



## CONSULTATION DOCUMENT

# Proposals for Changes to Emergency Cover in West Yorkshire

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## FOREWORD

In the past five years we have seen a dramatic reduction in the numbers of fires and associated deaths and injuries in West Yorkshire. We have also seen similar reductions in the number of other emergencies we respond to, for example road traffic collisions. By the end of 2010/11, the total number of emergency incidents we attended in one year had reduced by over 29% from its 2006/7 figure.

This consultation document provides details on proposals to continue to provide an efficient and effective fire and rescue service whilst acknowledging the challenges posed by fundamental changes to public sector funding. Despite these financial challenges we now face, we cannot lose sight of our ambition of 'Making West Yorkshire Safer' and we are proud that accidental dwelling fires and related deaths have been reduced to their lowest ever level.

Last year West Yorkshire Fire and Rescue Authority commenced an extensive programme to modernise the Fire and Rescue Service and maximise the use of resources. This included a commitment to build five new fire stations in areas that provide the best response in an emergency. The investment by the Authority in modern fire stations is fundamental to the strategy for the delivery of our services and in particular the provision of an efficient and effective response to emergencies. The proposals in this document continue this approach as part of a strategic plan for implementation between 2013 and 2020.

We will continue to rationalise and redesign the service against the backdrop of a significant reduction in our funding, by reducing the risk to the community wherever possible and making sure that our resources are in the best place at any time day or night. We will also develop new ways of delivering our service, maximising changes in technology and working practices.

In the last five years we have made efficiency savings of £8.8m of which £7.3m were achieved in the last two years. This clearly demonstrates that savings can be made, whilst at the same time the numbers of fires, deaths and injuries continue to reduce. West Yorkshire Fire and Rescue Authority is facing its biggest challenge in over 60 years. By embracing an ambitious programme for change, I am confident that the Service will rise to this challenge and continue to make West Yorkshire safer.

Simon Pilling  
Chief Fire Officer/Chief Executive

## ABOUT THIS DOCUMENT

This consultation document outlines proposals for addressing the challenges of a reducing budget and the realignment of resources following a dramatic reduction in risk and demand over the past 10 years. If approved by the Fire and Rescue Authority (the Authority) following public consultation, the proposals would be fully implemented by 2020. The document covers a number of key aspects:

- **The context and methodology of the approach adopted**
- **An explanation of the services delivered by the Authority and some of the changes made already**
- **The proposals for future changes to emergency cover**
- **The communication and engagement process**

West Yorkshire Fire and Rescue Service (WYFRS) serves a population of 2.2 million people and the five districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield cover an area of 800 square miles. West Yorkshire consists of diverse communities located within urban, rural, industrial and remote areas. Economic variance and contrast is stark, ranging from the second largest financial sector in the UK to some of the most deprived areas in the country.

Significant and sustained improvements in community safety over the past few years have created a reduction in risk and demand for the fire and rescue service. It is therefore appropriate to review the current service provided. This document explains the financial constraints that the Authority currently faces and the predicted reduction in future funding. It also provides details of some of the savings made so far, demonstrating that, amongst other things, significant efficiencies in non-front line services have already been made.

The document also details the general approach to risk management adopted by the Authority and explains how risk is analysed to ensure that the right resources are in the right place, at the right time. There is also an explanation of the changes to the levels of risk across West Yorkshire over the recent past and the approach being adopted for the future.

The document provides information on the services provided by the Authority and explains why and how they are provided. The first priority of the Authority is to prevent an incident occurring in the first place however, it is recognised that emergencies do occur and WYFRS must be able to respond effectively to any incident and the majority of costs relate to the provision of an emergency service. It therefore follows that when major savings need to be made, the front line emergency response element of the Service cannot be left untouched.

The approach to modernisation of the Service which is being followed by the Authority is simple and supports the on-going ambition of “Making West Yorkshire Safer”; it centres on four pillars:

- **Optimal resource allocation and deployment** - Ensuring resources are in the locations that will have the greatest impact.

- **Changing the way that services are delivered** - The implementation of innovative duty systems, the introduction of new equipment and vehicles, and the changing of working practices.
- **Value for money** - Do the best that can be done with the resources that are available but ensuring a high quality not a cheap service.
- **Public and Firefighter safety** – Continuing to deliver community safety initiatives and ensuring firefighters have the best equipment and training to do their job.

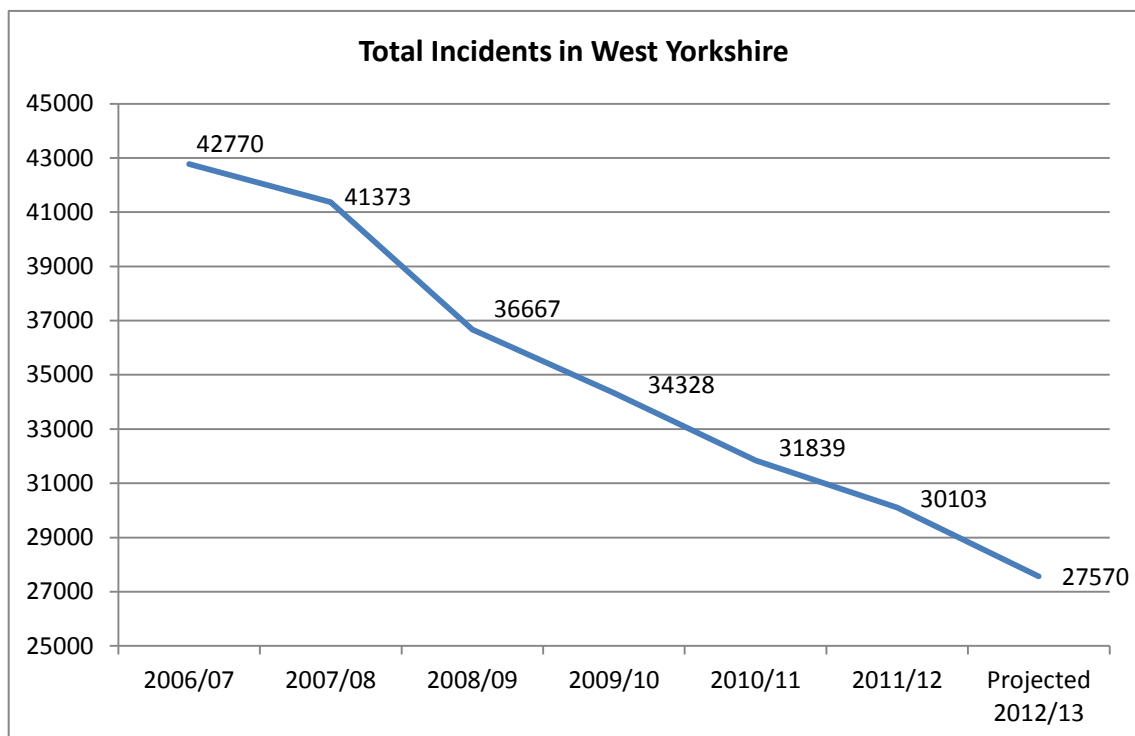
The proposals in this consultation document have been developed using this approach and the impact of the changes has been assessed, measured against the planning assumptions for emergency response (how quickly the fire service gets to emergencies) which have been approved by the Authority. This provides evidence that, relative to risk, the changes ensure that fire engines are in the right places to respond to emergencies across the County.

Finally, the document outlines the process of consultation and engagement with the public and others and the process for raising concerns, ideas and suggestions for consideration by the Authority in December 2012.

