Implications

5.1 These results further demonstrate the progress of West Yorkshire Fire and Rescue Service meeting the customer service expectations of our diverse community linked to the Excellent Level of the Fire and Rescue Service Equality Framework.

6 Health and Safety Implications

6.1 There are no health and safety implications associated with this report.

7 Service Plan Links

7.1 The achievement of Customer Service Excellence links to all of the Service Plan 2015-2020 priorities.

8 Recommendations

8.1 That Members note the award of the Customer Service Excellence standard with Full Compliance against all 57 criteria incorporating 17 'Compliance Plus' awards.

Customer Service Excellence

Assessment Summary November 2018

OFFICIAL

Ownership: Corporate Services

Date Issued: 14/12/2018

Status: FINAL



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Introduction

Customer Service Excellence was developed to offer public services a practical tool for driving customer-focused change within their organisation. It tests in great depth those areas that research has indicated are a priority for customers, with particular focus on delivery, timeliness, information, professionalism and staff attitude. There is also emphasis placed on developing customer insight, understanding the user's experience and robust measurement of service satisfaction. It is designed to operate as a driver of continuous improvement, as a skills development tool and as an independent validation of achievement.

West Yorkshire Fire and Rescue Service achieved Customer Service Excellence in 2009 and is re-assessed on a rolling programme each year. The following includes the Assessment Report for 2018.

Assessment Summary

Overview

Overall Self-assessment Strong

Overall outcome Successful

West Yorkshire Fire and Rescue Service (WYFRS) serves a population of more than 2.2 million people spread over an area of almost 800 square miles. It provides 24 hour cover dealing with a range of emergencies including fires, road, rail or air crashes, floods, chemical spills and terrorist incidents. The Service also provides a proactive fire prevention and protection programme to diverse communities. The Service employs over 1400 people comprising of full and part-time firefighters, mobilising and communications centre staff and those employed in supporting roles. It delivers services from 40 fire stations located around West Yorkshire, a service delivery centre incorporating Operations, Fire Prevention and Protection as well as a command and administrative headquarters.

The Service is a long standing applicant and continues to endorse CSE as a key driver for service improvement and a customer focused approach. This year's application was well prepared with a great proportion of new presented evidence to support the assessment visit.

WYFRS continues to be recognised nationally as a centre of excellence where an innovative and forward thinking approach to the improvement of services, and the safety of its staff and customers, is at its core. Great emphasis is placed on consultation and feedback to inform the development of services. Staff make outstanding efforts to identify and support the most vulnerable groups within its local communities by means of Safe and Well visits and Youth Interventions programmes, and the Service works hard to be an inclusive, progressive organisation. Both customers and partners paid testament to the quality of the service they had received and to the caring attitude of staff.

The 15 existing **Compliance Plus** elements have been retained, with additional **Compliance Plus** being achieved at **elements 2.1.6 and 4.2.4**.

1: Customer Insight

Criterion 1 self-assessment Strong

Criterion 1 outcome Successful

The Service continues to make great efforts to understand their customers' needs and provide excellent services and support for all; particular emphasis is made to reach the most vulnerable and disadvantaged

within local communities. Safe and Well visits are an outstanding example of how well the Service interacts with partners, particularly health care providers, in order to further improve and tailor services accordingly and Compliance Plus continues to be merited at **element 1.1.3**. Each District maintains a formal Plan which identifies the risks and issues for their local area and proposes actions to negate these.

A strong commitment to the regular consultation of its customers is embedded within the culture of the Service and drives forward service improvements. As the Service seeks to streamline its operations, proposed service changes are subject to public consultation and review. Individual fire station initiatives, over and above that of central policy, demonstrate the great efforts made to engage with their customers.

The measurement of customer satisfaction is robust and comprehensively covers the range of key drivers.

2: The Culture of the Organisation

Criterion 2 self-assessment Strong

Criterion 2 outcome Successful

Service staff are actively encouraged to promote the 'customer first' culture of the Service and this is supported by policy and training. Customers paid testimony to the high level of quality of service they had received and examples were given of where firefighters had gone 'over and above' what was expected of them.

Numerous activities which aim to support the delivery of services in a way which is meaningful and appropriate to their local communities extends across all sites and this approach is a credit to the organisation; this merits Compliance Plus rating at **2.1.6**. Staff are given full support and training to undertake Safe and Well visits and are empowered to engage with customers professionally and sensitively.

Staff confirm how the focus on delivering a customer centric service is supported by managers and senior leaders, and that an open and transparent working environment is encouraged. This has led to the development of many key service improvements and the support given to staff to take forward different customer focused activities continues to grow within the organisation.

3: Information and Access

Criterion 3 self-assessment Strong

Criterion 3 outcome Successful

Many services are offered, some of which may not be fully apparent to customers. These are clearly set out in a variety of media. Due to the nature of these services, a detailed level of analysis gives assurance that information meets the needs of the customer. Specific campaigns are tailored to particular customer groups and the latest to be published on the website contains various tabs for particular types of user; this includes bold stickers for the use of pharmacists on packaging when issuing paraffin based creams, and display posters. The range of information made available to customers, partners and other FRS teams is extensive and of a very high quality; Compliance Plus continues to be merited at **element 3.2.3**.

All efforts are made to ensure that information is accurate and updated; after Home Fire Safety checks a form accompanies the subsequent survey which allows the recipient to request further information if

required.

The Service is committed to supporting the wider community; many fire stations provide a room for the use of local groups and this is another way the Service has identified as a means of delivering safety messages. **Compliance Plus** is retained in **element 3.4.3**.

4: Delivery

Criterion 4 self-assessment Strong

Criterion 4 outcome Successful

The Service continues to deliver a high quality service to customers and operates to a set of meaningful standards. Outcomes against standards are monitored effectively for its main services; these are used to raise standards and effect continuous improvement. There is a comprehensive framework for benchmarking and testing key performance indicators against comparable organisations and the Service continually performs well against them.

The approach taken by the Service in sharing and disseminating information where best practice has been identified is of a very high standard and merits **Compliance Plus** in **element 4.2.4**. Examples of best practice are published on the website as are specific safety campaigns and relevant links. The latest campaign provides an online toolkit for pharmacists and also a specific tab for the provision of information relevant to other Fire & Rescue (FRS) teams.

Staff confirm that they are encouraged to deal with complaints at first contact and the complaints log demonstrates that this is being done in nearly all cases. A Preventative Form is issued to the investigating officer for feedback on how the complaint was dealt with and help to prevent recurrence.

5: Timeliness and Quality of Service

Criterion 5 self-assessment Strong

Criterion 5 outcome Successful

Appropriate targets are set for the timeliness and quality of customer service delivery and it is clear that these are being met, and in many cases exceeded. There is a particular emphasis on dealing with customers at the first point of contact; although referral pathways are established with health care providers, staff make every effort to ensure that this process is effective and all relevant information has been obtained.

A commitment to share customer information with others to improve service delivery and to complete delivery at the outset of engagement with the customer was evident. Where it is not possible to do so, appropriate follow up information including timescales is provided to customers. Information Sharing Agreements are in place to ensure that relevant customer data is easily accessible to those with the required level of authority and remit.

The timeliness of service provision is very highly regarded by customers and comparisons with other metropolitan brigades show that the Service is performing well.



OFFICIAL

Paper 1. Consultation feedback and response

Full Authority

Date: 14 December 2018

Agenda Item:

17a

Submitted By: Director of Service Support

Purpose	To present the consultation feedback and response for the proposal Improving Flexibility and Changing Responsibilities at Fire Stations.
Recommendations	That West Yorkshire Fire and Rescue Authority note the feedback from the internal consultation exercise.
Summary	This paper presents the outcomes from the eight week, internal consultation for the Improving Flexibility and Changing Responsibilities at Fire Stations proposal that ran from 21 September 2018 to 16 November 2018. This feedback has been used to inform amendments to the proposal.

Local Government (Access to information) Act 1972

Exemption Category: None

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Background papers open to inspection: Your Fire & Rescue Service 2019 - 2022
WYFRA Communication & Engagement Strategy

Annexes:

- Appendix 1 Consultation Plan
- Appendix 2 FBU Return
- Appendix 3 FOA Return
- Appendix 4 UNISON Return

1 Introduction

- 1.1 On 21st September 2018, West Yorkshire Fire & Rescue Authority (WYFRA) gave approval to undertake an eight week internal consultation on the 'improving flexibility and changing responsibility' proposal.

2 Information

- 2.1 This proposal supports the development of organisational culture by flattening our management structures and empowering departments and stations. We have consulted over options to improve the flexibility and autonomy we give managers to deliver the service more efficiently and effectively within their local communities.

3 Consultation Activity

- 3.1 The communication strategy follows the governments' consultation principles 2018. The objectives of the strategy were:

- To ensure stakeholders are aware of the improving flexibility and changing responsibility proposal, understand why it is necessary and the benefits it will deliver
- To deliver information in a clear and transparent format to stakeholders
- Provide stakeholders the opportunity to feedback
- To build trust amongst all stakeholders, engagement at the earliest opportunity will allow for smoother implementation if approved
- Provide timely and accurate information to stakeholders about the steps to be taken
- Ensure stakeholders have the opportunity to provide input and feedback on potential options, raise issues, and use their experience to contribute to the success of the proposal
- Provide acknowledgements/responses to those that engage

- 3.2 A delivery plan was developed that included the following methods:

- Direct face-to-face meetings with staff
- SharePoint information page (website)
- FAQ (Frequently Asked Questions) list
- Strategic development team available for direct information and queries
- Information pack available as hard copy
- Continuous engagement throughout the eight week period

3.3 Channels available for questions and feedback were:

- A dedicated email address
- A WY Firespace IRMP consultation page
- A 'Frequently Asked Questions' page on Firespace (website)

3.4 An email was sent to all members of the organisation as soon as the Authority approved the consultation. The announcement sign posted information sources and highlighted ways to contact the Strategic Development Team for additional information.

3.5 The primary method used to inform the workforce and collect feedback was through face-to-face briefings. A programme of watch visits was undertaken to proactively communicate with all station based employees and groups most directly affected by the proposals. In total, 112 consultation briefings have been carried out at fire stations, ensuring every watch has been provided with information on this proposal.

3.6 Additional briefings were delivered at Fire Service Head Quarters for watch managers and staff that work in non-operational posts and support functions. Over 90% of all watch managers and 100 members of fire and rescue service staff attended briefs at headquarters.

3.7 Formal consultation has taken place with Unison, the Fire Brigades Union and the Fire Officers Association. The formal responses can be found in appendices two, three and four. If approval is given to implement this proposal, we will enter into consultation and negotiation in line with the Information Consultation and Negotiation Policy.

3.8 Over the eight-week consultation 26 questions have been posted on the FAQ site.

4 Consultation Feedback

4.1 The requirement for watch managers to respond in a blue light vehicle.

4.2 *Watch managers currently respond to incidents on the fire appliance and it is felt by some that by requiring them to respond to emergencies in a separate blue light vehicle we are asking them to work differently and outside of national role maps. The proposal does not provide them the opportunity to continue to ride on the fire appliance. Likewise there is also concern that there is likely to be an increase in road risk due to additional blue light response journeys.*

4.3 We recognise that a significant proportion of the watch manager cohort will embrace the change and see the benefits to their role of operating in a blue light vehicle. However, there are some watch managers who wish to continue responding on the fire appliance. Therefore, if approved we would work closely with the representative bodies to implement the operating model in a way that enables those watch managers who wish to continue responding on the fire appliance to do so.

4.4 As with all WYFRS blue light responders comprehensive training would be provided to ensure a safe response to emergencies is maintained. Modelling suggests the total number of mobilisations for all watch managers across the service would be in the region of 15 per day.

- 4.5 The displacement of watch managers following a reduction in 28 posts
- 4.6 *Some watch managers have expressed concern that the implementation of this proposal will see a number of them compulsory moved to alternative work locations that are less favourable to their personal circumstances.*
- 4.7 With any IRMP intervention that reduces the operational establishment, it is inevitable that firefighters will be displaced by the change. This proposal would see approximately 28 posts removed. For context IRMP 2 interventions required 160 posts to be displaced.
- 4.8 With this proposal the impact would be mitigated by an implementation programme phased over an extended period of time using a consistent approach to the selection process. The reduction in the watch manager establishment would be managed in line with the workforce plan and retirement profile.
- 4.9 The equality impact assessment will be reviewed as the implementation plan is developed to ensure the impact on individual circumstances is minimised.
- 4.10 Currently watch manager As cannot work at Leeds, Killingbeck, Hunslet, Cleckheaton, Dewsbury, Huddersfield or Bradford, whereas watch manager Bs can only work at these seven multi-appliance stations. Consolidating on the watch manager B role will mean any watch managers can work at any station. This would support reduced travel times and local working.
- 4.11 Reducing the crew on a fire engine from five to four
- 4.12 *Concerns have been raised that staffing fire engines with four should be an absolute minimum number; this is for the safety of firefighters and the public.*
- 4.13 It is accepted that staffing fire appliances at four is the minimum requirement for a safe response. WYFRS will guarantee four firefighters on each appliance and have no intention to staff them with three.
- 4.14 The current staffing levels for fire engines in WYFRS are founded upon deterministic standards of fire cover with five firefighters on the first appliance (the Water Ladder) and four on the second (the Water Tender) and any subsequent appliance attending. At a domestic dwelling fire we respond with two fire engines in accordance with our pre-determined attendances. This response increases to three engines if at any point it is declared 'persons reported'.
- 4.15 Whilst it is a requirement to demonstrate that a safe system of work is in place for our firefighters and that the overall risk is acceptable for the pre-determined attendance, the number of firefighters on each individual fire engine can vary. In fact, the crewing of many fire engines with four is a long-standing practice and is established as being a safe system of work; indeed fire engines have always operated this way since the service was formed in 1974. Water tenders have always been crewed with four and water ladders are crewed with four when the standard of five cannot be achieved.

- 4.16 To coincide with the introduction of this proposal we would adjust the mobilising criteria to ensure the pre-determined attendance is based on sending the correct number of firefighters to an incident rather than the number of appliances, as we currently do. Watch managers will be available to respond in a vehicle when required.
- 4.17 A firefighter safety impact assessment has been completed. This assessment demonstrates our commitment to firefighter safety and how crewing at four can be safely applied. It is accepted that although a crew of four is safe it is operationally less effective than a crew of five. We will work with the representative bodies to ensure safe systems of work remain in place should the proposal be implemented.
- 4.18 Currently 74% of our incidents are dealt with by one fire engine. Half of these incidents were resolved safely by a crew of four. In total 52% of all mobilisations have a crew of four.
- 4.19 The role of crew manager and the number of crew managers
- 4.20 *Concerns have been raised that changes to the ways of working will have a negative impact on some crew managers and the number of firefighters willing to become crew managers. This includes the requirement for crew managers to be in charge of the appliance more frequently and the lack of opportunity for them to perform the role of firefighter.*
- 4.21 We have no intention to implement a way of working that requires crew managers to work outside of the nationally agreed role-maps. The watch manager will continue to have responsibility for the watch and the crew manager will continue to be responsible for the day to day supervision of the crew.
- 4.22 The current crew manager shortfall is around 30. This shortfall is being addressed by a new firefighter to crew manager development process with 41 firefighters enrolled on it. Short-term absences are covered by firefighters with the Safe to Command reference acting-up for the shift.
- 4.23 An initial assessment of staffing means we would need to increase the proportion of crew manager numbers within the 900 operational establishment. This will currently lead to a future shortfall in crew manager numbers. However, a phased implementation plan would allow opportunity to minimise any potential disruption caused by this shortfall.
- 4.24 Work is ongoing to incentivise both the crew manager development process and the current Safe to Command award. Once implemented these incentives should improve the uptake of firefighters willing to perform the crew commander role. For example, a firefighter could take the initial command qualification as the first part of their development pack, and then be able to carry on their development whilst being able to take up an officer in charge role on watch.

4.25 At incidents crew managers will still be required to perform the role of a firefighter and wear breathing apparatus and perform other operational duties as deemed necessary by the incident commander.

4.26 Financial Remuneration

4.27 *Concerns were raised that crew and watch managers will be asked to take on responsibilities outside of their role-maps and how they might be compensated financially for this.*

4.28 It is not our intention to introduce a way of working that is outside of the nationally agreed role-maps. The new job descriptions have yet to be developed and as such have not formed part of the eight-week consultation. A formal consultation plan in line with the Consultation and Negotiation Policy will be formulated should the proposal be approved.

4.29 Workloads for watch and crew managers

4.30 *There is a belief held by some that the new ways of working will increase the workloads for watch and crew managers and require them to perform duties that are above and beyond their current role-maps.*

4.31 Although crew and watch managers will be asked to work differently, we do not intend to increase workloads for our watch and crew managers, however the allocated work will be more closely aligned to role-maps. Watch managers will still be able to work closely with watches, but will have the flexibility to undertake other tasks separate from watches as and when required.

4.32 Watch managers will be afforded more time to plan effective training, risk reduction initiatives and general watch management. A watch manager will be accountable for the performance of crew managers and firefighters assigned to their watches.

4.33 There will be an ongoing impact assessment on workloads resulting from the proposal throughout the implementation process.

4.34 Crew managers will oversee the day to day running of the shift and implement the watch manager's strategies. The role of a crew manager will be enhanced but will remain within role map. The operating model will allow the crew manager to continue with their current levels of responsibility whilst also benefiting from increased operational exposure as an incident commander. The crew manager can also take charge of two pump incidents if the watch manager is not required to take over as incident commander. In this scenario the watch manager will take on the Operational Assurance role.

4.35 We will provide training and development to support those managers undertaking these new ways of working.

4.36 Feedback from those delivering the consultation

- *“Many WM’s seem in general to be up for the challenge, with some being positive about it.”*
- *“I feel that the Watches are engaged but as a whole do not realise the full potential of the new ways of working.”*
- *“I genuinely feel that most Watch Managers are supportive of this concept.”*
- *“I didn’t catch all of the Watch Commanders during the discussions, but I am confident that every single one of them is supportive of CLM in my district.”*
- *“Crewing fire engines with four people is a legitimate concern, but most crews accept that they do this on a regular basis already.”*

5 Financial Implications

- 6.1 There were no financial implications arising directly from the eight-week internal consultation exercise.

6 Human Resource and Diversity Implications

- 7.1 WYFRS has consulted widely on the proposal to ensure all staff had the opportunity to provide challenge and feedback. Information was accessible in a variety of formats and sufficient time was provided for staff to respond.
- 7.2 Consultation meetings were held with groups, departments and individuals taking into account different work patterns, shifts and protected characteristics ensuring as many people as possible had the opportunity to feedback on the proposals.

7 Health and Safety Implications

- 8.1 There were no health and safety impacts arising directly from the consultation process.

8 Service Plan Links

- 9.1 The Integrated Risk Management Plan is critical to the delivery of the Service Plan and the ambition of “making West Yorkshire Safer”. The four strategic priorities are:
- Deliver a proactive community safety programme
 - Deliver a professional and resilient emergency response service
 - Provide a safe skilled workforce that serves the needs of a diverse community
 - Provide effective and ethical governance and achieve value for money

9 Conclusions

- 10.1 Feedback from the consultation exercise indicates that there are a number of key themes that need to be resolved should this proposal be approved.
- 10.2 The themes have been considered and addressed in agenda item *17b – Detailed Proposal – Improving flexibility and changing responsibilities at our fire stations*.
- 10.3 This feedback has led to adaptations to the proposal presented to the Fire Authority on 21 September 2018. If approved it will form the basis upon which to build the final operating model and design the full implementation plan. To achieve this we aim to work closely and constructively with the representative bodies.

Appendix 1 – Consultation and Engagement Plan

Audience	Approach	Communication Method	Responsibility
Fire Authority members	Principal Officers will provide updates Priorities: Maintaining Members' awareness of plans, proposals, projects, objectives and current progress	Committee Reports and verbal updates from principal officers	CFO Director Service Support
Management Board and Team	Management Board and Team will receive updates including progress reports, areas being considered, engagement success	Board and Team update papers. Verbal updates	CFO Director Service Support AM Service Support
Senior Officers (Station Managers and above)	Updates will be provided at FDS meetings, emails and during station visits from Strategic Development team or other senior management. This approach will ensure a consistent message is passed onto operational personnel and support departments.	Verbal briefings Email updates Senior Operations Team Updates District Commander meetings	AM Service Support GM Strategic Development Strategic Development Team
Representative Bodies	Engagement from at earliest opportunity on all proposals. Priorities: Maintain transparent engagement and deliver key information. Listen to concerns that arise and early identification of areas requiring negotiation.	Updates at scheduled rep body meetings. Verbal updates and emails.	Director Service Support Chief Employment Services Officer AM Service Support GM Strategic Development
Employees	Ensuring that the information is delivered in various formats to ensure all personnel receive up to date information. Priorities: Employee engagement, receiving suggestions and feedback, increasing staff awareness, building trust	Q and A site (intranet) Specific email Station Visits Watch Manager Seminars FDS Seminar Support Function Briefings	Corporate Comms Strategic Development AM Service Support District Command Teams Service Managers



WEST YORKSHIRE

The Fire Brigades Union
Feedback to West Yorkshire
Fire and Rescue Service's
Command, Leadership and
Management
Operating Model

Current Funding position for UK Fire and Rescue Services

Fire and Rescue Matters(FBU Parliamentary Briefing June 2018)

Further cuts to vital firefighter jobs are still being forced through despite the tragedy of the Grenfell Tower fire, according to new figures obtained by the Fire Brigades Union (FBU).

Firefighters are responsible for rapid deployment to fires, floods, terrorist incidents, civil disturbances, industrial explosions, train accidents and other emergencies across the UK. Last year, over **500** frontline firefighter jobs were lost during another dreadful year of cuts in the recent history of the modern fire and rescue service.

Over 300 jobs lost last year were whole time (full-time) firefighter posts, with fire and rescue services such as Scotland, London, Tyne and Wear, and West Yorkshire hit. However, brigades such as Mid and West Wales, Cleveland, Derbyshire, Staffordshire, Hampshire and Surrey lost proportionately high numbers of whole-time firefighters. Retained firefighter numbers fell in several brigades, notably Merseyside, Greater Manchester, South Yorkshire and West Sussex. Control jobs rose slightly, after many years of drastic cuts.

Firefighter jobs were cut in most parts of England and Scotland. Wales overall was like the previous year, although this differed across brigades. Northern Ireland increased its whole-time firefighter establishment. This is the eighth successive year that firefighter numbers have been slashed across the UK.

Since the Tory-led governments came into office in 2010, almost **12,000** frontline firefighter jobs have been cut. This is now one-in-five (**20%**) of the total firefighting force over this period. More than one thousand fire-fighter jobs have been cut in Scotland since 2010. In Wales nearly 300 jobs have gone, while Northern Ireland has lost over a hundred. More than 8,000 of these cuts are to wholetime firefighters, while more than 3,000 retained firefighters have also been cut. More than a quarter of control staff, who take the emergency calls and mobilise fire crews, have been lost. Every brigade has suffered – metropolitan, combined and county services – in all parts of the UK and under all devolved administrations, though not to the same degree.

Firefighters provide an all-hazards emergency service, putting themselves on the line to rescue people in their hour of need. Fewer firefighters mean increased risks to the public who pay for the service and are entitled to professional help when they need it. Response times have slowed, inevitably putting communities at risk when there are multiple incidents.

Between 2010 and 2015, over 30% of central funding to fire and rescue services was cut, according to the National Audit Office. Further cuts of 20% to 2020 have been set out in the Local Government Settlement. This was confirmed earlier this year, despite the Grenfell Tower fire. These cuts cannot continue without putting people's lives in jeopardy.

Table -Firefighter Job Cuts 2010-2018 and 2017 to 2018

Fire and Rescue Service	Firefighters change 2010 to 2018	Firefighters change 2010 to 2018 (%)	Firefighters change 2017 to 2018	Firefighters change 2017 to 2018 (%)
Scotland	-1,123	-15%	-99	-1%
Northern Ireland	-143	-7%	19	1%
Mid and West Wales	-108	-9%	-78	-7%
North Wales	-71	-9%	41	6%
South Wales	-88	-6%	34	3%
Wales	-267	-8%	-3	0%
Cleveland	-176	-28%	-17	-4%
Durham	-68	-12%	6	1%
Northumberland	-115	-27%	-1	0%
Tyne & Wear	-285	-30%	-33	-5%
Humberside	-208	-20%	6	1%
North Yorkshire	-92	-12%	6	1%
South Yorkshire	-280	-30%	-19	-3%
West Yorkshire	-572	-33%	-32	-3%
Cheshire	-75	-10%	-5	-1%
Cumbria	-169	-23%	6	1%
Greater Manchester	-700	-35%	-9	-1%
Lancashire	-314	-24%	22	2%
Merseyside	-386	-32%	-184	-18%
North West Fire Control	64	N/A	2	3%

Derbyshire	-81	-10%	-20	-3%
Leicestershire	-211	-27%	6	1%
Lincolnshire	-143	-19%	-36	-6%
Northamptonshire	-124	-22%	-26	-5%
Nottinghamshire	-233	-24%	-3	0%
Hereford & Worcester	-90	-12%	-10	-2%
Shropshire	-39	-7%	0	0%
Staffordshire	-262	-28%	-39	-6%
Warwickshire	-50	-11%	20	5%
West Midlands	-455	-24%	5	0%
Bedfordshire	-57	-11%	-1	0%
Cambridgeshire	-149	-21%	0	0%
Essex	-260	-18%	17	1%
Hertfordshire	-120	-14%	1	0%
Norfolk	-98	-11%	22	3%
Suffolk	-167	-21%	4	1%
London	-1,334	-22%	-76	-2%
Berkshire	-84	-15%	19	4%
Buckinghamshire	-249	-40%	16	4%
East Sussex	-150	-20%	-7	-1%
Hampshire	-170	-11%	-21	-1%
Isle of Wight	-55	-25%	-6	-4%
Kent	-499	-30%	6	1%
Oxfordshire	-90	-14%	12	2%
Surrey	-131	-17%	-15	-2%
West Sussex	-305	-37%	-85	-14%

Avon	-215	-22%	1	0%
Cornwall	77	12%	19	3%
Devon & Somerset	-490	-24%	-24	-2%
Dorset and Wiltshire	-235	-18%	7	1%
Gloucestershire	-97	-19%	9	2%
England	-9,942	-22%	-457	-1%
UK	-11,854	-20%	-540	-1%

Source: FBU Freedom of Information requests April-June 2017. These are provisional headcount figures on 31 March each year.