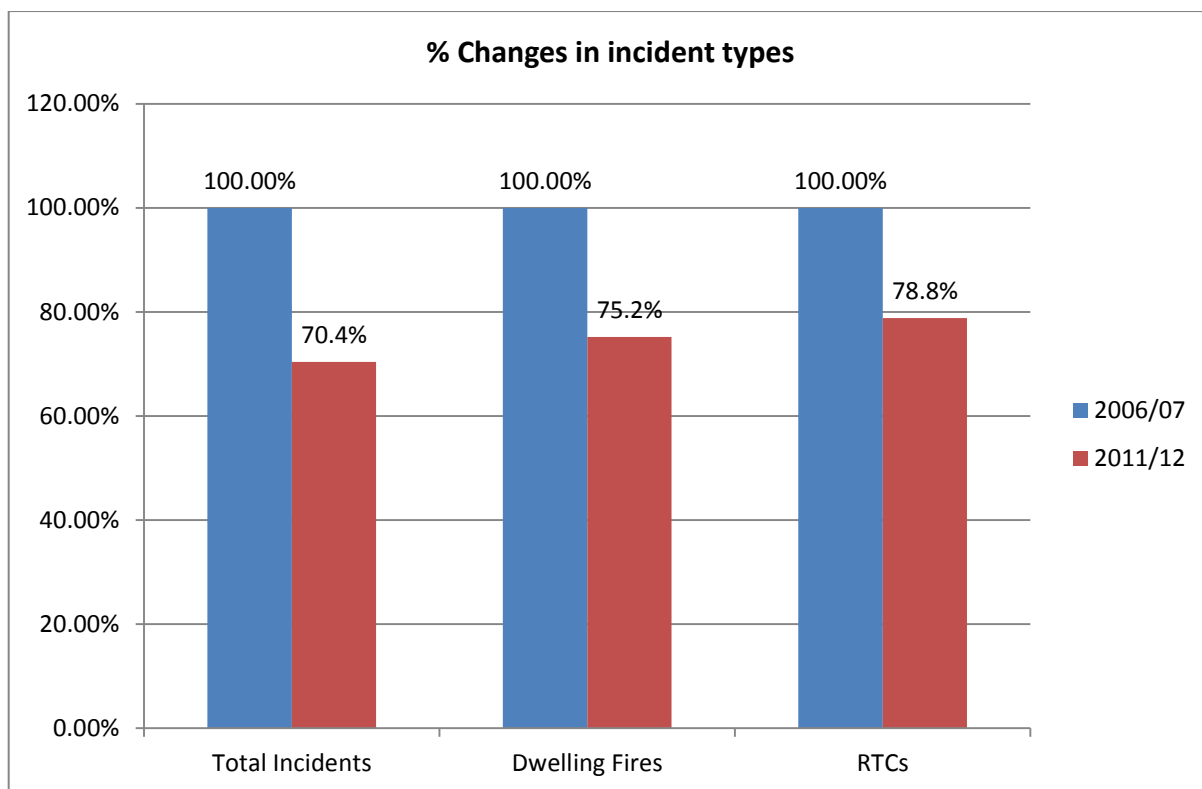
## CONTEXT AND METHODOLOGY

### 1. Making West Yorkshire Safer

- 1.1. For many years, the ambition of West Yorkshire Fire and Rescue Authority has been to “Make West Yorkshire Safer”. By focussing significant effort and resources on fire safety education, fire prevention and fire protection, there has been significant reductions in the number of fires, associated deaths and injuries. In recent years the work that WYFRS has done with partners to reduce other emergencies, including road traffic collisions, has expanded and delivered some very positive outcomes.
- 1.2. The Community Fire Safety Strategy, introduced in 2005, established a countywide target to undertake 56,000 Home Fire Safety Checks (HFSC) each year, together with a long-term commitment to complete 450,000; a figure which has now been exceeded. Since the introduction of this long-term strategy, accidental dwelling fires have reduced significantly along with the number of deaths and injuries sustained at these incidents. Although the numbers of people who die in fires in the home each year can vary considerably, there has been a consistent downward trend and in the past year four people died as a result of accidental fires in the home compared to 15 in 2006. The number of serious fires, deaths and injuries have now been reduced to their lowest ever levels, making West Yorkshire a much safer place. The graph below shows the overall reduction in the number of emergency incidents attended by WYFRS since 2006/7.



- 1.3. Not only have the total number of emergency incidents reduced but also the number of fires in dwellings, where most people are killed or injured, and road traffic collisions (RTC's), have also seen significant reductions. The table below demonstrates that West Yorkshire is clearly a safer place to live, work and visit.



- 1.4. The Authority has set challenging targets to continue to “Make West Yorkshire Safer” and these are set out in the five year Service Plan 2011 to 2015 which can be seen at [www.westyorkshirefire.gov.uk](http://www.westyorkshirefire.gov.uk). District and Local Area Risk Reduction Plans are developed from the high level targets in the Service Plan to provide focus for delivery of services. These plans concentrate on the areas and people that are most vulnerable and therefore most at risk from fire. The Authority remains on target to deliver against the commitments set out in the Service Plan.
- 1.5. As a direct result of the reduction in the number of fires and other emergencies, fire engines now receive significantly less call-outs than they did 10 years ago. Many of these fire engines now spend less than 4% of their time at incidents and experience prolonged periods of time without an emergency call. This is a fantastic outcome, particularly in light of a significant reduction in funding and it is therefore appropriate that resource provision is reviewed and where necessary, costs reduced, whilst maintaining an excellent standard of emergency response relative to risk.

## 2. Financial context

- 2.1. The Fire Authority is dependent upon central government to provide over 60% of its funding and consequently will see significant cuts as part of the government’s austerity measures. In total fire service funding nationally will be cut by 25% over the current four year period with 6.5% being cut in the first two years ending 31 March 2013 and the balance of 18.5% in the following two years.
- 2.2. However these cuts have not been shared evenly across all fire and rescue authorities with West Yorkshire losing over 10% of its funding in the first two years whilst some Authorities received a funding increase. If the cuts in grant are shared on the same basis in the final two years then the Authority could see further cuts in grant of 27%.

- 2.3. What this means in cash terms is that the Authority has already lost £5.9m of grant and is facing a further cut of somewhere between £8m and £14m by 31 March 2015.
- 2.4. Whilst the station mergers approved in December 2011 will help the Authority deal with the first grant cuts they do not address further cuts the Authority faces between now and 31 March 2015. Even the most optimistic forecast would see the Authority looking for further on going savings of £10m by 31 March 2015.
- 2.5. Finally the Government have already indicated that the austerity measures will not end in 2014/2015 and that it will be necessary to make similar levels of cuts in public expenditure in the following spending review period. It is vital that the Authority is in a position to react to these future cuts in funding if it is to provide appropriate levels of cover for West Yorkshire. Once fully implemented the changes included within this consultation document will deliver on-going revenue savings of £8m per annum.

### **3. Historical context – the changes and efficiencies made so far**

- 3.1. Over a number of years, the Authority has reformed West Yorkshire Fire and Rescue Service and made real efficiencies whilst maintaining high quality services, together with improving public and employee safety. In the last five years alone, the Authority has made efficiency savings of £8.8m of which £7.3m were achieved in the last two years.
- 3.2. During these recent years, in response to increased financial pressure, a number of innovative ways of working have been identified and changes to support functions implemented to make them more efficient. Some examples of the changes already made are detailed below.
- 3.3. In 2010, WYFRS introduced the Operational Resource Pool (ORP). This innovative duty system, using firefighters on flexible contracts, has ensured that full staffing is maintained on fire engines but with 64 less firefighters, reducing costs by £1.7 million.
- 3.4. During the same year, the manner in which WYFRS provides a range of specialist technical rescue and other specialised emergency services was reviewed and revised and the outcome is an improved service, using less staff saving £840,000 per year.
- 3.5. A fundamental review of the way support services are provided has challenged everything that the organisation does and led to greater efficiencies. Over the last two years, there have been reductions in non-operational staff of 109 people and many support processes, including procurement, have been rationalised.
- 3.6. An innovative duty system called Day Crewing (Close Call) has also been introduced. This duty system is a more economical way of providing fire and rescue cover in lower risk areas of the county using more flexible working arrangements. It provides the same standard of emergency cover as a wholetime shift station but requires 13 firefighters instead of 24.
- 3.7. Significant research has been completed to analyse the number and types of incidents WYFRS responds to in an attempt to reduce demand on the Service. It is known that many incidents attended do not actually need the fire and rescue service, for example some road traffic accidents, where nobody is trapped and automatic fire alarms, where the vast majority turn out to be false alarms. Policies have now been revised and additional training has been provided for Control staff, which has resulted in a significant reduction in demand on the Service without affecting public and firefighter safety.



- 3.8. Analysis has also shown that a significant number of the fires attended are small and can be dealt with using smaller fire engines with less firefighters. Fire Response Units (FRU) have therefore been introduced for these types of incidents and this ensures that the larger fire engines, with more firefighters, remain available to respond to incidents of a more serious nature. Combined Aerial Rescue Pumps (CARP) have also been introduced, which do the same job as a standard fire engine and the current high reach vehicles (Aerial Ladder Platforms); two vehicles and two crews for the price of one. WYFRS intend to extend the use of these modern approaches to fighting fires across West Yorkshire as appropriate.
- 3.9. Fire and emergency cover in the Five Towns area of Wakefield district has been reviewed already resulting in the merger of Knottingley and Pontefract fire stations and changes in duty system at Normanton and Castleford to Day Crew (Close Call). This has resulted in significant savings without affecting quality of service. The success of this project has given us confidence that such an approach can be applied to other areas of West Yorkshire.
- 3.10. Work continues with emergency service partners to identify opportunities for collaboration. West Yorkshire Police now share the Pontefract fire station and will soon occupy parts of Castleford Fire Station. This generates income for the Fire and Rescue Authority and reduces costs for West Yorkshire Police. Further work with West Yorkshire Police and Yorkshire Ambulance has identified other opportunities.
- 3.11. WYFRS are also working with South Yorkshire Fire and Rescue Service to deliver a shared mobilising and communications system for both Control Rooms, which will deliver a modern system at reduced cost.

#### **4. An introduction to Integrated Risk Management Planning**

- 4.1. The Government introduced Integrated Risk Management Planning (IRMP) in 2004 to replace National Standards of Fire Cover. This change moved the focus of emergency cover from buildings to people. The aim of IRMP is to improve community safety, reduce emergencies and provide value for money, with the continuous process of aligning the available resources to risk and demand.
- 4.2. Since the introduction of IRMP, WYFRS has continued to deliver excellent and efficient services to communities. Pioneering initiatives have enabled WYFRS to remain one of the best performing fire and rescue services in the country and amongst the lowest cost per capita. At £38.82 per head of population per year, the Authority provides the lowest cost service of all the metropolitan fire and rescue authorities.
- 4.3. The integration of prevention, protection, response and resilience strategies is fundamental to making West Yorkshire safer and enables the Service to identify and reduce risk to the community and to firefighters. A more detailed explanation of how these arrangements work together is contained within the Community Risk Management Strategy 2011-2015 that can be viewed on the website at [www.westyorkshirefire.gov.uk](http://www.westyorkshirefire.gov.uk)
- 4.4. Extensive research underpins each IRMP proposal and information comes from various sources, some of which include:
  - Operational incident data (empirical evidence)
  - Predictions of future demand and risk
  - Fire engine turnout data (activity and demand at certain times of the day, week, year and seasonal variations)

- Changes in profiles of communities (new houses, commercial buildings etc.)
- 4.5. This information is used, along with professional judgement and experience to support the changes, to ensure they have minimal impact upon local communities.
  - 4.6. When considering any changes the approved Risk Based Planning Assumptions (RBPA) contained in the Community Risk Management Strategy are used and these determine the expected time it should take for a fire engine to get to an emergency. The RBPA varies depending on the likelihood of a fire occurring and the potential impact of that fire on property and life.
  - 4.7. When developing these proposals, future performance is predicted based on plans for emergency cover already approved for implementation, including the five new fire stations approved as part of the 2012/13 IRMP Action Plan. The community safety activity that will continue to be provided to reduce risk in all communities is also taken into account and this focuses on areas affected by these proposals.

## **5. Fire Prevention Services**

- 5.1. The prevention of a fire or other incident is the number one priority. Fire prevention activity has long played a key role in significantly reducing the incidence of fire and associated deaths and injuries, both in domestic and commercial premises. A modern fire and rescue service is now involved in a much wider community safety role, for example, supporting reductions in road traffic collisions, youth engagement programmes and health/wellbeing programmes. With this wider role and by working in partnership with other organisations, WYFRS makes a valuable contribution in support of a safer society.
- 5.2. Successful fire prevention and fire protection services will reduce the likelihood of emergencies occurring. In 1996, a free Home Fire Safety Check service commenced as part of a programme to increase smoke alarm ownership in households and this service was expanded in 2005 when the new Community Safety Strategy was launched. This programme has been very successful in reducing fires and related deaths and injuries. Having completed the programme the approach is now being revised, targeting the most vulnerable and high-risk people in communities.
- 5.3. WYFRS youth engagement programmes include the Young Firefighters Scheme (YFF). The scheme works in partnership with local schools to reduce fire and community risk through a structured education programme resulting in a recognised qualification. The programme increases self-esteem and builds the confidence of young people. With the ongoing support of partners, this excellent initiative will continue to deliver an extremely important local service.
- 5.4. Following the introduction of the Arson Task Force, there has been a significant reduction in the number of deliberate fires. This small proactive team not only gives advice, but also physically removes the risk of fire; for example, by removing flammable materials that may be adjacent to houses and other property. The initiative will continue to focus on areas of high risk, using a variety of approaches in a more flexible way.

## **6. Fire Protection Services**

- 6.1. Fire Protection services mainly focus on the enforcement of fire safety regulations in occupied buildings under the Regulatory Reform (Fire Safety) Order 2005. The Service also works with communities to provide advice and guidance on the

identification and elimination of fire risk in buildings. In the unlikely event of a fire occurring, the fire precautions in buildings, along with the training of those people who occupy the buildings, should ensure they escape safely.

- 6.2. A team of specialist Fire Protection Officers, supported by firefighters on fire engines undertake inspections of buildings. Inspections are prioritised based on those premises presenting highest risk and the Risk Based Inspection Programme is approved each year by the Authority. Enforcement is undertaken in accordance with the principles of Better Regulation set out in the Statutory Code of Compliance for Regulators, to ensure that there is no unnecessary burden imposed on businesses.

## **7. Emergency Response Services**

- 7.1. The Fire and Rescue Services Act 2004 places a duty on fire and rescue authorities to make provision to respond to incidents such as fires, road traffic collisions and other emergencies within their area and in other areas in line with mutual aid agreements.
- 7.2. An emergency response service is provided every minute, of every hour, of every day across the whole of West Yorkshire. In addition to firefighting, WYFRS can respond to a wide range of other emergencies with specialist equipment and specially trained firefighters, including; responding to collapsed buildings; undertaking rope rescues; dealing with chemical spills; rescues from flooding; and other complicated rescues.
- 7.3. An integral part of a firefighter's daily routine involves giving fire safety advice in the form of fire safety demonstrations, talks to children in schools, undertaking inspections of buildings and conducting home fire safety checks, including fitting smoke alarms where necessary.
- 7.4. Reference has already been made to the Risk Based Planning Assumptions, which are used to ensure fire engines are in the correct locations throughout West Yorkshire to ensure that they arrive at an emergency as quickly as possible. The Risk Based Planning Assumptions for an area will vary depending on the likelihood of a fire occurring and the impact of that fire; the priority being fires where it is suspected that people may be involved (life risk incidents). The second priority is to attend fires involving property (without life risk) and finally there are planning assumptions for all other smaller incidents.
- 7.5. The table below provides a description of WYFRS risk categorisation and the Risk Based Planning Assumptions (response times) for incidents occurring in these areas.

| Risk Area        | Life           | Property       | Other          | Description   |
|------------------|----------------|----------------|----------------|---|
| <b>Very High</b> | <b>7 mins</b>  | <b>9 mins</b>  | <b>11 mins</b> | Areas possessing high levels of life risk, deprivation, commercial premises and people. These areas pose a very high risk of multiple fatalities or extensive injuries.                 |
| <b>High</b>      | <b>8 mins</b>  | <b>10 mins</b> | <b>12 mins</b> | Areas possessing high deprivation levels, a predominance of commercial premises and high numbers of people. These areas pose a high risk of multiple fatalities and extensive injuries. |
| <b>Medium</b>    | <b>9 mins</b>  | <b>11 mins</b> | <b>13 mins</b> | Suburban city areas and small towns with lower deprivation levels and varied commercial risk. These areas pose a moderate risk of fatalities or extensive injuries.                     |
| <b>Low</b>       | <b>10 mins</b> | <b>12 mins</b> | <b>14 mins</b> | Small market towns relatively affluent suburbs with low deprivation levels and lower commercial risk. These areas pose a low risk of fatalities or extensive injuries.                  |
| <b>Very Low</b>  | <b>11 mins</b> | <b>13 mins</b> | <b>15 mins</b> | Areas of low population density limited concentration of commercial and industrial risk. These areas pose a very low risk of fatalities or extensive injuries.                          |

## 8. Resilience Planning and Major Incidents

- 8.1. Resilience in the context of fire and rescue authorities can be defined as the capacity and capability to work together with other emergency services to deliver a sustained, effective response to major incidents, emergencies and disruptive challenges. WYFRS works very closely with partners in the West Yorkshire Resilience Forum, where plans are developed for major events to ensure compliance with the Civil Contingencies Act.
- 8.2. Although day-to-day services generally focus upon local risks and smaller incidents, major incidents can and do occur at any time and without any warning. Major incidents are difficult to predict and challenging to respond to, however, in spite of this, WYFRS must be continually prepared. A significant amount of time is therefore spent planning for major emergencies to ensure there is capacity to respond and, at the same time, deal with the normal day to day demand. The reductions in funding against the backdrop of increasing frequency of extreme weather conditions, the ever present threat of terrorism and the existence of major chemical processing sites, represents real challenges and WYFRS must remain flexible and alert if it is to rise to these challenges.
- 8.3. As resources have been rationalised in light of reduced demand and funding, there has been a reduction in the number of fire engines available 24hrs each day.