Note: Some wholetime firefighters also work a retained contract, leading to some double counting in the figures provided by fire and rescue services.

GOVERNMENT FUNDING TO THE FIRE AND RESCUE SERVICE
 WILL NEARLY BE
HALVED
 IN JUST A DECADE
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Introduction

West Yorkshire FBU commits to engage with the WYFRA in a constructive and open manner to ensure improvements in West Yorkshire Fire and Rescue Service and we sympathise with the unenviable position they are placed in by the continued funding cuts but the FBU do have a national position to oppose all reductions in front line posts and this proposal would see a reduction of 28 posts. Indeed, there is much scrutiny of West Yorkshire's CLM concept going on at a national level within the FBU.

The background to the CLM proposal is the continuing cuts to Fire service budgets with West Yorkshire fire and rescue needing to save an additional £2.4 million per year up to 2020 with little or no information from central Government regarding funding post 2020. There are also issues relating to employer pension contributions which may result in a need to make further savings.

Due to the major changes seen within West Yorkshire Fire and Rescue over the Last 20 years and especially the effects of the cuts over the last 10 years many staff have change fatigue and do sometimes look upon new proposals with some degree of scepticism.

We have entered into this process with an open mind to listen to the proposals and to the views of our members in all roles.

We have been attending the Watch Commander forums, watch and branch meetings as well as reviewing the feedback and questions on the brigade home page regarding CLM. We also received further feedback via other media.

Feedback from FBU Members, Representatives and Officials

From these various arenas it has become apparent that a large proportion of the workforce in all roles have not bought in to the concept of CLM.

There are some Watch Commanders who are enthusiastic for CLM and others are willing to try CLM for several reasons including, flexibility and wanting an expansion of their role, others for pay and pensions to make up what they have lost due to changes to their pensions or to make up for the stagnant wages over the last decade. There is however a percentage of Watch Commanders who do not want CLM and who wish to continue to work as they do now, riding a fire appliance attending incidents with their watch, but as this concept needs all Watch Commanders to work in cars, they fear there would be no place for them. There is no option to opt out.

- Watch Commanders have concerns about not knowing what extra work could be given to them in the future with a number expressing the view that they would become “a Station Manager on the cheap”. This is not so much a concern over workload but rather that of the role they will be asked to undertake. This led into another issue that was raised which was that CLM could lead to a further reduction in Station Managers once some of their work and routines are passed down to the Watch Commanders. There is not enough information on the role for people to buy into.
- Most Watch Commanders are on a watch at a location where they are happy and fits in with their personal lives. Many would therefore rather continue to work as they do now than face having to apply for their own jobs through some form of selection process and potentially be displaced detrimentally affecting their family lives.
- We currently have a shortage of Crew Commanders in the Brigade and do not have large numbers of applicants seeking promotion to this role. This in part could be due to the poor pay differentials between Firefighters and Crew Commanders which could also be said of the difference between Crew and Watch Commanders pay, but as this is due to a national pay structure it is outside the Brigades control. Due to this lack of Crew Commanders it would not be possible to introduce the CLM concept. There is an unknown impact on the role of the Crew Commander which may affect the number of people wishing to go into development.
- The other long running issue which several people mentioned was the loss of Continuous Professional Development pay when someone went into development which may put off applications for promotion. Whilst again this is subject to national guidance it could be overcome locally in the form of a collective agreement. It seems perverse that the very people developing themselves professionally are the ones with the most to lose financially.
- Although Crew Commanders have asked for more exposure to command by taking charge of fire appliances on more occasions this concept would place them in charge of the appliance whenever they were on duty. Many Crew Commanders have said they enjoy the dual role of their position which has both command elements as well as them being competent in the same skill set as a Firefighter, such as wearing breathing apparatus. There are questions whether a Crew Commander

would have the opportunity to physically fulfil their role. This could well be achieved through better scenario-based training, but it is the operational exposure that cannot be replaced.

- Fears were expressed that CLM could lead to even fewer Firefighters applying for Crew Commander posts and some Crew Commanders are discussing whether they would revert to the role of a Firefighter as they don't want to lose the "Hands On" element of their role. The current rate of pay does not reflect the extra workload and responsibility that CLM would bring.
- What has also come out of discussions with members are two slightly conflicting views regarding CLM and its effect on promotions -
 - First that Crew Commanders may not seek promotion to Watch Commander as they don't wish to work in that role in a car away from the watch.
 - The other issue discussed is that the loss of 28 mainly Watch Commander posts under CLM effects those Crew Commanders who may wish to progress. The opportunity for promotion is effectively halved and those chances will further diminish with the changes in the retirement profile as more people are moved onto the 2015 pension scheme are required to work longer.

Further work would need to be done to ascertain whether these diminished opportunities and changes to the role would adversely affect the number of minority groups putting themselves forward for development.

- Because currently there is no firm information on what work the Watch Commanders will be undertaking, how much that workload may grow or to what geographical area they will be confined to carry out that work, their arrival time at an incident is unknown and could be anything from arriving before the appliance to 15 to 20 minutes after. Therefore, many staff have expressed concerns about the moral dilemma's crews of 4 riders with a Crew commander in charge could be faced with prior to the arrival of either the 2nd Appliance or the Watch Commander. In possible scenarios, fire fighters who are the first to arrive at the scene may be put under pressure to undertake roles which would require more resources than are available, such as deploying BA. It is accepted that such incidents might not be an everyday occurrence, however, it is unquestionable that they do occur. Considering that Firefighters are already willing to put their lives at risk to save others, when the service asks less individuals to initially undertake potential lifesaving activities, the

increase in this risk would be untenable. It cannot be argued against that the less firefighters in attendance the more concentrated the risk and dilemma.

The Health and Safety Executive recognise this also with the quote (2):

“...firefighters are routinely exposed to levels of risk that would be unacceptable elsewhere in society. This is, however, their function and there is a societal expectation that they will fulfil this role. “When considering what is reasonably practicable, inspectors should take account of this imperative, which embodies the role and functions of the firefighters, along with the societal expectation of what they will do.” Fire Services have been warned by the Review of Standards of Emergency Cover Report – Technical Paper C – Response & Resource Requirements (1985): “It is essential to avoid situations which motivate or pressurize firefighters to act unsafely in the interests of saving life”.

A Watch Commander forms part of the “lifesaving” response to an incident, unlike a Station Commander. This is confirmed by the task matrix completed by WYFRS for a house fire. Any delays in that initial response arriving at an incident may result in an inability to implement safe systems of work or firefighters taking greater risk in order to save a life or property.

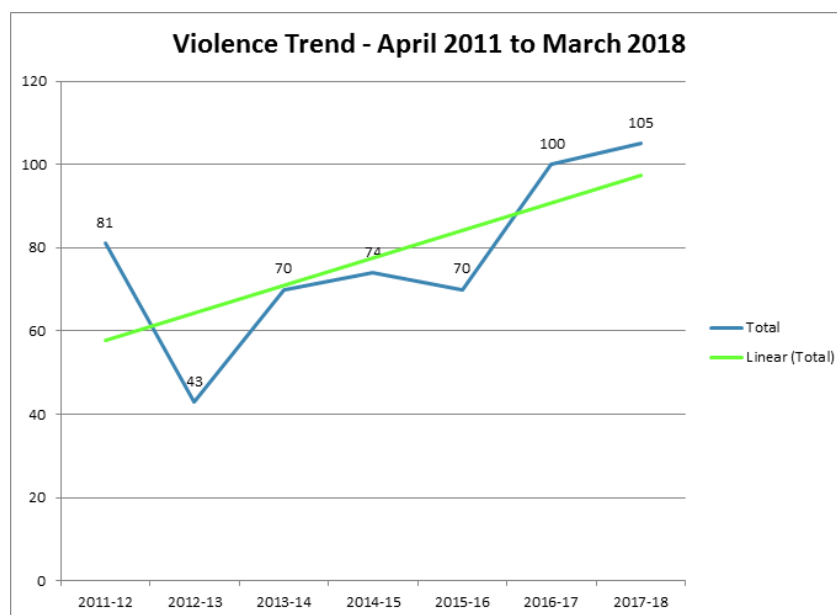
- Riding at minimum removes all staffing resilience with regards short notice sickness but also with regards Day Crewing stations in the event someone fails to respond on a night. Whilst there are occasions when stations do ride at minimum this is the exception rather than the rule when it comes to staffing of appliance. Indeed 4 is the minimum number of people required to staff an appliance effectively and that is what it should be the absolute minimum. This reduction in staffing is not based on any reduced risk, it is merely an answer to reduced budgets.
- All operational training (BA) and command training and assessment is based on the staffing of 5 on an appliance and therefore there is an unknown impact on incident commanders when it comes to pressures in the initial stages of an incident. An employer must make reasonable steps to ensure that stress is managed and so far, we have not seen how this would be managed other than we will send more resources. We are expected to achieve the same outcome with fewer resources in the initial stages which has the potential for firefighters and incident commanders to take greater risks.

- Concerns were also raised regarding staffing of appliances with specialisms such as line rescue and water rescue at 4 riders when recruits are on shift with the potential of exposing firefighters to greater hazards who are not experienced.
- Watch Commanders have been promoted in good faith and signed contracts under the current way of working. The CLM model redefines the role. This isn't what they signed up to when applying for promotion. There is much debate around the role map and what may or may not be included such as driving to incidents. What is clear is that under the current Watch Commander job description there is no requirement to respond to an incident on blue lights, unlike in the job description of a Station Manager, therefore to change the role would potentially require a change of contract for the existing Watch Commanders. As previously stated, there are a number of Watch Commanders who are opposed to this new role with no option of an opt out.
- The costs of implementing CLM with promotions, Additional Responsibility Allowances and the purchasing/leasing of cars will reduce the savings made by reducing posts. There is no clear level of saving from this proposal. It is evident that this proposal only goes some way to saving the required £2.4 million, however, a balance must be struck between savings and what can safely be achieved with a new way of working. The question remains, are the increased risks justifiable against the amount of savings that can be made under CLM?
- The aims of IRMP are to reduce risk and increase Firefighter safety yet by adding more blue light vehicles to the operational fleet that attend incidents on a regular basis there is an increase in road risk which will affect both Firefighters and the public.
It is difficult to compare this road risk against the existing road risk of the Flexi Duty cohort who attends incidents in blue light vehicles. Flexi duty officers provide a different kind of response to that of a Watch Commander being proposed in the CLM model. As previously stated, the Watch Commander will be mobilised as part of the “lifesaving” response and therefore their attendance is more time critical than that of a Station Manager and above. There will be increased moral pressures involved for Watch Commanders to arrive at incidents where life is known to be at risk. This pressure currently exists for drivers of appliances but by increasing the

number of blue light vehicles attending an incident it cannot be argued that there is not also a proportionate increase in the risk.

- There are also concerns regarding Watch Commanders safety and welfare about lone working with a number having faced hostility carrying out operational risk visits or simply attending incidents with their crews. They also felt they may become a target especially after the attacks on fire cars over the bonfire period, particularly when working at night as they would be alone in a clearly identifiable blue light fire car. Welfare could also be an issue with examples such driving back alone from fatal incidents or turning up first and being subject to morale pressures.

Below is a graph showing the trend in violence towards staff within WYFRS between April 2011 and March 2018. It clearly shows an upward trend over the last 7 years. By splitting crews, asking Watch Commanders to undertake lone working and increasing the number of clearly identifiable fire service blue light vehicles on West Yorkshires roads, it can only be expected that the increase in violence towards staff will also increase.



- Watch Commanders will be exposed to less operational incidents. There is a balancing act required between increasing Crew Commanders exposure and the reduction in Watch Commanders exposure. This impact will be felt up the chain of command in the future when there are less operationally experienced Watch Commanders applying for more senior roles. There is no replacement for

experience in the operational setting. This concern is accepted and recognised currently by WYFRS in the current command structure as a consequence of attending fewer incidents. Whilst it is correct to argue that a Crew Commander is more than capable of attending smaller incidents, skill fade can occur with the decision-making process required by incident commanders if they are exposed to it less often.

There will also be limited opportunities for Crew Commanders to shadow Watch Commanders operationally to learn their trade as an incident commander. Learning in a practical setting has been proven to be the most effective way of acquiring new skills. By removing the Watch Commander from the appliance and reducing the number of incidents they attend will impact on this. If 70% of the incidents WYFRS attend are 1 pump attendances, then at most incidents this opportunity to pass on valuable experience will be lost.

Another area where splitting crews would be a disadvantage and affect the development of new Crew Commanders is that of risk inspections in commercial properties or high-risk venues. The CLM proposal talks about splitting resources to become more efficient yet there is more to operational risk visits than just gathering information. Again, it is an opportunity for a Crew Commander to shadow the Watch Commander and learn how an inspection should be carried out and what to look for. It is also an opportunity for crews to visit and look round the types of premise they may encounter at an incident and the hazards they may face. Firefighters are continually learning from these visits and putting their knowledge to the test in a theoretical environment. Crews could very well meet up with the Watch Commander to carry out these visits, but this would put into question the efficiency and practicality of the Watch Commanders need to be in a car at all.

- The CLM concept is described as a more efficient way of working but we do not know if it is as effective from a response perspective. You only get one chance at an effective response and there will be a clear impact by reducing the number of personnel in the initial stages of an incident.
A good example would be at a house fire where the use of breathing apparatus teams is required. In order to safely commit a team to deal with the incident a team of 5 is required. An incident commander who will be gathering information about the incident, a driver who will be ensuring the team has a supply of water whilst also undertaking command support duties, 2 breathing apparatus wearers and an entry control officer who ensure the safety of the team. By removing the 5th person

the entry control officer role will either be neglected, or crews would have to wait for an oncoming appliance to implement entry control. Only in exceptional circumstances should rapid deployment be utilised and there are policies in place to ensure its correct use. A delay in firefighting operations could result in greater property loss which has an impact on local economies and communities.

With the potential for less staff on appliances there may be a need to subsequently increase Pre-Determined Attendances to incidents which will affect fire cover, especially during busy periods when having to utilise more resources to deal with incidents.

- The Final point is that Watch Commanders responding to incidents in cars on blue lights is outside of their role map and their removal from the appliance may have an impact on initial incident command. In West Yorkshire it has always been an endeavour to have as many appliances with the highest available rank in charge, hence most appliances have a Watch commander as officer in charge.

There are a number of concerns by the FBU with regards to a Watch commander's role to mobilise separately from the appliance.

One of the most important of the National Occupational Standards unit of competence within the Watch Manager role map is WM 7. The first element of the standard is *WM7.1*

Plan action to meet the needs of the incident, whose description states

*"This element concerns your ability to prepare clear, realistic and appropriate plans for **initial** response to operational incidents."*

If you compare this to the equivalent NOS for middle managers, EFSM 2 and the element *EFSM 2.1*

Review and determine incident status, described

*"This includes your initial **review** of the incident type, status and **progress**, the collection of relevant information and analysis of implications for the community and for resource allocation"*

This raises the question as to which element applies to an officer whose job is to arrive after the initial attendance and review the Incident Commanders plan and resource deployment?

Furthermore, the WM 7.1 criteria includes:

*d) You determine **initial action** against available resources, using a realistic assessment of their suitability for operational use (the 3 prior criteria are about the*

incident planning before arrival and on attending)

Whereas EFSM 2.1 has:

*a) Obtain sufficient information from all available sources on **incident progress**, risks, deployment, resource availability and existing incident management*

Therefore, the FBU's view is that the person who is asked to arrive and check on the initial Incident Commander's decisions is working to EFSM 2 of the Fire Service National Occupational standards (NOS) which sits outside the role map of a Watch Commander.

Furthermore, when the Watch Commander is travelling as part of a **crew**, they have the ability en route to look at plans, SOPS and SSRI's etc. WM 7.1 states "*planning action to lead and support **your crew's response** to the incident*". It is the FBU's view that this would not be possible for a Watch Commander who is **driving** a vehicle to carry out any part of this task.

The FBU have a long-standing view on the number of personnel needed to safely tackle an incident such as a "house fire". Under the proposed new working arrangements, the responding appliances would arrive at the incident with 8 personnel, however, the work conducted by the FBU with regards to Critical Attendance Standard (CAST) scenario's states that a minimum of 9 personnel are needed at the **initial** stages of such an incident to be tackled safely (weight of response).

As a result of the feedback and views obtained from our members the FBU have no option but to **oppose** the CLM proposal. We will endeavour to work proactively with management to find workable solutions in the face of existing budget constraints.


**FEWER FIREFIGHTERS, FEWER STATIONS, FEWER FIRE ENGINES
AND FEWER FIREFIGHTERS CREWING THEM MEANS...**



**OUR ABILITY TO RESPOND TO INCIDENTS
SWIFTLY AND SAFELY IS BEING COMPROMISED**



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Appendix 3 FOA Return

Email From WYFRS FOA Representative Paul England, 16/11/2018

We can see the benefits of CLM as a means of realising essential savings for the organisation and, as such, we are not opposed. However, we cannot give a meaningful response due to the lack of detail on the implementation. Our members have raised a number of questions and concerns, the majority of which have been asked via the website FAQs.

If CLM is approved, we are happy to work with management to address concerns and issues and ensure a fair, equal and smooth process.

Appendix 4 Unison Return

Email From WYFRS Unison Chief Steward David Spink, 14/11/2018

In response to the consultation meetings and presentations on IRMP 2019-22 Unison would like to make the following observations/comments.

Unison understands the need for change in the way the brigade delivers its responsibilities to the people and communities of West Yorkshire.

Unison appreciates the efforts made to consult on this and is, on the whole, supportive of the measures proposed in the IRMP 2019-22 plan.

Unison's concern are mainly with the CLM element of the plan and its potential impact on Unison members, particularly those in the Transport department and the ICT department.

More specifically, these concerns revolve around the provision of vehicles to WM's.

- 1) Will the vehicles be leased or purchased.*
- 2) If purchased – what will the maintenance and repair arrangements be; If the vehicles are to be maintained by the transport department there will be a requirement for training of the technicians.*
- 3) Will there be a requirement for equipment stowage i.e. large and small items such as large torches; equipment charging facilities etc.*
- 4) What communications devices will be required by the WM's using the vehicles. Will there be a requirement for fixed (installed) devices i.e. mobile phone dock; SAN A radio etc.*

I understand that at present it is not known what vehicle will/may be provided and also that the communications solution, while being considered, has not been decided upon. This increases our concerns for members as suitable and sufficient preparation time will be required to facilitate these or any other requirements of this nature.



OFFICIAL

Paper 2. Improving flexibility and changing responsibilities at our fire stations

Full Authority

Date: 14 December 2018

Agenda Item:

17b

Submitted By: Director of Service Support

Purpose To present the detailed proposal 'Improving flexibility and changing responsibilities at our fire stations' for consideration and approval.

Recommendations Members consider the proposal and approve its implementation.

Summary The Authority continues to face significant financial challenges and must make efficiency savings to achieve a balanced budget by April 2020. This proposal would enable WYFRS to operate more efficiently whilst maintaining the current level of fire cover provided by 40 fire stations and 46 front line fire engines. This proposal has been subject to a thorough eight-week internal consultation. Themes arising from the consultation exercise have informed this proposal and will be addressed during implementation. We will work closely with the representative bodies should the proposal be approved to ensure any new concerns are addressed.

Local Government (Access to information) Act 1972

Exemption Category: None

Contact Officer: ACO Ian Bitcon

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T: 01274 655703

Background papers open to inspection: Your Fire & Rescue Service 2019 - 2022
Paper 1. Consultation Feedback and Response

Annexes: Annex 1 – Business case: Improving flexibility and changing responsibilities at fire stations

[Click here to enter text.](#)

1 Introduction

- 1.1 Since 2010, Integrated Risk Management Planning has been at the forefront of the Authority's strategic decision-making, in order to best-match reducing resources against risk and demand.
- 1.2 In 2011, the Authority approved IRMP 1. This IRMP set the strategic direction for the comprehensive spending review period. It included the merger/closure of ten fire stations and construction of five new stations in optimum locations; the introduction of a new duty system at Castleford; the introduction of Fire Response Units and Combined Aerial Rescue Platforms and the removal of a retained appliance at Silsden. Further savings were realised through a review of senior management and support staff posts.
- 1.3 In 2012, the Authority approved IRMP 2 in order to manage further reductions in funding whilst at the same time optimising the resources available. The changes approved included the closure of two retained duty system stations, the removal of a number of second appliances, changing shift patterns at three stations to Day Crewing and the merger/closure of four stations and construction of two new stations.
- 1.4 In 2017, the Authority approved IRMP 3, which included the removal of the Fire Response Units and changes in staffing on the Technical Rescue Unit.
- 1.5 In February 2018, the Authority approved IRMP 4, which included the reduction of staffing at day crewed stations; the removal of local retained support officers, the reduction in station managers and the replacement of operational staff in non-operational roles with fire and rescue staff.
- 1.6 The Authority continues to face significant financial challenges over the coming years. To achieve a balanced budget by April 2020, the Authority must achieve savings of at least £2.4 million.
- 1.7 Beyond 2020, the financial outlook remains uncertain. It is highly likely that WYFRS will receive further reductions in government funding.
- 1.8 Our aim is to protect the current levels of fire cover provided across West Yorkshire and make efficiency savings that have the least impact on our emergency response. The proposed change maintains the current levels of fire cover and the current availability at our 40 fire stations and 46 front line fire engines.

2 The Proposal

- 2.1 The business case attached to this report in annex 1 proposes a change to the way we work by improving flexibility and changing responsibilities at our fire stations. The proposal centres around three key benefits. These are:
- Empowering crew and watch managers by improving ways of working
 - Providing autonomy and flexibility to the watch manager role
 - Flattening our operational management structure to deliver efficiencies

- 2.2 All watch managers based on fire stations would have the same level of line management responsibility.
- 2.3 Watch Managers would respond to incidents using a standalone blue light vehicle. This vehicle would allow the watch manager to work more flexibly and attend only the incidents they need to. They would command incidents of between two and four fire engines.
- 2.4 Crew managers would take charge of the fire engine and supervise a crew of three fire fighters. A crew manager would command incidents up to two fire engines. Watch managers would support and assure crew managers at smaller incidents to improve our existing operational assurance processes.
- 2.5 This new way of working would allow the watch manager to manage training, prevention, protection and response activities more flexibly whilst the crew manager supervises routine service delivery activity.
- 2.6 We believe this proposal provides us with the most effective and efficient way to deploy the wholetime firefighter establishment, which is planned to reduce to 900 firefighters by April 2020.

3 Consultation

- 3.1 The Authority approved an eight-week internal consultation for this proposal on 21st September 2018. The consultation exercise started with immediate effect and closed on 16th November 2018.
- 3.2 Full detail of the consultation outcomes can be seen in agenda item 17a. Consultation Feedback and Response
- 3.3 Feedback from the consultation exercise indicated a number of themes that we have considered and used to adapt the proposal as well as inform the implementation plan. If approved, new concerns may emerge during the implementation period. We aim to work closely with the representative bodies to resolve these should this proposal be approved.

4 Implementation and Critical Success Factors

- 4.1 If approved by the Authority, the new operating model and ways of working would be subject to further consultation with representative bodies in line with the WYFRS Consultation and Negotiation Policy.
- 4.2 We do not plan to introduce changes to responsibilities that require a departure from the national role-maps, as agreed by the National Joint Council for Local Authorities' Fire Brigades, and set out in the Scheme of Conditions of Service (commonly known as the Grey Book). New job descriptions will be developed and cross-mapped against the relevant role-maps as part of the further consultation process.
- 4.3 We would also want to develop and agree the selection criteria and implementation plan with representative bodies. Equality analysis has been considered and will continue to be reviewed throughout the implementation process. The implementation plan would be based on the retirement profile and although this is predictable to some extent, it is not guaranteed. Therefore, the implementation timescales will need to be flexible.
- 4.4 Subject to approval and following further consultation, we would look to start the implementation in April 2019 and aim to remove the 28 established posts within 20 months.
- 4.5 Feedback has indicated that some watch and crew managers may be reluctant to accept the proposed changes. Therefore, we would map-out the full implementation plan as far into the future as possible to provide maximum notice to those managers at risk of being displaced by the change.
- 4.6 To support watch managers who do not want to respond to emergencies in a separate vehicle, we will offer some flexibility for these watch managers to respond on the fire appliance. This will also afford opportunity for crew managers to ride as a firefighter in the rear of the appliance.
- 4.7 The opportunity to adopt the new way of working will remain in place for all watch managers.
- 4.8 For those watch managers that are unable to take on driving duties for reasons such as medical grounds, we will ensure positions are available within the operational establishment which allow for reasonable adjustments to their role.
- 4.9 If approved, we plan to continue the open communication strategy we have employed during the internal consultation exercise. This would involve face-to-face briefings with stakeholders, the establishment of working groups and feedback loops to ensure the new operating model is efficient and effective.
- 4.10 A key element of the implementation would include an ongoing workload assessment and the close monitoring and support of watch and crew managers to ensure their health and wellbeing is not adversely affected by the changes. It is not our intention to over-burden watch or crew managers with new work. Our aim is to enable them to work differently in order to maximise our efficiency and effectiveness.
- 4.11 Additional resources will be required to assist with the implementation of the change. This would include a dedicated watch manager in a project role for up to 24 months.