However, occasionally there are unusual peaks in demand, for example a major incident, or a large number of smaller incidents, during flooding or grass fires in dry weather for example. Resilience Pumps have therefore been introduced to provide a cost-effective means of bolstering the number of fire engines available in response to significant events. These fully equipped fire engines are strategically located and are crewed during periods of high operational demand and they help to manage the short-term impact of these types of event. There is currently one Resilience Pump at Pontefract and one at Keighley, which were introduced following recent changes in emergency cover in those areas. It is intended that there will be an increase in the number of these fire engines as the proposals contained in this document are introduced.

- 8.4. Section 7 above referred to the specialist capabilities that WYFRS has to deal with a variety of major incidents. The Urban Search and Rescue (USAR) Team can deal with emergencies involving large rail, road, aircraft and collapsed structures. There is also a High Volume Pump (HVP) that is used at major flooding incidents to remove water and at large fires to deliver water. Specialist equipment is available to deal with hazardous materials and the Incident Response Unit (IRU) provides the capability to decontaminate large numbers of people. WYFRS also has a specialised response capability for a range of terrorist incidents and following recent investment by the Authority, specialist water rescue teams across west Yorkshire can respond to major flooding and other emergencies on or near water.

## **9. Risk modelling methodology**

- 9.1. The provision of a fire and rescue service in West Yorkshire is the responsibility of the Fire and Rescue Authority, which must ensure that the best possible service is delivered with the resources available. In so doing, it must take account of statutory obligations, local risks, affordability, value for money and a wide range of other associated considerations. Since the publication of the first IRMP in 2004, the operating environment for fire and rescue services has changed considerably, with further changes imminent. It is therefore important that plans take full account of such factors.
- 9.2. The assessment of risk is the initial stage of the IRMP process and requires quantitative and qualitative analysis of risks, hazards and threats. It is essential to ensure that this risk assessment methodology is robust, objective and analytical, as the results will underpin and influence decisions; the results of the risk assessment will determine the allocation of resources. Research has shown a direct correlation between deprivation and the incidence of fires, along with associated casualties and fatalities. A range of tools, including specialist software applications, are used to assist in the analysis of risk and not only look at empirical data, but also predict future performance. A number of other factors are included within the risk assessment including lifestyle factors, for example prevalence of smoking and drinking in an area, and these are brought together in a risk matrix.
- 9.3. The time it takes for a fire engine to get to a fire is an extremely important part of the overall vision to “Make West Yorkshire Safer”, so it is important that, with limited resources, fire engines are located in the best locations where fires are most likely to occur. Attendance to all types of emergencies is considered but the focus is upon getting fire engines to where people may be at risk. The Authority’s Risk Based Planning Assumptions determine where to allocate and deploy fire engines in a way that accounts for the different types of incidents and the varying levels of risk within West Yorkshire.

- 9.4. The response time of the first fire engine is most important, but some fires require more than one fire engine to deal with them successfully. The speed of response of supporting fire engines is therefore taken into account in the Planning Assumptions, particularly in areas where the likelihood of the incidents needing more than one fire engine is greater.
- 9.5. Firefighters visit premises to obtain information relating to buildings, people and hazardous materials. This information is accessible via mobile data terminals on fire engines and is vital, not just in bringing the incident to a successful conclusion, but also for firefighter and public safety.
- 9.6. The latest analysis has identified that the significant reductions in risk and demand has resulted in generous provision in some areas and also, in certain circumstances, some fire stations are not ideally located to provide response into areas at greater risk of fire and other emergencies. It is therefore important to realign diminishing resources to the latest risk profile of the County. In most cases this means the merger of a number of fire stations, but in a small number of cases this means removal of dedicated resources from very low risk areas altogether, where nearby fire engines can provide an appropriate emergency response; the important measure being the ability to meet the Risk Based Planning Assumption relative to the risk.

## PROPOSALS FOR REVISIONS TO EMERGENCY COVER

### 10. The proposals at a glance

10.1. In December 2011, the Authority approved the implementation of the first phase of a programme of proposals to revise emergency cover arrangements across West Yorkshire for implementation between 2012 and 2015 (IRMP Action Plan 2012/13). Listed below is a summary of the second phase of this major programme of change which, if approved, will be implemented between 2013 and 2020 to take account of the significant reduction in risk and demand and the anticipated reduction in funding over that period. More detailed information on each area affected by these proposals can be found in Appendix 1 of this consultation document but a summary is provided below.

#### 10.2. The Bradford District

10.2.1. **Proposal 1** - Fairweather Green Fire Station currently has two fire engines. It is proposed that one of those fire engines should be replaced with a new Fire Response Unit (a smaller fire engine used for incidents of a less serious nature). The Fire Response Unit will cover the City of Bradford and the surrounding areas, ensuring that fire engines remain available for incidents of a more serious nature.

10.2.2. **Proposal 2** - Two fire stations serve the Haworth and Keighley area. The fire stations have three fire engines, one at Haworth and two at Keighley. This is a generous provision relative to risk and activity. Haworth is a Retained fire station (part time) covering a very low risk area with few fires. When the appliance is not available (currently 27% of the time) fire cover is provided from Keighley. It is therefore proposed to close Haworth fire station and remove one of the two fire engines from Keighley fire station. The remaining fire engine at Keighley will then cover the area.

10.2.3. **Proposal 3** - Risk and activity in the areas covered by Idle and Shipley fire stations have reduced dramatically. It is therefore proposed to merge the two stations and build a brand new fire station with one fire engine at an optimum location between the two existing stations.

10.2.4. **Proposal 4** - Odsal fire station currently has two fire engines. It is proposed that one of the fire engines will be replaced with a Command and Enhanced Logistics Support Unit (a vehicle used to support command and control at major incidents).

#### 10.3. The Calderdale District

10.3.1. **Proposal 5** - Implementation of changes to emergency cover in Calderdale has already commenced, with the merger of Elland and Brighouse fire stations as part of IRMP Action plan 2012/13. Halifax fire station still has two fire engines, one of which is a Combined Aerial Rescue Pump (CARP). Risk and demand have fallen considerably and no longer justify two fire engines and it is now proposed that one of these fire engines is removed leaving the CARP and keeping the fire engine at Illingworth fire station.

#### 10.4. The Kirklees District

10.4.1. **Proposal 6** - Three Retained (part time) fire stations at Marsden, Slaithwaite and Meltham currently serve the Colne Valley area. The entire area is very low risk with very few fires and three fire stations is a generous provision relative to risk. It is therefore proposed that the fire station at Marsden is closed and emergency cover provided from the nearby stations. Changes in Kirklees District already approved include a merger between Dewsbury and Batley fire stations.

#### 10.5. The Leeds District

10.5.1. **Proposal 7** - Risk and activity in the areas covered by Stanningley fire station, which has two fire engines and a number of specialist vehicles, have reduced dramatically and it is therefore proposed that one fire engine is removed.

10.5.2. **Proposal 8** - The areas covered by Hunslet and Morley fire stations are served by three fire engines, one at Morley and two at Hunslet. Changes in risk and demand support the merger of these two fire stations and the removal of one fire engine. It is therefore proposed that a brand new fire station containing two fire engines is constructed in an optimum location to replace those at Hunslet and Morley. This merger also supports the proposal affecting Garforth and Rothwell.

10.5.3. **Proposal 9** - Cookridge and Moortown fire stations currently have one fire engine at each station serving an area where there are now significantly fewer fires and other emergencies. It is therefore proposed that these two stations are merged and a brand new fire station with a single fire engine constructed in an optimum location to replace those at Cookridge and Moortown.

10.5.4. **Proposal 10** - Garforth and Rothwell fire stations currently cover an area with very low numbers of fires and other emergencies. Rothwell fire station is in need of replacement due to its age and condition. These two fire stations currently have one fire engine at each station. It is proposed that these two stations are merged and a brand new fire station, with a single fire engine, constructed in an optimum location to replace them.

#### 10.6. The Wakefield District

10.6.1. **Proposal 11** – A number of changes and station mergers in the Wakefield District have already been completed as part of the Five Towns Project, which commenced a number of years ago. Since that time, the number of fires and other emergencies has fallen significantly and further revisions in and around Wakefield City area are appropriate. Wakefield fire station currently has two fire engines, one of which is a new Combined Aerial Rescue Pump (CARP). It is proposed that one fire engine from Wakefield is removed, leaving the CARP and at the same time it is proposed to build a brand new fire station to replace Ossett fire station at a location closer to Wakefield. This will be in an optimum location to continue to provide excellent cover for the area currently served by Ossett fire station and provide back up into the City of Wakefield.



## 11. The impact of these proposals

11.1. Earlier in this consultation document the methodology used to determine the most effective locations for resources was explained. It has therefore been possible to minimise the impact of the proposals by measuring response times against the Risk Based Planning Assumptions. By measuring the overall impact of the proposals across West Yorkshire it can be predicted that, following all the proposed changes, the increase in the average time it takes get a fire engine to all incidents will only be seconds. The table below shows the impact by risk area and by incident type.

| Risk      | Life    | Property | Other   |
|-----------|---------|----------|---------|
| Very High | 7 secs  | 5 secs   | 7 secs  |
| High      | 18 secs | 14 secs  | 15 secs |
| Medium    | 26 secs | 24 secs  | 23secs  |
| Low       | 46 secs | 52 secs  | 53 secs |
| Very Low  | 25 secs | 29 secs  | 25 secs |
| Average   | 24 secs | 23 secs  | 22 secs |

11.2. Whilst comparison between current and predicted overall average attendance times to emergencies across West Yorkshire is useful, it is also important to consider the local impact. As would be expected, the Risk Based Planning Assumption ensures that resources are allocated to those areas most likely to experience a fire. These are the very high risk areas and the impact of the changes in these areas is as follows:

- All Risk Based Planning Assumptions will be met
- There will be an improved initial response into four wards
- There will be an increase of less than one minute in nine wards
- No ward will receive an increase of greater than one minute

11.3. Analysis of the predicted attendance times at a ward level across the whole of West Yorkshire for all risk bands from very high to very low shows that, when measured against the Risk Based Planning Assumption, the impact is minimal:

- Response times to all but three wards is within the RBPA
- 23 wards will benefit from improved response times, or remain the same
- 84 wards will have their response time extended by less than one minute
- 11 wards will have their response time extended between one and two minutes

- 6 wards will have their response time extended by more than two minutes
  - The emergency response time to three wards will be outside the Risk Based Planning Assumption but these are all low or very low risk areas with large parts of the Wards being very rural and scarcely populated. Two of these Wards are already outside the RBPA and the majority of the population within the wards is covered by the RBPA.
- 11.4. Several fire stations are nearly 50 years old and in need of significant capital investment. Some fire stations are no longer in the best location for optimum emergency cover. The approval of the proposals contained in this consultation document will ensure that, by 2020, there will be a smaller number of modern purpose built fire stations in the best locations to deliver the most effective emergency response with the resources available.
- 11.5. The operational fleet will mainly comprise of front line fire engines, some of which will have a combined high-reach capability (the CARPs referred to earlier). In order to ensure the front line fire engines are available when needed, a further Fire Response Unit will be introduced to attend smaller incidents. A modern fleet of specialist vehicles and equipment will continue to support these fire engines and provide an effective response to a wide variety of incidents including complex search and rescue operations, flooding, moorland fires and hazardous materials incidents.
- 11.6. Firefighter safety remains paramount and the Authority will continue to invest in the highest quality equipment and operational clothing for firefighters and ensure they are trained to the highest possible standards.
- 11.7. It has been identified that firefighters have sufficient capacity to increase the time they spend on community safety initiatives and enforcing fire safety regulations. In light of this, significant savings have been made by reducing the number of specialist non-operational staff employed in these areas of work and transferring this activity to firefighters. This will include improved targeting of people and buildings most at risk.
- 11.8. In order to ensure that none of the proposals disadvantage any group disproportionately, a detailed Equality Impact Assessments of each proposal individually and of the package of proposals collectively has been completed.
- 11.9. In spite of the financial challenges, these proposals will ensure that WYFRS remains one of the best performing fire and rescue services in the country. Although there will be fewer staff and fire stations, employees will be working far more flexibly and using a range of modern fire engines and techniques to match the varied demands on services. Improvements in community safety will continue, resulting in fewer fires and related deaths and injuries; West Yorkshire will be a safer place to live, work and visit.

## COMMUNICATION AND ENGAGEMENT

### 12. Communication and Engagement Strategy

- 12.1. In June 2011, the Authority approved a communication and engagement strategy to support the major changes that are necessary to modernise West Yorkshire Fire and Rescue Service in the face of reduced risk and demand and significant reductions in funding.
- 12.2. The strategy recognises that there will be public concern about changes to emergency cover in an area and therefore intends to provide as much information as is reasonable and practical and the process follows recommended best practice. The Government recently revised its guidance on public consultation and the strategy has been reviewed in light of this latest guidance and it remains appropriate. The approach used by the Authority to develop its strategy can be summarised as follows:
- Detailed consideration of the effect each proposed action could have on the community and its aspirations.
  - Identification of those individuals and organisations likely to be significantly affected.
  - Tailored communication and engagement activity to ensure key stakeholders are informed, involved and consulted when appropriate.
- 12.3. In order to capture a full range of opinions and interact with communities, formal public consultation will take place over a 12 week period from 7 September until 30 November 2012.
- 12.4. Open dialogue with individuals or organisations affected by these proposals will be encouraged to provide the opportunity for views to be expressed and proposals will be published on the website and in print.
- 12.5. The Authority will have sight of the consultation responses at their meeting in December 2012 before it makes any decisions on the proposals.
- 12.6. You are therefore asked to consider these proposals and the reasons for them. If you want to share your views, it is requested that you do this in writing by 30 November 2012 via email or post, by contacting:

Hannah Stoneman  
Consultation Coordinator  
West Yorkshire Fire and Rescue Service Headquarters  
Oakroyd Hall, Bradford Road, Birkenshaw  
West Yorkshire  
BD11 2DY

Email: [consultation@westyorksfire.gov.uk](mailto:consultation@westyorksfire.gov.uk)

Further information regarding consultation is available by contacting:

Tel 01274 655 717.

**Proposal 1 – Fairweather Green**

Fairweather Green Fire Station currently has two fire engines. It is proposed that one of those fire engines should be replaced with a new Fire Response Unit (a smaller fire engine used for incidents of a less serious nature). The Fire Response Unit will cover the City of Bradford and the surrounding areas, ensuring the fire engines remain available for incidents of a more serious nature.

**Key Points:**

- Operational incidents in the Fairweather Green area have reduced by 37% over the last 10 years. Since the addition of the second fire engine in 2002/3, serious fires have also reduced by 52%.
- The risk levels in the five wards affected by this proposal range from very high to very low risk.
- Dealing with minor fires in the Bradford District using a smaller vehicle will release fire engines to attend emergencies of a more serious nature.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

**1. Overview**

- 1.1. Fairweather Green fire station provides the initial emergency response to the Thornton and Allerton, Clayton and Fairweather Green, Toller, Heaton, and Manningham wards. The fire station covers an area containing approximately 29,000 dwellings and a population of approximately 83,000.
- 1.2. The Fairweather Green station area is classified as high risk but this varies for each ward and ranges from very high to very low risk. The fire station has two fire engines each continually crewed, with five firefighters on one fire engine and four firefighters on the other and is located within three miles of the other fire stations at Odsal and Bradford. In common with the rest of West Yorkshire, these surrounding fire stations provide back up and support in the event of a major incident.
- 1.3. A Fire Response Unit has been successfully introduced in Leeds District and responds to a range of minor incidents instead of a larger fire engine. It is crewed by three firefighters and is available when the vast majority of small fires occur.
- 1.4. Replacing a larger fire engine at Fairweather Green with a Fire Response Unit to respond across Bradford District will ensure other fire engines are available for critical incidents such as house fires.

**2. Assessing the impact of the proposal**

- 2.1. Prior to 2003, Fairweather Green fire station had one fire engine and since the addition of a second fire engine, serious fires have reduced by 52%.

- 2.2. The fire engines at Fairweather Green are used 5.6% of the time at incidents compared to an average of 9.6% for those based at Bradford. The replacement of a fire engine with a Fire Response Unit will increase the use of the remaining fire engine to around 8%.
- 2.3. During 2011/12, fire crews attended 1456 operational incidents in the areas covered by Fairweather Green fire station including 72 dwelling fires and 29 road traffic collisions. In comparison, they attended 2049 operational incidents in 2002/03, therefore emergency calls have reduced by 29% over 10 years and are now well below the levels they were the fire station was upgraded to two fire engines
- 2.4. It is predicted that the Fire Response Unit would attend around 1,500 incidents each year and provide an effective response to nuisance calls. There will also be fewer disturbances to other important activities undertaken by firefighters including community safety and training. Most importantly, fire engines will remain available for incidents where life and/or property are at risk.
- 2.5. The attendance time to an emergency in all of the wards covered by Fairweather Green fire station will be within the time set by the Risk Based Planning Assumptions approved by the Fire and Rescue Authority. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorksfire.gov.uk](http://www.westyorksfire.gov.uk).
- 2.6. Due to the presence of the FRU in the area and other changes in the Idle and Shipley area (see Proposal 3 below), the response times to all wards will improve apart from the Thornton and Allerton ward where the predicted attendance time will increase by just six seconds.
- 2.7. The package of proposals also includes a merging of the fire stations at Idle and Shipley and building a new fire station north of Bradford city centre. The new station would reduce emergency response times into the higher risk wards of Manningham and Toller.
- 2.8. The proposal would have no discernible impact on countywide emergency response times.