- 4.12 The vehicle tracking system approved by Authority in 2017 has led to options to manager the fleet more effectively. 20 lease cars and vans that are under-utilised and it is our intention to reduce the size of this fleet. This will provide opportunity to replace these vehicles with blue-light vehicles for use by the watch managers. Therefore the overall cost of vehicles will be off-set by this adjustment in use.
- 4.13 The implementation is also dependent on capacity within our Driver Training Department to train watch managers as response drivers. A recent restructure of the Operational Training function, approved by the Human Resource Committee, ensures there is capacity within the department to deliver on-going driver training, however an additional driving instructor will be required on a fixed term contract to do the initial training in line with the implementation timescales.
- 4.14 If approved, our command training and operational training strategies will be adjusted to take account of these new ways of working to ensure safe systems of work continue to be applied at incidents.
- 4.15 This proposal will reduced 28 station-based, watch manager posts. The distribution of firefighters, crew and watch managers within this establishment will require adjustment to ensure there are sufficient crew managers available to take charge of fire engines. There is currently a shortfall of approximately 30 crew managers. This is being addressed by a new development process with 41 firefighters enrolled on it.
- 4.16 If approved, the number of crew manager roles within the 900 establishment will need to increase. Our workforce plan provides confidence that the overall numbers of managers required to take charge of appliances at both watch and crew manager level will be sufficient and there will be further opportunities for firefighters wishing to progress to the crew manager in the future.

5 Financial Implications

- 5.1 The table below sets out the expected savings resulting from implementation of this proposal.

	<u>Yr 1</u>	<u>Yr2</u>	<u>Yr 3</u>
<u>CLM Implementation</u>			
Reduction of 28 station based WMA posts	£1,317,000	£1,317,000	£1,317,000
Overtime	£150,000	£300,000	£500,000
Uplift of 37 WMA to WMB posts	-£109,500	-£111,700	-£113,900
Vehicles	-£89,400	-£12,600	-£12,600
Non established WM support	-£47,400	-£48,300	
Driving Instructor	-£36,600	-£37,300	
Savings	£1,184,100	£1,407,100	£1,690,500

- 5.2 This proposal provides new ways of working and will reduce the establishment to 900 to achieve the savings of £1.126m that have already been accounted for in the medium term financial plan and workforce plan.
- 5.3 By year three, we forecast this proposal will generate an additional £0.5m above the previously identified medium term financial plan savings.

5.4 If this proposal is not approved, £1.126m will need to be found by alternative efficiency options otherwise we will fail to achieve a balanced budget by April 2020.

6 Legal Implications

6.1 The Chief Legal & Governance Officer has considered this report and has no observations to make at the time of submission of this report but may provide legal advice at the committee meeting and/or respond to any requests by members for legal advice made at the meeting.

7 Human Resource and Diversity Implications

7.1 The implementation would be closely linked to the retirement profile and succession plan to achieve a phased implementation across the service.

7.2 The reduction and relocation of watch managers will be managed using the Staff Transfer Policy, voluntary transfers, promotions and retirements. The implementation plan will be developed in full consultation with representative bodies.

7.3 28 watch manager posts will be removed from station based establishment. In comparison, over 160 operational posts were removed as part of IRMP 2.

7.4 The staged implementation will allow for a training and development of staff to support any changes to their roles and responsibilities.

7.5 There has been a full equality analysis carried out to underpin this proposal; the equality analysis is available on request and will be updated and maintained throughout the implementation process.

7.6 Overall the process should not disproportionately affect staff who share a protected characteristic as efforts will be taken to promote equality of opportunity and fair treatment.

7.7 Following discussions and consultation with station based personnel there is no evidence to suggest this proposal negatively affects any group in the workforce or the community.

7.8 It is noted that the FBU oppose these proposals. This view is not necessarily shared by the other Trade Unions, with FOA stating: *“If CLM is approved, we are happy to work with management to address concerns and issues and ensure a fair, equal and smooth process.”*

7.9 Despite opposing the proposals, it is noted that the FBU state: *“We will endeavour to work proactively with management to find workable solutions in the face of existing budget constraints”*. That commitment to continue to work together is encouraging.

7.9 Nothing in the proposals as set out appear to contravene the national conditions of service or would they require any changes to individual contracts of employment. On that basis it is hoped that any disagreements with the FBU may be resolved through effective consultation.

8 Health and Safety Implications

- 8.1 A priority of the Your Fire and Rescue Service 2019 – 2022 is ‘continue to keep our firefighters safe’. To underpin this priority a firefighter safety impact assessment has been undertaken and will be developed with representative bodies. The minimum number of watch commanders required to provide command cover has been modelled.
- 8.2 In respect of the numbers of firefighters attending an incident, the overriding principle is the ability to provide a safe system of work. This proposal will ensure we have the correct number of firefighters attending operational incidents in line with organisational risk assessments and the FBU critical attendance standards.
- 8.3 We will continue to mobilise the correct number of firefighters to safely manage any incident. However, we will mobilise using a different methodology. Currently firefighters, crew commanders and watch commanders mobilise on fire appliances. As part of this proposal the crew commander and firefighters will mobilise on the fire appliance, the watch commander will respond in a separate blue light vehicle to ensure the correct weight of attack.
- 8.4 The organisation recognises the impact that changing ways of working can have on those involved. The health and well-being of our staff throughout this change programme will be paramount during the implementation of any approved changes.

9 Service Plan Links

- 9.1 This proposal links directly to the four priorities within the Service Plan 2015 - 20.
- Deliver a proactive community safety programme.
 - Deliver a professional and resilient emergency response service.
 - Provide a safe skilled workforce that serves the needs of a diverse community.
 - Provide effective and ethical governance and achieve value for money.

Conclusion

- 9.2 This proposal will allow us to operate more efficiently and effectively whilst maintaining the current levels of fire cover and availability at our 40 fire stations and 46 front line fire engines.
- 9.3 The change to the way of working will empower our crew and watch managers by improving levels of managerial responsibilities at fire stations. Providing watch managers with a vehicle will give them autonomy and flexibility which will improve the way we carry out service delivery in our communities. This proposal is a cultural change for the organisation and will require development and support for our crew and watch managers.
- 9.4 The key themes fed back during the consultation exercise have been considered and used to adapt this proposal. They will also be addressed during the implementation plan should this proposal be approved.
- 9.5 This proposal will make a significant contribution to the savings identified in the medium term financial plan, enabling the Authority to balance its budget by April 2020.



West Yorkshire
Fire & Rescue Service

Annex 1

2019/22

Improving Flexibility and Changing Responsibilities at fire Stations. Business Case

IRMP Team
December 2018

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Proposal:

Improving flexibility and changing responsibilities at fire stations.

Key Benefits:

The key benefits of this proposal include:

- Empowering crew and watch managers by improving ways of working
- Providing autonomy and flexibility to the watch manager role
- Flattening our operational management structure to deliver efficiencies
- Financial savings would be achieved by the reduction in establishment posts
- Proposal maintains 40 fire stations and 46 fire appliances

1. Overview

- 1.1. Traditionally, our organisation has relied on a 'top down', command and control approach towards the daily management of our people and resources. We want to change this culture to a more inclusive and locally managed system.
- 1.2. Our current staffing model on fire stations includes one watch manager, one or two crew managers and a number of firefighters per watch. The watch manager is an integral part of the watch and rides a fire engine as the Officer in Charge.
- 1.3. Our goal is to flatten the management structure and empower our station-based watch and crew managers. We believe these managers are in the best position to work closely with our district command teams to reduce the risks facing the local communities they serve.
- 1.4. Firstly, we will ensure that all watch managers based on fire stations have the same level of line management responsibility. We aim to do this by reducing the number of watch managers based at fire stations with one fire engine. This will mean they are responsible for the same number of staff as watch managers at multi-pump stations.
- 1.5. Watch managers will be responsible for two watches on a single-pump station and one watch on a multi-pump station; Day Crewed and Day Crewed (Close Call) stations will have a single watch manager responsible for all staff at those stations. On-call stations will remain unchanged as they already staff with one

watch manager. The watch manager role will therefore be standardised across the organisation at watch manager B level.

- 1.6. We also want to enable and support watch managers to work more flexibly. Currently watch managers ride on the fire engine along with their crew. This means they must always remain with their crew and attend every incident with them.
- 1.7. Our crew managers are employed to supervise a crew of firefighters. For the majority of the time a watch manager and crew manager will both ride the fire engine which is a duplication of effort. To avoid this, we plan to provide watch managers with their own vehicle. This vehicle will allow the watch manager to work more flexibly and attend only the incidents they need to.
- 1.8. We will also ensure there is flexibility in the new operating model to allow some watch managers to continue to ride the fire appliance and crew managers to perform the role of a firefighter.
- 1.9. We have well established command procedures embedded in the organisation. Crew managers can command incidents with up to two fire engines (95% of incidents) and watch managers can command incidents with up to four fire engines (98% of incidents).
- 1.10. Currently 74% of all incidents require the attendance of one fire engine only. By providing watch managers with their own vehicle they will only attend the incidents that require them. This will allow watch managers to continue their work in the community without disruption.
- 1.11. If the watch manager is not required to take command of an incident they would provide the role of operational assurance in support of the crew managers. This will improve our existing assurance process.
- 1.12. Watch managers will have flexibility to plan and undertake duties in a more efficient manner allowing them to work separately from crews and appliances when appropriate, these would include :

- Working with local partners and agencies increasing understanding and links with the local communities
- Planning and implementing training for crews
- Being available for district project tasks

1.13. We will ensure sufficient watch managers are available in their cars in each district so that we can continue to provide the right level of response to emergencies. We will make sure the correct number of firefighters respond to each type of emergency.

1.14. The proposal should benefit crew managers by affording them increased opportunity to fulfil their role map. They will have more opportunity to manage the crew at incidents and during prevention and protection work.

1.15. This proposal would include a programme of training and development for our watch and crew managers.

1.16. We do not plan to implement any changes which are outside of existing role maps.

2. Community Impact Assessment

2.1. This proposal will have minimal effect on our response to emergency incidents in West Yorkshire.

2.2. This proposal will increase the number of blue light vehicles responding to incidents. WYFRS will carry out driver training for watch managers and the additional risk will be mitigated by existing operational policy documents, Emergency Response Driving Standards and the Management of Occupational Road Risk Policy.

2.3. WYFRS response driving methodology is 'drive to arrive'. Drivers are trained to make safe progress through traffic whilst minimising the risk to the public.

2.4. Analysis of incident data suggests that as a group, watch managers will be mobilised to an average of fifteen incidents a day across West Yorkshire.

2.5. The proposal will increase our capacity to deliver protection and prevention activities. Currently fire appliances undertake prevention and protection work between 14:00 and 18:00. By releasing the watch manager from the appliance it has been estimated that we will increase managerial capacity by 16,800 hours.

(4 hours per day x 14 watch managers x 300 days per year)

2.6. In the future the proposal has the potential to support current resilience arrangements by:

- Watch managers taking on specialist roles such as hazardous materials or specialist rescue to support station managers who currently hold these as references.
- Enabling watch managers to assess special service calls in place of station managers.
- Introducing a suite of blue-light vehicles that can be used at incidents such as moorland fires and flooding.

2.7. The station establishment under this proposal would be:

Staffing model	WM	CC	FF	Total
Single - Appliance 224	2	4	16	22
Multi - Appliance 224	4	8	32	44
Day Crewing	1	2	10	13
Day Crewing Close Call Cluster	3	6	29	38

2.8 Changes to the ORP will allow greater flexibility in the management of station staffing levels.

3. Fire Fighter Safety Impact Assessment

3.1. A detailed Firefighter Safety Impact Assessment has been undertaken in support of this proposal.

3.2. We will ensure that the ‘speed and weight of attack’ is maintained in line with our safe systems of work and risk assessments for operational incidents.