### **3. Risk Levels and Risk Reduction**

- 3.1. Priorities, objectives, and targets will focus upon risk reduction in the wards most affected by this proposal and over time, the risk profile in all of the wards will reduce. This will form part of the Bradford District Risk Reduction Plan, which is the primary risk reduction strategy for the area.
- 3.2. In the period 2009 to 2012 12,326 Home Fire Safety Checks were delivered within the five wards affected by this proposal. This has contributed to the reduction of risk in these wards; for example, since 2011 the WYFRS risk rating for the Heaton ward has reduced from high to medium risk.
- 3.3. Some of Fairweather Green's wards comprise of diverse communities and risk reduction in these areas is delivering very good results with dwelling fires reduced by a quarter over five years. The long-term commitment to a fire station in this area will help the Bradford District and Local Area Risk Reduction Teams continue to reduce risk.
- 3.4. Revised plans will be developed to continue to reduce risk in the area as far as possible commencing April 2013. The plan's priorities would be as follows:

- Reducing the number of dwelling fire related injuries in the very high-risk ward of Manningham by working with other agencies.
- Making the high-risk Toller ward a safer place to live through targeted activities aimed at preventing incidents in the first place.
- Reducing commercial property fires in the medium risk ward of Heaton and continuing the on-going programme of Home Fire Safety Checks.
- Making the low risk Thornton and Allerton and Clayton and Fairweather Green wards safer place to live through targeted activities aimed at preventing incidents in the first place.

#### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when determining operational response arrangements. Bradford Royal Infirmary is the principle life risk in this area and work will continue with the NHS Foundation Trust to reduce the likelihood of fires and other emergencies occurring. Detailed plans are also in place to deal with any incidents at the hospital in an effective manner.
- 4.2. Fire engines from Bradford Fire Station can respond to the hospital as quickly as fire engines from Fairweather Green and the proposals will therefore have no effect on current emergency response arrangements to the hospital.

#### **5. Firefighter Safety**

- 5.1. The Fairweather Green fire station area contains 2054 commercial buildings. Of these, 65 pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse.
- 5.2. Crews have access to information for all of these higher risk sites by using mobile data terminals on each fire engine. They also regularly visit many of these sites to ensure that information is current and relevant. Where appropriate, operational plans for specific sites are developed.
- 5.3. One fire engine dealt with 88% of emergency calls in this area during 2011/12. The arrival time of the second or subsequent fire engines is still important for firefighter safety and the likely delay between the first fire engine arriving and the second has been assessed and it is generally less than it is in other parts of the county. The very good distribution of fire engines in Bradford District will continue to meet the low demand for a second fire engine.

#### **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a significant reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. The proposal for the FRU has a positive impact upon service delivery in other parts of West Yorkshire, particularly in Bradford, by ensuring other fire engines are available to respond to more serious incidents.

## Proposal 2 - Keighley and Haworth

Two fire stations serve the Haworth and Keighley area. The fire stations have three fire engines, one at Haworth and two at Keighley. This is a significant overprovision relative to risk and activity. Haworth is a Retained fire station (part time) covering a very low risk area with few fires. When the appliance is not available (currently 27% of the time) fire cover is provided from Keighley. It is therefore proposed to close Haworth fire station and remove one of the two fire engines from Keighley fire station. The remaining fire engine at Keighley will then cover the area.

### Key Points:

- The risk levels in the four wards affected by this proposal vary from very high to very low risk, with the very high risk areas close to Keighley fire station (Keighley Central).
- Operational incidents in Keighley and Haworth have reduced by 29% since 2006/7.
- Very few emergencies occur in Haworth and WYFRS attended just two dwelling fires during 20011/12, both of which were insignificant incidents.
- Recruitment and retention of part time (Retained) firefighters is problematic. Haworth's fire engine is unavailable for emergency calls 27% of the time due to Retained firefighters being unable to provide cover during certain times.
- With the exception of the lesser populated parts of the Worth Valley ward, the attendance time to emergencies will be within the Risk Based Planning Assumption (response times).
- Fire engines based at Bingley, Haworth, Keighley and Silsden are among the least active in the County. These proposals will bring the activity of these fire engines more in line with others.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### 1. Overview

- 1.1. The fire stations at Keighley and Haworth currently provide the initial emergency response for the Keighley Central, Keighley East, Keighley West, and Worth Valley wards. The areas covered by these fire stations contain approximately 24,000 dwellings and have a population of approximately 60,000.
- 1.2. The areas covered by Keighley are classified as high risk and Haworth as very low risk. The risk levels for the individual wards vary from very high risk to very low risk.
- 1.3. Keighley fire station currently has two fire engines with 44 staff to continually provide nine firefighters on duty. It is within four miles of the fire stations at Haworth, Bingley and Silsden.
- 1.4. An additional Resilience Pump is also located at Keighley to be utilised during periods of unusually high demand or for larger incidents. It is intended to keep this additional fire engine at Keighley.

- 1.5. Haworth fire station has one fire engine crewed by Retained on-call (part-time) firefighters who live or work within close proximity to the fire station.
- 1.6. There are a number of challenges in providing continuous emergency cover in very low risk areas, where Retained firefighters crew the fire engines. There are on-going difficulties in recruitment and retention of suitable staff and challenges for individuals in ensuring they remain available to respond (they must stay within five minutes travel time from the station). The normal number of part time firefighters employed at a Retained fire station is 12. Haworth's fire engine is currently not available due to crew shortages for 27% of the time and cover is provided from the nearby station at Keighley.
- 1.7. Fire crews attended 845 incidents in Keighley during 2011/12 including 48 dwelling fires and 16 road traffic collisions. During the same period, fire crews attended just 64 operational incidents in Haworth including two dwelling fires and three road traffic collisions. The dwelling fires in Haworth were insignificant, requiring the attendance of one fire engine for a short period. Total emergency calls each year in the areas covered by both these fire stations has reduced by 29% over the past five years and dwelling fires in Haworth have halved.
- 1.8. The low levels of risk and demand no longer justifies the provision of three fire engines for the area and emergency response can be adequately provided by one fire engine based at Keighley and closing Haworth fire station.
- 1.9. The ideal location for a fire station to cover the Keighley and Haworth area is to the south of the town centre closer to Haworth (approx. 1.5 miles from the existing fire station at Keighley and 2.7 miles from Haworth), this would ensure that the entire area is within the response times laid down in the Risk Based Planning Assumption. However, the existing fire station still provides a very good base to respond to the vast majority of emergency incidents, therefore, the cost of a new fire station is very high relative to the benefit, unless the current site can be sold to fund a new fire station.

## **2. Assessing the impact of the proposal**

- 2.1. The fire engines based at Bingley, Haworth, Keighley and Silsden are among the least active in the County. The combined total of operational incidents in the areas provided with cover by these resources is well below that in Bradford fire station's area alone. Keighley's fire engines are utilised at operational incidents for approximately 3.6% of the time they are available compared to 9.6% for those based at Bradford. This proposal will mean that the remaining fire engine at Keighley will be utilised for 6.1% of the time it is available and more in line with the average use for other fire engines at similar fire stations.
- 2.2. Analysis of the wider area included consideration of a merger between Shipley and Bingley fire stations, however the Keighley/Haworth proposal increases the longer term value of Bingley, which supports Keighley, and increases its average operational use from just 2.9% to 6.2%, providing fire and rescue cover appropriate to current levels of risk and demand.
- 2.3. Removing a fire engine from Keighley and closing Haworth has no discernible impact on the average emergency response times for a fire engine into the Keighley Central, and Keighley East and Keighley West wards. There is an impact in certain parts of the very low risk ward of Worth Valley although the majority of dwellings in this ward (approximately three quarters) still fall within the Risk Based Planning Assumption for the area (11 minutes) and Haworth town centre in particular is still covered.



- 2.4. Building a new fire station south of Keighley town centre would reduce emergency response times into the Worth Valley but it would slightly increase response times to the higher risk wards of Keighley Central and Keighley East.
- 2.5. These proposals do not have any significant countywide impact upon emergency response times.