- 3.3. Currently our fire engines are crewed with four or five personnel. This proposal would see standard crewing level become four personnel.
- 3.4. 52% of mobilisations are attended by a crew of four.
- 3.5. Our current predetermined attendances are based on the number of fire engines that are sent. This proposal would change our predetermined attendances to focus on the numbers of firefighters that are sent. For example, the task analysis for a house fire requires nine firefighters; we will mobilise two fire engines crewed with four firefighters and a watch manager in a separate blue light vehicle. The Fire Safety Impact Assessment can be seen in appendix one.
- 3.6. This proposal promotes our commitment to gather operational risk information for premises presenting risks to fire fighters, members of the public and the environment. Up to date site specific risk information is available via Mobile Data Terminals fitted to all front line fire engines, this information provides specific details of hazards in premises and helps operational crews to adopt the appropriate fire and rescue tactics.
- 3.7. This proposal will provide opportunity for watch managers to increase their knowledge and understanding around fire safety risks and potentially increase the number of visits that can be carried out.
- 3.8. This proposal delivers significant efficiency savings without compromising the effectiveness of our response to emergency incidents or the safety of firefighters and the community. If this proposal is approved there will be no effect on operational response times.
- 3.9. When mobilised to an incident, preliminary modelling indicates that:
 - A watch manager will arrive first and wait up to 3 minutes for the next resources at less than 1% of incidents
 - The first appliance and watch manager will arrive at the same time for 70% of incidents

- A watch manager will arrive up to 3 ½ minutes after the appliance 29% of the time.

3.10. Staffing at day crewing and day crewing close call stations will be maintained at five. This will be achieved by a crew of four and a watch manager available from the station in a car or a crew of five on the fire engine.

3.11. On-call staffing arrangements will not be affected by this proposal.

4. Organisational Impact Assessment

4.1. This proposal will introduce a cultural change within WYFRS by developing ways of working.

4.2. Watch managers will be provided greater autonomy and flexibility. They will work more closely with the district command teams. They will be developed and supported in their new role by the district command teams.

4.3. Watch managers based on one-pump fire stations will see an increase in their responsibilities, taking on the line management responsibility of 10 firefighters. They will receive increased remuneration for this new level of responsibility.

4.4. Fewer watch managers will be on duty each and every shift throughout the county. The deployment of watch managers will be managed to ensure there is sufficient managerial and operational availability.

4.5. Crew managers will attend more incidents in the role of incident commander and therefore given more opportunity to fulfil their command role. They will be the first line of supervision of crews on all occasions with the support of their watch manager either on station or at a neighbouring station available to them.

4.6. This proposal will require a training and development programme for both watch and crew managers.

4.7. A workload impact assessment has been completed for this proposal. The workload impact assessment found that there will be a reallocation of tasks between watch and crew managers and firefighters. They will all continue to operate within their respective role maps.

4.8. The workload impact assessment is available on request.

5. Financial Information

- 5.1. The primary aim of this proposal is to improve the efficiency of how we work by flattening our management structure.
- 5.2. Financial savings will be achieved by the reduction in salary costs, a reduction in overtime costs and a reduction in the operating costs associated with the operational resource pool.
- 5.3. There are some variable and unknown costs associated with this change. These include the costs of vehicles and equipment, increased salary costs, and potential remuneration for additional responsibilities.
- 5.4. If approved, the efficiency savings from this proposal will contribute to the requirement to save £2.4 million in order to balance the revenue budget by April 2020.
- 5.5. There are savings from salary costs as a result of this proposal. There are likely to be further savings from overtime costs of approximately £0.5m due to more efficient ways of working.
- 5.6. The cost of the watch manager response vehicles is based on capital procurement of 35 vehicles and is offset by a reduction of 20 lease vehicles in our existing fleet.
- 5.7. To support the training and development of the response drivers, a grade 8 instructor will be required on a two year fixed contract at a cost of £37,000 per year.
- 5.8. To support the coordination and implementation of this a proposal a dedicated non-establishment watch manager post would be required.

5.9. The savings and costs resulting from this proposal are:

	<u>Yr 1</u>	<u>Yr2</u>	<u>Yr 3</u>
<u>CLM Implementation</u>			
Reduction of 28 WMA posts	£1,317,000	£1,317,000	£1,317,000
Overtime	£150,000	£300,000	£500,000
Uplift of 37 WMA to WMB posts	-£109,500	-£111,700	-£113,900
Vehicles	-£89,400	-£12,600	-£12,600
Non established WM support	-£47,400	-£48,300	
Driving Instructor	-£36,600	-£37,300	
Savings	£1,184,100	£1,407,100	£1,690,500

6. Equality Impact Assessment

- 6.1. This proposal will require a reorganisation of working practices for various roles. There has been a full equality impact assessment carried out to underpin this proposal; the equality impact assessment is available on request and will be updated and maintained.
- 6.2. Watch managers will need to be relocated as part of this proposal. This may have an impact on travelling times to and from work and will be considered during the allocation process.
- 6.3. Overall the process should not disproportionately affect staff who share a protected characteristic as efforts will be taken to promote equality of opportunity and fair treatment.
- 6.4. Following discussions and consultation with station based personnel there is no evidence to suggest this proposal negatively affects any group in the workforce or the community.

7. Timeline for implementation

- 7.1. It is estimated that 50 firefighters in a watch manager or more senior role will retire before the end of 2020.
- 7.2. 28 station based watch managers posts will be removed. The reduction in the watch manager establishment will be managed by natural wastage and promotions.
- 7.3. A number of watch managers will be transferred during the implementation. This will be mitigated by an implementation programme phased over an extended period of time using a consistent approach to the selection process.
- 7.4. If approved, we would plan to start the roll-out in April 2019, following further consultation with representative bodies, and take approximately 20 months. Watch managers will be trained to respond to incidents in a phased approach.
- 7.5. Currently watch manager As cannot work at Leeds, Killingbeck, Hunslet, Cleckheaton, Dewsbury, Huddersfield or Bradford. Watch managers Bs can only work at these seven multi-appliance stations. Consolidating on the watch manager B role will mean any watch manager can work at any station. This would support reduced travel times and local working.

8. Conclusion

- 8.1. If approved, this proposal will empower our crew and watch managers at fire stations. Providing watch managers with a vehicle will give them autonomy and flexibility which will improve the way we carry out service delivery in our communities.
- 8.2. This proposal is a cultural change for the organisation and will require development and support for our crew and watch managers.
- 8.3. This proposal will make a significant contribution towards the Authority requirement to balance its budget by April 2020 and reduce the operational establishment to 900 in line with the workforce plan.

8.4. This proposal will support the 'Your Fire Service 2019 – 2022' priority of aiming to maintain 40 fire stations and 46 fire appliances.

Appendix One – Firefighter Safety Impact Assessment

1. Introduction

There is no mandated or definitive standard of staffing levels for Pre-Determined Attendance (PDA) fire cover. Therefore we are required to determine and justify our own standard of PDA which includes consideration of staffing levels.

Standards of fire cover were for many years dictated by the speed of attendance, the number of firefighters (confidence level) and the number of fire appliances attending an incident which depended largely upon the risk of fire spread within an area.

Risk Based Planning Assumptions (RBPA) are used to determine the speed and weight of an operational response into local council ward areas.

Whilst it is a requirement to demonstrate that a Safe System of Work is in place for our firefighters and that the overall risk is acceptable for the proposed standard of PDA, the number of firefighters on each individual fire appliance can be varied. The staffing of many fire appliances with 4 riders per appliance is a long standing practice.

In respect of the numbers of Firefighters attending an incident, the overriding principle is the ability to provide a safe system of work. The methodology by which the safe system of work for any given incident is developed is by means of a task analysis – see appendix.

The Fire Brigades Union (FBU) offer a simple, useful rationale for a staffing level of 4 riders as a safe system of work in the publication *Off the Run: Recruitment and Retention of Retained Firefighters*. At page 25 of this document they state:

“Four is the minimum number of riders for good reason; safety. Many of the ladders we carry can only be operated by four Firefighters and the correct use of breathing apparatus also calls for four”.

Whilst in itself this statement does not justify a particular standard, it does acknowledge an acceptance by representative bodies in relation to the minimum number of firefighters for a safe system of work.

2. Task Analysis

We recognise that we have a responsibility to ensure that all operational tasks are carried out in a safe and effective manner, with the right numbers of people available to carry out those tasks in a safe and effective way.

Task analysis is the study of what an operator or team of operators are required to do in terms of actions and cognitive processes in order to achieve a system goal. Task analysis provides a picture of human and team involvement in a system.

Hazards and risks are present at all operational incidents. As these are varied, complex and inter-related, it is of vital importance that control measures are put in place to ensure that personnel at risk are suitably equipped and have sufficient resources at their disposal to operate safely.

The Management of Health and Safety at Work (MHSAW) Regulations 1999 places a requirement on employers to consider all work activities from the perspective of the risk they pose to their employees, and the risk posed to other persons who could be affected by the way their employees carry out their work activities. In response to the MHSAW regulations HM Fire Service Inspectorate developed a range of Generic Risk Assessments (GRA's) covering the broad range of risks that Firefighters routinely expect to encounter at emergency incidents. These GRA's were used as the basis for the production of local operational procedures and risk assessments within WYFRS. These subsequently determine mobilising arrangements in terms of equipment and personnel.

The principle consideration for the incident commander at an incident is the safety of all personnel. This must be established by assessing the hazards that are present and the possible risks to the health and safety of those at the scene and then adopting appropriate safe systems of work. The Firefighter Safety Maxim summarises the philosophy of our approach to risk assessment.

"At every incident, the greater the potential benefit of fire and rescue actions, the greater the risk that is accepted by commanders and firefighters. Activities that present a high risk to safety are limited to those that have the potential to save life or to prevent rapid and significant escalation of the incident. "

It is vitally important therefore that the initial operational response to any incident is sufficient to allow relevant safe systems of work to be operated.

The current staffing levels for appliances in WYFRS are founded upon the 'old' deterministic standards of fire cover with 5 Firefighters on the first appliance (the Water Ladder) and 4 on the second (the Water Tender) and any subsequent appliance attending. At a domestic dwelling fire we respond with 2 fire appliances in accordance with risk based planning assumptions. This response increases to three appliances if at any point it is declared 'persons reported'.

It should be noted that the use of Automatic Vehicle Location System (AVLS) mobilising system means we now deploy the fastest appliances to an incident as it is able to accurately predict attendance times. In practice this means that an appliance with 4 riders may well be the first and second to attend, therefore it has been necessary to establish 4 riders as a safe system of work for an initial attendance at a domestic dwelling fire.

A simple model derived from past experience can be applied to determine how to deal with a domestic dwelling fire incident. This model is specific enough to give guidance on handling the situation and general enough to be adapted to the specifics of other situations.

The model is as follows:

1. Site management and control
2. Identify the problem
3. Hazard and risk analysis
4. Evaluation of equipment
5. Resource management, organisation and co-ordination
6. Response objectives
7. Make -up
8. Post incident considerations

The exact number of Firefighters required to be actively involved on the fire-ground at any given time varies greatly from incident to incident. This is due to the type and timing of incidents varying constantly.

A task analysis is provided below which includes information on the tasks undertaken at the routine type incidents.

3. Information

It has always been accepted that many of the tasks carried out on the incident ground are minor or of a short duration. This provides for a certain degree of multi-tasking. It is also considered that some tasks exist, which, due to their complexity or for the safety of the crew must have a dedicated number of staff. This ensures that the equipment used or the operation carried out is done safely.

When appliances or the WM do not arrive simultaneously it is important to consider the roles of the four personnel on the first attending appliance to ensure that they can still provide a rescue capability within the safety guidelines in the safe systems of work.

The Operational Guidance relating to Breathing Apparatus Command and Control gives guidance on the command and control procedures for the use of breathing apparatus on the fire-ground.

The key message contained within the guidance is that everyone involved in the use of BA must be trained to a common standard in its uses, thus reducing the risk of accident to Firefighters and providing a safe system of work.

Under considerations of an Incident commander the Guidance states

The incident commander will only deploy breathing apparatus after identifying the operational outcomes and objectives to be achieved. They must make a suitable and sufficient assessment of the risks involved using all the information and local intelligence available, including:

- Risk assessments
- Site-Specific Risk Information (SSRI)

- Local fire and rescue service standard operational procedures
- Other local or circumstantial information

Consideration should be given to:

- Immediate risk to life
- Prevention of significant escalation of an incident
- Size and complexity of the incident, and specifically the requirement for BA operations
- Long-term operational objectives and short-term specific or critical tasks to be achieved
- Resources immediately available at the incident
- The full extent of resources required to fully execute the overall incident plan
- Estimated time of arrival of necessary additional resources
- Hazards and risks associated with the incident
- Structural integrity of the building or risk area
- Location of suitable points of entry
- Safety and welfare of BA wearers
- Means of escape for BA wearers
- Requirement for appropriate BA emergency arrangements

The common standard of BA usage in FRS's of two wearers committed and a second team of fully equipped wearers ready to deploy is not affected by a default staffing level of 4 riders. Tables 1, 2 and 3 detail how a WM and two appliances riding 4 can implement this system of work.