### **3. Risk Levels and Risk Reduction**

- 3.1. Priorities, objectives, and targets will focus upon risk reduction in the wards most affected by this proposal and over time, the risk profile in all of the wards will reduce. This will form part of the Bradford District Risk Reduction Plan, which is the primary risk reduction strategy for the area.
- 3.2. During 2009/12 6,707 Home Fire Safety Checks were delivered in the wards affected by this proposal. The area contains diverse communities and there is economic variation between wards. Community safety activities in these areas are delivering very good results with dwelling fires reduced by 24% over five years. The long-term commitment to a fire station in this area will help the Bradford District and Local Area Risk Reduction Teams continue to reduce risk.
- 3.3. Revised plans will be developed to continue to reduce risk in the area as far as possible commencing April 2013. The plan's priorities would be as follows:
  - Reducing dwelling fires in the very high-risk ward of Keighley Central by carrying out targeted Home Fire Safety Checks
  - Reducing the number of rescues in the high-risk ward of Keighley East by working with other agencies and by carrying out targeted Home Fire Safety Checks
  - Supporting local businesses in the Keighley Central ward by reducing commercial property fires
  - Ensuring that the very low risk Worth Valley and Keighley West wards remain safe places to live and work through targeted activities aimed at preventing incidents in the first place

### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when developing operational response arrangements. Airedale General Hospital presents the principal life risk for these areas and there are also several large industrial buildings, a shopping centre and three national heritage sites. The MAJ Limited industrial site also falls within the remit of the Control of Major Accident Hazard (COMAH) regulations.
- 4.2. Removing a fire engine from Keighley and closing Haworth fire station would have little impact upon the time taken for the first fire engine to reach most of these sites in the event of an emergency. Relocating Keighley fire station south of its current location would increase the time taken a fire engine to respond to most of the higher risk sites.
- 4.3. This proposal will increase the response time for the first fire engine to the Bronte Parsonage Museum in Haworth but it will still be within the response time laid down by the Risk Based Planning Assumption for the area. Work with the occupiers of these

premises will continue to reduce the likelihood of a fire occurring and to protect the most valuable parts of the building and particular items in the event of a fire.

## **5. Firefighter Safety**

- 5.1. The Keighley and Haworth fire station area contains 2229 commercial buildings. Of these, 155 pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse.
- 5.2. Crews have access to information for all of these higher risk sites using mobile data terminals on each fire engine and regularly visit many of these sites to ensure the information remains current and relevant. Where appropriate specific operational plans are developed for these sites.
- 5.3. Just one fire engine deals with the majority of incidents attended in this area and during 2011/12 one fire engine dealt with 84% of emergency calls. The arrival time of the second or subsequent fire engines is still important for firefighter safety and the time it will take for the second appliance to arrive has been assessed and the very good distribution of fire engines in the Bradford District ensures that the time taken for supporting appliances to arrive is acceptable.

## **6 Organisational Impact Assessment**

- 6.1 This proposal is part of a package of proposals designed to address a significant reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. Ultimately, the sale of the fire station site at Haworth will generate capital receipts to reduce the borrowing requirements of the Authority.

## Proposal 3 - Idle and Shipley

Risk and activity in the areas covered by Idle and Shipley fire stations have reduced dramatically. It is therefore proposed to merge the two stations and build a brand new fire station with one fire engine at an optimum location between the two existing stations.

### Key Points:

- Operational activity and the number of incidents in the Idle and Shipley area has reduced by 34% over the last five years.
- The proposal for a Fire Response Unit in Bradford based at Fairweather Green will further reduce the demand on fire engines in the area.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### 1. Overview

- 1.1. The fire stations at Idle and Shipley currently provide the initial emergency response for the Idle and Thackley, Eccleshill, Bolton and Undercliffe, Windhill and Wrose, Baildon and Shipley wards. These fire stations cover an area that contains approximately 41,000 dwellings serving a population of around 96,500.
- 1.2. The overall area covered by Idle and Shipley fire stations is classified as medium risk but the distribution of risk is different in each ward and ranges from medium to very low risk.
- 1.3. Both of the fire stations have 24 staff in order to provide one fire engine continually crewed by five staff.
- 1.4. During the evaluation of options, a number of alternative locations for the new fire station was considered along with alternative proposals including a merger between Shipley and Bingley fire stations. The overall analysis supports the merger of Idle and Shipley fire stations and building a new fire station north of Bradford city centre, approximately two miles from the existing fire stations.

### 2. Assessing the impact of the proposal

- 2.1. The fire engine at Idle is currently utilised at operational incidents for 5.6% of the time it is available and the fire engine at Shipley is utilised for 5.4% of the time. This proposal would result in the fire engine being utilised for 12.1% of the time; a very cost effective resource when compared to other fire engines.
- 2.2. Fire crews attended 1399 operational incidents in Idle and Shipley during 2011/12. By comparison, in 2006/7, they attended 2116 operational incidents, therefore, emergency calls have reduced by 34% over five years.
- 2.3. The attendance time to an emergency in all of the wards will be within the time laid down by the Risk Based Planning Assumptions approved by the Authority. Clearly, by moving to a new fire station site, some areas will see a reduction in the average time

the fire engine takes to arrive and other areas will see an increase. Response times will increase to some of the lower risk wards but will improve significantly for a number of the higher risk wards, including Manningham.

- 2.4. One of the proposals is to provide a smaller vehicle (Fire Response Unit) to deal with minor incidents in the Bradford District, including Idle and Shipley. This will ensure that fire engines remain available for fires of a more serious nature and also reduces the disruption to training and community safety activity carried out when firefighters are not responding to incidents.
- 2.5. The proposal would have a minimal impact on countywide emergency response times.

### **3. Risk Levels and Risk Reduction**

- 3.1. During 2009/12 9,251 Home Fire Safety Checks were delivered within the six wards affected by this proposal. This has contributed to the reduction in risk in these wards with fewer house fires now occurring.
- 3.2. The proposal for a new fire station to serve the communities of this area represents a significant investment and long-term commitment. Priorities, objectives, and targets focus upon risk reduction in the wards most affected by this proposal and over time, the risk profile in all of the wards will reduce. This plan will form part of the Bradford District Risk Reduction Plan, which is the primary risk reduction strategy for the area.
- 3.3. A revised plan will be developed to continue to reduce risk in the area as far as possible commencing April 2013. The plan's priorities would be as follows:
  - Reducing dwelling fires in the medium-risk wards of Eccleshill and Shipley by targeted Home Fire Safety Checks initiatives and working with other agencies
  - Reducing dwelling fires and road traffic collisions in the low risk ward of Windhill and Wrose by targeted Home Fire Safety Checks initiatives and working with other agencies
  - Ensuring that the low and very low risk wards of Bolton and Undercliffe, Idle and Thackley and Baildon remain safe places to live through targeted activities aimed at preventing incidents in the first place

### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when developing operational response arrangements. The fire engines based at Idle and Shipley form part of the first response to a number of these sites. Bradford Industrial Museum and the Salts Estate are important to national heritage. This proposal would not affect the time taken to reach Bradford Industrial Museum, but would increase the attendance time to Salts Estate. Work with occupiers of such premises will continue to reduce the likelihood of a fire occurring and to protect the most valuable parts of the building and particular items in the event of a fire.
- 4.2. The industrial and manufacturing sites occupied by George Barkers and Company, Manor Coatings, and Regent Greeting Cards Limited are important to the local economy. These proposals will slightly increase the response time for the first fire engines to all of these sites and work will continue with the owners of these premises to reduce the risk of fire and its effects.

## **5. Firefighter Safety**

- 5.1. The Idle and Shipley fire station areas contain 3124 commercial buildings. Of these, 115 pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse. Crews have access to information for all of these higher risk sites using mobile data terminals on each fire engine and regularly visit many of these sites to ensure the information remains current and relevant. Where necessary, specific operational plans for these sites are developed.
- 5.2. During 2011/12 just one fire engine dealt with 89% of emergency calls in this area. The arrival time of the second or subsequent fire engines is still important for firefighter safety and an assessment of the time it will take for the second appliance to arrive has concluded that, due to the very good distribution of fire engines in the Bradford District, the time taken for supporting appliances to arrive is acceptable.

## **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a significant reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. Ultimately, the sale of the two fire station sites at Idle and Shipley will generate capital receipts to reduce the borrowing requirements of the Authority.

## Proposal 4 - Odsal

Odsal fire station currently has two fire engines. It is proposed to that one of the fire engines will be replaced with a Command and Enhanced Logistics Support Unit (a vehicle used to support command and control at major incidents).