Table 1: Role of Watch Manager in Car

Officer in charge (OIC)	Information gathering, Dynamic risk assessment, Fire-ground safety, Liaison, Incident command
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Table 2: Roles of First Appliance in attendance

Officer in charge (OIC)	Information gathering, Dynamic risk assessment, Fire-ground safety, Liaison, Incident command, Rapid deployment control.
If WM in attendance	Breathing Apparatus Entry Control
Driver	Pump operation, Provision of water/ Incident support duties
Firefighter No. 1	Breathing Apparatus, fire-fighting and rescue operations
Firefighter No. 2	Breathing Apparatus, fire-fighting and rescue operations

Table 3: Roles of Second Appliance in attendance

Officer in charge (OIC) If WM in attendance	Breathing Apparatus Entry Control Assist Incident Commander as required
Firefighter No. 1	Breathing Apparatus, fire-fighting and rescue operations
Firefighter No. 2	Breathing Apparatus, fire-fighting and rescue operations
Firefighter No. 3	Positive pressure ventilation equipment, Provision of water, safety support, initial first aid

Table 4: Roles of Personnel whilst only one appliance is in attendance, (WM and support pump on route)

Officer in charge (OIC)	Information gathering, Dynamic risk assessment, Fire-ground safety, Liaison, Incident command, Rapid Deployment Control
Driver	Pump operation, Provision of water, Incident Support
Firefighter No. 1	Breathing Apparatus, fire-fighting and rescue operations
Firefighter No. 2	Breathing Apparatus, fire-fighting and rescue operations

If these criteria are not met then breathing apparatus procedures would not be implemented. This would result in Incident Commanders adopting external firefighting tactics to prevent fire development. The Delta Fog Spike provides an interim firefighting tactic available to the IC to fight compartment fires externally in a safe and controlled way.

In the event that persons required rescue from the upper floors of a domestic property a crew of 4 riders can safely deploy a 9m or 13.5m ladder (Fire and Rescue Service Manual Volume 4 Fire Service Training, Ladder Standard Practices L2, L3 and L4). Similarly a rope rescue, water rescue and RTC extrication can all be carried out by a crew of 4, within a safe system of work. The risk assessment for the initial attendance at an incident with a crew of 4 riders and the task analysis for the incidents detailed above are provided in the appendices.

It must also be taken into account that if at any point during the initial receipt of call or at the IC's discretion the incident becomes 'persons reported' then pre-determined additional resources would automatically be despatched to the fire-ground, i.e. an additional appliance.

If the information provided at the time of call indicate that the resources mobilised may not be sufficient to deal with the incident. Control operators have authority to mobilise additional appliances above the pre-determined attendance to any incident.

Similarly if at any point the IC requires additional resources then these can be requested and will be despatched immediately by the Control. The minimum number of personnel deployed to an incident with persons reported would be 13 (3 x fire appliances of 4 riders, + 1 WM) which is equal to the minimum numbers of personnel identified within the FBU Critical Attendance Standard (CAST) scenarios 1-13 for all Dwelling Fires.

The FBU Critical Attendance Standard (CAST) document is explained in section 5.

It is important to also consider the standard of equipment provided on all fire appliances within West Yorkshire. Each front line appliance is provided with high pressure hose reels which are quick to deploy, allowing BA wearers to make a rapid attack at the majority of incidents attended.

Supplementary water provision provided by supporting appliances is another task that could be considered to be time critical. Therefore the amount of water provided on initial appliances is important. A programme of increasing tank size for West Yorkshire fire appliances is in progress; this in effect increases the initial available water supply.

Based on the use of a single high pressure hose reel at the optimum flow rate of 170 L/M the time taken to empty the respective tanks would be:

1000 litre – 6 minutes

1800 litre – 10.5 minutes

The programme to increase the amount of water carried on appliances from 1000L to 1800L provides an additional control measure for adopting standard crewing at 4 riders.

Appliances with larger tanks:

- Morley
- Normanton
- Castleford
- Skelmanthorpe
- Keighley
- Huddersfield
- Odsal
- Fwg
- Pontefract
- Hunslet
- Stanningley
- Leeds
- Moortown
- Dewsbury
- Garforth
- Rawdon
- Cleckheaton
- Ossett

4. Crewing the appliance with 4

Whilst the information contained above indicates that crewing levels of 4 can provide a safe system of work. It has to be balanced against the principle that crewing levels of 5 provide a more effective crewing option. The principle of riding 4 is also based on the provision of a 2nd supporting appliance for the most common incident types as detailed in the task analysis in Appendix 1.

Standard crewing of 4 would be supported by the following measures:

4.1 CLM

Crew managers and watch managers are all trained and assessed to the same level of command competence and can therefore command the same type of incident. The difference between the CM and WM role relates more to the authority invested in the officer to command levels of resources rather than the incident type. A systematic and progressive system of command level is in place, based on the numbers of resources at an incident which caters for incidents growing in complexity and intensity (make ups).

Watch Managers in blue light cars will attend any incident which is likely to require a higher level of Command. Whilst the WM may not arrive at the same time as the appliance, in most cases the delay would be minimal (based on modelling of the last three years of data). Modelling can only predict attendance times when WMs and Appliances are closed base.

The WM will provide the 9th firefighter and is integral to safety when crewing with 4.

On some occasions the WM will arrive first as has happened with FDS officers in the past. In these circumstances the WM can take control of the scene and commence information gathering and tactical planning for the oncoming resources.

Sending a watch manger in addition to two appliances will ensure the optimum staffing requirement of 9 personnel at a house fire is achieved. As has been previously mentioned, the introduction of vehicle tracking currently means two appliances riding 4 could be the resources sent on a PDA to a house fire. CLM would ensure the Optimum staffing requirement of 9 was always achieved. To assist in the speediness of the WM attendance time, duty systems and leave will be organised to ensure cover is spread evenly across the county.

Modelling indicates that on the majority of occasions a WM will arrive within two minutes of the first attending appliance (see table below). Where control deem there to be a delayed attendance of the WM, they will mobilise an additional appliance or an FDS officer.

Watch Manager Attendance Time in comparison with first appliance	% of Incidents
Arrive at same time	71
Within 2 minutes	5
Within 3 minutes	6
Greater than 3 minutes	18

Based on last three years of IRS data.

If the WM is not required to contribute to the safe system of work and take command of the incident they can carry out the OPa role or be allocated tasks to support the current IC.

4.2 Location

As previously mentioned the safe system of work for crewing with 4 is reinforced by the provision of a supporting appliance. Therefore consideration for the average response time for the attendance of the 2nd appliance is a factor. In recognition of CAST that recommends that the second appliance attends within three minutes of the first, we have reviewed 2017/18 response times to see which locations this would affect:

Station	Suggested Control Measure
Halifax	Staffing to be maintained at five wherever possible.
Keighley	
Pontefract	
South Kirkby	Maintain existing establishment with additional CC
Todmorden	Establishment increased to 13
Wetherby	

The derogation order suggests the staffing at the following stations should be maintained at 5:

- Todmorden (due to remote location)
- Wetherby (due to remote location)
- Keighley (due to remote location)
- South Kirby (due to remote location)
- Pontefract (due to CU staffing)
- Stanningley (due to HVP staffing)
- Cookridge (due to PWU/HVP staffing)
- Odsal (due to LSU staffing)
- Cleckheaton (due to USAR)
- Rawdon (interim measure - due to location and local RDS availability)

The rationale for maintain these stations at 5 should be reviewed and the impact of staffing at 4 evaluated.

4.3 PDA

The introduction of CLM would pave the way for incidents to be resourced according to numbers of people rather than numbers of Fire Appliances, for example 8 firefighters and a WM to a house fire rather than two appliances. The option for an IC to request additional resources remains available at all times..

Safe systems of work are deemed to be dependent on the numbers of personnel on the incident ground and mitigation can be achieved by increasing the PDA for attendance to structural fires. Therefore certain PDA's that were previously a two pump attendance will be increased to three pumps where it is identified through task analysis that more than eight personnel are required for the type of incident.

4.4 Dynamic Mobilisation & Automatic Vehicle Location System (AVLS)

As previously stated the control system allows the use of dynamic mobilising. This is a facility that will allow an appliance to be re-directed from one incident to a different incident based on its locality to an incident type. In essence if an appliance is mobile to reports of a small rubbish fire whilst a call to a property fire is received, if this appliance is closest to the property it can be redirected from the rubbish fire and sent to the property fire.

The control system also utilises AVLS which identifies the exact location of all our appliances. This system will ensure that the control operator mobilises the quickest appliance to any incident.

The use of these two functions in the mobilisation system will ensure that the fastest appliances are always mobilised to the most serious incident types. This ensures that the shortest attendance times for supporting appliances are achieved.

4.5. Staffing

The WMs in vehicles would be utilised at the start of the shift to ride the appliances to cover short notice absences, which would otherwise make a pump unavailable. Staffing arrangements would then be supplemented by detached duties.

The Watch Manager cohort would ensure the lower threshold for command cover is always achieved. Surplus WMs above this number would provide cover where required.

When surplus WMs are available, they would be permitted to ride the appliance providing a suitable rationale.

4.6. Improvements in Operational Efficiency

A number of developments in operational efficiency have or are being implemented to further improve control measures for crewing with 4. These are:

- Larger water tanks

The provision of larger water tanks extends the duration of the water supply. This reduces the urgency and need to provide a supplementary water supply.

- 22mm Hosereels

22mm hose reels provide an increase in water flow rates. This increases the efficiency and effectiveness of hose reels when dealing with all fires but especially compartment fires. This increased effectiveness reduces the need to deploy lay flat hose which is a more labour intensive operation. Over 95% of all dwelling fires attended between 2009 and 2016 were extinguished using hosereels.

- Core drill and Delta lance for external attack

The provision of this equipment gives Incident Commanders the option of providing a safe form of external fire attack without having to commit firefighters into a building or compartment.

- Leader fans

Leader fans provide an improved air flow for use in tactical firefighting. This can improve the conditions more quickly in buildings prior to committing firefighters.

- Telemetry

The use of Breathing Apparatus telemetry systems provide enhanced safety systems to monitor firefighters committed into buildings whilst wearing breathing apparatus. It provides live data on the air consumption rates of wearers and withdrawal time. This is a more effective system than using previous rapid deployment equipment.

- Portable MDTs

The provision of tablet type MDT's allows either the driver or the incident Commander to undertake simultaneous activity.

- Thermal Scanning

The use of Thermal Image Cameras (TIC) by Incident Commanders allows external scanning of buildings to identify hotspots within the building. This will allow a more effective deployment of extinguishing media and commitment of firefighters into the building.

- Workwear and PPE for drivers and IC's

The new workwear currently being procured will remove restrictions relating to having to wear structural PPE at all operational incidents when carrying out fireground activities. This will enable personnel to become actively engaged at the incident in the dynamic stages without delay.

5. FBU Cast

In May 2004 the FBU published their National Integrated Risk Management Document as a response to the introduction of Integrated Risk Management Planning for Fire and Rescue Services.

Section 4 of this document discusses their Critical Attendance Standard (CAST). This section describes CAST as:

*Within an Integrated Risk Management Plan, local fire & rescue authorities are required to set out how they intend to make adequate provision for prevention and emergency intervention to meet efficiently all normal requirements. In order to understand the relevance of the **Critical Attendance Standard (CAST)** to integrated risk management planning it is first necessary to have some understanding of what is actually required of the fire & rescue service at emergency incidents.*

The CAST methodology allows for a tightly-controlled phased arrival of fire appliances at emergency incidents. It takes account of the effect of this phased arrival on both the incident and on the ability of Firefighters to carry out tasks without

increasing the risk to themselves above a level which they would normally expect to face in situations which are themselves inherently risky.

Determining what is an acceptable phased arrival – or lag – in fire appliance attendance times i.e. the time between the arrival of the first fire appliance and the second fire appliance sent as part of the initial emergency response to an incident, is critical.

Using the Critical Attendance STandard methodology, the maximum lag for standard operating procedure purposes is:

APPLIANCE ARRIVAL	MAXIMUM LAG
arrival of first fire appliance to arrival of second fire appliance	3 minutes
arrival of second fire appliance to arrival of third fire appliance	2 minutes

The maximum 3 minute lag between the arrival of the first & second fire appliances at an incident assumes an attendance of 5 Firefighters on the first fire appliance to every incident covered by a CAST planning scenario. These assumptions are also based on the procedures and equipment adopted 15 years ago.

An example of CAST scenarios is provided in Appendix 3.

Comparison between the WYFRS task analysis and the CAST scenarios illustrates that WYFRS would aim to meet the CAST requirements for incidents requiring more than one appliance. This would be achieved through the WM in a vehicle, maintaining crewing at 5 on occasions and the provision of an additional appliance on the PDA.

8. Conclusion

Following a review of BA Operational Guidance, WYFRS Operational Procedures, WYFRS Task Analysis and the FBU Cast methodology. This risk assessment provides evidence to demonstrate that the required crewing level to provide an initial rescue capability operating within a safe system of work is 4 Firefighters supplied with and well trained to use the required items of equipment.

All incidents to be attended begin from this base level of requiring a minimum crew of 4 Firefighters with a CM in charge to affect a rescue utilising a safe system of work. A WM in a car will attend all two pump incidents. The WM will contribute to the safe system of work where required. WM cover will be monitored to provide the best possible attendance times for these officers. As is the case now, where a WM is not available, FDS officers will be mobilised to these incidents.

9. Task Analysis

Incident	Building	PDA	2 Appliances	Tasks riding 5	Tasks riding 4
Role	Appliance				
OIC		1		OIC – priorities –plan-risks	OIC-Priorities-plan-risks
Driver		1		Water / Pump op / CS	Water/Pump op/CS
FF 3		1		BA/firefighting/rescue operations	BA/firefighting/rescue operations
FF 4		1		B A / firefighting / rescue operations	B A. firefighting/rescue operations
FF 5		1		Fireground / ECO	
OIC		2		Sector commander	ECO
Driver		2		Fireground / PPV	Fireground / PPV
FF 3		2		BA / firefighting / rescue operations	BA / firefighting / rescue operations
FF 4		2		B A / firefighting / rescue operations	B A / firefighting / rescue
FF 5		2		Fireground / ECO	

Incident	Lift	PDA	1 Appliances	Tasks riding 5	Tasks riding 4
Role	Appliance				
OIC		1		OIC	OIC / Lift floor
Driver		1		Command Support on pump	CS / lift floor
FF 3		1		Fireground lift floor	Fireground motor room
FF 4		1		Fireground motor room	fireground motor room
FF 5		1		Fireground motor room	

Incident	House Fire Persons	PDA	3 Appliances	Tasks riding 5	Tasks riding 4
Role	Appliance				
OIC		1		OIC – priorities –plan-risks	OIC-Priorities-plan-risks
Driver		1		Water / Pump op / CS	Water / Pump op / CS
FF 3		1		BA/firefighting / rescue operations	BA / firefighting / rescue operations
FF 4		1		B A, firefighting / rescue operations	BA / firefighting / rescue operations
FF 5		1		Fireground / ECO	
Scenario 2					
OIC		2		Sector commander	ECO
Driver		2		Fireground / PPV	Fireground / PPV
FF 3		2		BA / firefighting / rescue operations	BA / firefighting / rescue operations
FF 4		2		B A / firefighting / rescue operations	B A / firefighting / rescue operations
FF 5		2		Fireground/ECO	
Scenario 3					
OIC		3		Sector commander	Sector commander
Driver		3		Fireground / PPV	Fireground
FF 3		3		BA	BA
FF 4		3		BA	BA
FF 5		3		Fireground / ECO	

Incident	High Rise	PDA	4 Appliances + Aerial	Tasks riding 5	Tasks riding 4
Role	Appliance				
OIC		1		OIC	OIC
Driver		1		Water / Pump op / CS	Water / Pump op / CS
FF 3		1		BA Team 1	BA Team 1
FF 4		1		BA Team 1	BA Team 1
FF 5		1		ECO	
OIC		2		External Commander	External Commander / Fireground
Driver		2		Water / Pump op	ECO
FF 3		2		BA Team 2	BA Team 2
FF 4		2		BA Team 2	BA Team 2
FF 5		2		Fireground	
OIC		3		Sector Commander / Command	Sector Commander / Command
Driver		3		Fireground	Fireground
FF 3		3		BA	BA / Fireground
FF 4		3		BA	BA / Fireground
FF 5		3		Fireground	
OIC		4		Sector Commander	Sector Commander / Command
Driver		4		Fireground	Fireground
FF 3		4		BA	BA / Fireground
FF 4		4		BA	BA / Fireground
FF 5		4		Fireground	

Incident	RTC	PDA	2 Appliances	Tasks riding 5	Tasks riding 4
Role	Appliance				
OIC	1			OIC	OIC
Driver	1			Command Support	Fireground / Tool Op
FF 3	1			Tool Op	Tool Op
FF 4	1			Tool Op	Tool Op / Cas Care
FF 5	1			Fire Ground / Cas Care	
OIC	2			Sector / Crew Commander	Sector / Crew Commander
Driver	2			Fireground	Command Support
FF 3	2			Tool Op	Tool Op
FF 4	2			Tool Op	Tool Op
FF 5	2			Fireground	

10. Risk Assessment

HSW 9251 (07/2011)	RISK ASSESSMENT FORM (Non-incident)	Status	Current
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Please fill this form in and complete the **OUTCOME** last.

Assessment Ref No	Enter Ref	Task/Process Description	Adoption of CLM model for speed and weight of response	Assess Date	06/11/2018	Site	CLM
Department	Strategic Development		Specific Location	17b - Improving flexibilities Business Case - Auth 14 12 18V3	Assessor	Donegan	

OUTCOME	Are Existing Measures Adequate?	Yes	Enter Review Date	01/03/2019	Approver's Name	[Approver's Name]
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Severity Key		Likelihood Key	
1 – Minor – First Aid Only	4 – Major – Permanent disability / RIDDOR major	1 – Rare – May occur in rare circumstances	4 – Probable – Will often occur
2 – Moderate – May lead to time off work	5 – Catastrophic – Fatality / Multiple Injuries	2 – Unlikely – Will seldom occur	5 – Highly probable – near certain
3 – Significant – Hospital treatment required		3 – Possible – may occur	

No	Activity, Equipment Area / Material	Hazards	Existing Control Measures	Who is at risk?	Severity	Likelihood	Total	Risk	Measures Adequate?
1	Gaining entry / Delayed entry to property fires	Delay due to reduced resources at initial attendance leading to more developed fires, reduced visibility, Structural collapse, fire spread, increased heat and humidity	Fire attack / fire behaviour training Ventilation training Safe systems of work Incident command and situational awareness training PDA of 3 appliances for 'persons reported'	Contractors <input type="checkbox"/> FF's <input checked="" type="checkbox"/> FRS <input type="checkbox"/> Other <input type="checkbox"/> Public <input checked="" type="checkbox"/>	4	2	8	Moderate	Yes
2	BA operations	Increased use of rapid deployment	All operational personnel are trained in the deployment of rapid deployment. Telemetry will allow for improved monitoring of crews once stage 1 is implemented. Strict criteria for the use of rapid deployment focussed on saving life and preventing	Contractors <input type="checkbox"/> FF's <input checked="" type="checkbox"/> FRS <input type="checkbox"/> Other <input type="checkbox"/>	1	1	1	Tolerable	

			incident escalation.		Public <input type="checkbox"/>						
3	WC arriving first	Pressure to act in an unsafe manner due to influence of public / family members	WC trained to conduct dynamic risk assesment, formulate operational plans, resource manage and inform oncoming resources to efficiently implement their tactical plan.	Contractors <input type="checkbox"/> FRS <input checked="" type="checkbox"/>	FF's <input type="checkbox"/> Other <input type="checkbox"/> Public <input type="checkbox"/>	3	1	3	Tolerable	Yes	
4	All incidents	Lack of sufficient personnel to perform tasks	Improved equipment including larger water tanks, larger hosereels, telemetry, thermal imaginhg cameras, battery extrication equipment and review of most common incident types suggest s the most common incidents can be initially managed with a crew of four people.	Contractors <input type="checkbox"/> FRS <input checked="" type="checkbox"/>	FF's <input checked="" type="checkbox"/> Other <input type="checkbox"/> Public <input checked="" type="checkbox"/>	5	1	5	Tolerable	Yes	
5	All incidents	Adoption of incorrect procedures or 'short cuts'.	Operational discretion allows for the deviation from standard policy in exceptional cirumstances to save life, take decisive action to prevent an incident escalating or where taking no action may lead to others putting themselves in danger. This is a rationalised process and will not be used as an excuse to act outside of guidance at any opportunity. This will be reinforced during command assessments and a key element to discuss during the debriefing process.	Contractors <input type="checkbox"/> FRS <input checked="" type="checkbox"/>	FF's <input checked="" type="checkbox"/> Other <input type="checkbox"/> Public <input checked="" type="checkbox"/>	4	2	8	Moderate	Yes	
6	All incidents - WCs responding in vehicles	Collisions with other road users	Driver training, Operational Policy Document - Emergency Response Driving Standards, Management of Road Risk Policy	Contractors <input type="checkbox"/> FRS <input checked="" type="checkbox"/>	FF's <input checked="" type="checkbox"/> Other <input type="checkbox"/> Public <input checked="" type="checkbox"/>	4	1	4	Tolerable		
7	WC Responding to unfamiliar areas / risks	Lack of risk information and or local knowledge	Information available on appliance MDT. Control can provide risk information over the phone, Information from on scene personnel	Contractors <input type="checkbox"/> FRS <input type="checkbox"/>	FF's <input checked="" type="checkbox"/> Other <input type="checkbox"/> Public <input checked="" type="checkbox"/>	2	2	4	Tolerable		
8				Contractors <input type="checkbox"/> FRS <input type="checkbox"/>	FF's <input type="checkbox"/> Other <input type="checkbox"/> Public <input type="checkbox"/>	0	0	0			
				FRS <input type="checkbox"/>	Other <input type="checkbox"/> Public <input type="checkbox"/>						

11. CAST Scenarios

Incident Group	Incident Type	CAST Scenario Description	Ref No	MINIMUM Command Personnel & Firefighters Required in Initial response
FDR 1 Fires: DWELLINGS	Multiple Occupancy High Rise	2 to 4 casualties involved rescue via internal staircase	CAST 1	Command 2 Firefighters – 11 TOTAL - 13
	Multiple Occupancy Low Rise	2 to 4 casualties involved rescue via 135 ladder	CAST 2	Command – 1 Firefighters – 9 TOTAL – 10
		2 to 4 casualties involved rescue via 9/105 ladder	CAST 3	Command – 1 Firefighters – 9 TOTAL – 10
		2 to 4 casualties involved rescue via internal staircase	CAST 4	Command – 1 Firefighters – 8 TOTAL – 9
	Multiple Occupancy Medium Rise	2 to 4 casualties involved rescue via 135 ladder	CAST 5	Command – 1 Firefighters – 9 TOTAL – 10
		2 to 4 casualties involved rescue via 9/105 ladder	CAST 6	Command – 1 Firefighters – 9 TOTAL – 10
		2 to 4 casualties involved rescue via aerial appliance	CAST 7	Command – 2 aerial appliance Firefighters – 11 TOTAL – 13
		2 to 4 casualties involved rescue via internal staircase	CAST 8	Command – 1 Firefighters – 8 TOTAL - 9
	Multiple Occupancy Single	2 to 4 casualties involved rescue via internal staircase	CAST 9	Command – 1

	Basement			Firefighters – 8 TOTAL – 9
	Single Occupancy	2 to 4 casualties involved rescue via 135 ladder	CAST 10	Command – 1 Firefighters – 9 TOTAL – 10
		2 to 4 casualties involved rescue via 9/105 ladder	CAST 11	Command – 1 Firefighters – 9 TOTAL – 10
		2 to 4 casualties involved rescue via internal staircase	CAST 12	Command – 1 Firefighters – 8 TOTAL – 9
	Underground Complex	2 to 4 casualties involved – using firefighting lift	CAST 13	Command – 2 Firefighters – 12 TOTAL – 14

WC Mobilising Criteria

Appliances	Incident Commander	Officers Mobilised	Operational Assurance	Officers Informed	Specialist Appliances	Specialist Support	Total pumps
1	CC	None	None	None	None	None	1 Pump
2	CC	WC	None	None	None	None	2 Pumps
3	WC		None	None	None	None	3 Pumps
3 Pumps Persons Reported	WC	FIO - on 1 st message	Discretionary Duty Silver decision	Duty Silver – if 1 st message confirms persons involved.	None	None	3 Pumps
4	WC		As above Discretionary	Duty Silver	None	None	4 Pumps
5 – 7	SC	<ul style="list-style-type: none"> CS Officer HMEPO FIO 2 x WC 	Ops Assurance	Duty Gold Duty Silver	Command Unit Lite (CUL) Personnel Welfare Unit (PWU) Hose Layer – Fire only Technical Rescue Unit - RTC only	1 Pump as Command Unit Assistants	6 - 8 Pumps
8 -14 Pumps	GM	As above + officers appropriate to incident type or requested <ul style="list-style-type: none"> 4 x WC 	Ops Assurance	Duty Gold Duty Silver	Command Unit 1 (CU1) Personnel Welfare Unit (PWU) Hose Layer – Fire only Technical Rescue Unit - RTC only	1 Pump as Command Unit Assistants 1 Pump Command Unit Operators 1 Pump RDSC	11 -17 Pumps
15+ Pumps	AM	As Above + officers appropriate to incident type or on request <ul style="list-style-type: none"> 7 x WC 	Ops Assurance	Duty Silver 2 nd Duty Gold Head of OHSU	As above	As above + 1 pump as Sector Support Assistants	19+ Pumps