### Key Points:

- Emergency calls in Odsal have reduced by 19% during the five-year period 2006/07 to 2011/12.
- The risk levels in the seven wards affected by this proposal range from very high to very low risk.
- The proposal for a Fire Response Unit in Bradford based at Fairweather Green will further reduce the demand on fire engines in the area.
- Due to changes at other stations and the introduction of the Enhanced Logistics Support capability as part of the Command Unit functionality, it is proposed to site this vehicle at Odsal, the specialist logistics station.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### 1. Overview

- 1.1. Odsal fire station provides the initial emergency response for the Tong, Little Horton, Wyke, Wibsey, Royds, Queensbury and Northowram and Shelf wards. The areas covered by the fire station contain approximately 40,000 dwellings and have a population of approximately 99,000.
- 1.2. The areas covered by Odsal fire station are classified as very high risk overall but the distribution of risk varies in each ward and ranges from very high to very low.
- 1.3. The fire station was built in 1965 and has two fire engines and 44 staff who provide a continual crew of nine staff. It is located within four miles of other fire stations in Bradford, Fairweather Green, and Cleckheaton.
- 1.4. WYFRS has a new specialist vehicle, known as the Command Unit. This vehicle provides support for command and control at major incidents. This vehicle also provides enhanced logistical support (ELS) in the event of a major incident of regional or national significance, for example wide area flooding or a terrorist attack. The Government provides funding to the Authority to provide this ELS capability as part of national resilience arrangements. The Command Unit is currently at Batley fire station and is alternately crewed with the second appliance. Plans for the merger of Batley and Dewsbury fire stations are well advanced and this new station will be the Hazardous Materials specialist station (currently this is Dewsbury), with Detection Identification and Monitoring equipment etc. located there. Odsal is currently the specialist Logistics station for WYFRS and therefore, with the changes proposed for Batley, it is logical to re-site the Command Unit to Odsal.

## **2. Assessing the impact of the proposal**

- 2.1. The fire engines at Odsal are currently utilised at operational incidents for 5.6% of the time they are available, compared to one of the busier stations (Bradford) which are utilised for 9.6% of the time. This proposal would result in the fire engine being utilised for 8.3% of the time it is available, still below the activity of the busier fire engines.
- 2.2. This proposal provides opportunity to permanently crew the Command Unit, ensuring a professional and resilient command and control function for large or protracted incidents in West Yorkshire and fulfil obligations for Enhanced Logistics Support as part of national resilience arrangements.
- 2.3. Fire crews attended 1737 incidents within the areas covered by Odsal fire station during 2011/12, including 71 dwelling fires and 41 road traffic collisions. In comparison, they attended 2139 operational incidents in 2006/07 including 108 dwelling fires and 51 road traffic collisions. Emergency calls have therefore reduced by 19% and dwelling fires by over 34% in five years.
- 2.4. Plans to provide a Fire Response Unit in Bradford District will further reduce the amount of time that local fire engines spend dealing with small “nuisance” fires. This means that there will be fewer disturbances to community safety and training activities and more importantly, fire engines will remain available for incidents where life or property are at risk.
- 2.5. The attendance time to an emergency in all of the wards covered by the new fire station will be within the time set by the Risk Based Planning Assumptions approved by the Fire and Rescue Authority. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorksfire.gov.uk](http://www.westyorksfire.gov.uk).

## **3. Risk Levels and Risk Reduction**

- 3.1. 10,072 Home Fire Safety Checks were delivered during 2009/12 in the wards affected by this proposal. The area contains diverse communities and there is economic variation between wards. Community safety activities in these areas are delivering very good results with dwelling fires reduced by 35% over five years. The long-term commitment to a fire station in this area will help the Bradford District and Local Area Risk Reduction Teams continue to reduce risk.
- 3.2. Priorities, objectives, and targets focus upon risk reduction in the wards most affected by this proposal and over time, the risk profile in all of the wards will reduce. This will form part of the Bradford District Risk Reduction Plan, which is the primary risk reduction strategy for the area. A revised plan will continue to reduce risk in the area as far as possible commencing April 2013. The plan’s priorities would be as follows:
  - Reducing dwelling fires and related injuries in the very high-risk ward of Tong by carrying out targeted Home Fire Safety Checks
  - Supporting local businesses in the Tong and Little Horton wards by reducing commercial property fires
  - Reducing arson in the Tong and Little Horton wards

- Making the low and very low risk Royds, Northowram and Shelf, Queensbury, Wyke and Wibsey wards safer places to live through targeted activities aimed at preventing incidents in the first place

#### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are taken into account when considering operational response arrangements. There are 20 higher-risk commercial and industrial buildings within the Odsal fire station area. These include three sites; BASF, NU Farm and Kemira Chemicals, which fall within the remit of the Control of Major Accident Hazard (COMAH) regulations. WYFRS will continue to work closely with the occupiers of these sites and their on-site industrial fire teams
- 4.2. St Luke's Hospital presents the principal life risk in this area and work will continue with the NHS Foundation Trust to reduce the likelihood of fires and other emergencies occurring. Detailed plans are also in place to deal with any incidents at the hospital in an effective manner.
- 4.3. There is no significant impact on the time it will take the first fire engine to arrive at these sites and Odsal is well supported by other fire engines based in Bradford. For example, fire engines from Bradford fire station can respond to St Luke's Hospital as quickly as Odsal. The proposals will therefore have little effect on current emergency response arrangements.

#### **5. Firefighter Safety**

- 5.1. The Odsal fire station area contains 2573 commercial buildings. Of these, 108 pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse.
- 5.2. Crews have access to information for all of these higher risk sites using mobile data terminals on each fire engine and regularly visit many of these sites to ensure the information remains current and relevant. Where appropriate, specific operational plans are developed for these sites. These factors assist in reducing the risk to firefighters.
- 5.3. One fire engine can deal with the majority of incidents in this area; during 2011/12, one fire engine dealt with 88% of emergency calls. The arrival time of the second or subsequent fire engines is still important for firefighter safety and the likely response time of the second fire engine into Odsal is generally faster than other areas of the County due to the very good distribution of fire engines in Bradford District and surrounding areas.

#### **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a significant reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries.
- 6.2. The dual role of the Command Unit for West Yorkshire and the Enhanced Logistics Support function for national resilience is an extremely cost effective way of delivering a high quality service. The likelihood of the Command Unit being mobilised outside of West Yorkshire at the same time as it is required in West Yorkshire for a major incident



is extremely low. There is a spare Command Unit with limited capability and this is currently under review with a view to replacing this aging vehicle with a more modern purpose built but smaller vehicle that will complement and enhance the capability of the larger vehicle and provide additional resilience.

- 6.3. The current arrangements for providing a command facility at operational incidents use the alternate crewing system, whereby crews can respond on different vehicles depending on the type of call, and this has presented some operational challenges. This proposal will improve the current position whilst complementing the specialist logistics function currently operated from Odsal fire station.
- 6.4. There is a recognition that there may be a need to make some structural alterations to house the new Command Vehicle at Odsal fire station.

## Proposal 5 - Halifax

Implementation of changes to emergency cover in Calderdale has already commenced, with the merger of Elland and Brighouse fire stations as part of IRMP Action plan 2012/13. Halifax fire station still has two fire engines, one of which is a Combined Aerial Rescue Pump (CARP). It is now proposed that one of these fire engines is removed leaving the CARP and keeping the fire engine at Illingworth fire station.

### Key Points:

- During the five-year period 2006/07 to 2011/12, emergency calls in Halifax have reduced by 35% and the number of serious fires has reduced by 45%.
- The risk levels in the five wards affected by this proposal range from high risk to very low risk.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### 1. Overview

- 1.1. Halifax fire station provides the initial emergency response for the Town, Park, Skircoat, Warley and Sowerby Bridge wards. The area covered by the fire station contains approximately 29,000 dwellings and has a population of approximately 65,500.
- 1.2. The Town ward is classified as high risk, the Park ward as medium risk and the remainder as very low risk. The overall station area risk level is high risk.
- 1.3. The fire station was built in 1970 and has two fire engines continually crewed by a total of ten staff, with a total station establishment of forty-eight. One of the fire engines is a Combined Aerial Rescue Pump (CARP) and the intention is to keep this fire engine at Halifax station. The station is located within four miles of Illingworth fire station and five miles from Mytholmroyd fire station and the location of the new Rastrick fire station.
- 1.4. Fire crews attended 944 operational incidents in Halifax during 2011/12. By comparison, they attended 1462 incidents during 2006/7, therefore emergency calls have reduced by 35% over five years.

### 2. Assessing the impact of the proposals

- 2.1. Calderdale's fire engines are amongst the least operationally active in the County. For example, the fire engines based at Halifax respond to 40% fewer emergencies than those at Huddersfield and half as many as those at Leeds fire station; both these stations have two fire engines. The two fire engines at Halifax are currently used at operational incidents for 5.6% of the time they are available and those at Illingworth 4.4% of the time. Removal of one fire engine from Halifax would increase the utilisation of the remaining Halifax and Illingworth fire engines to 8.4% and 6.2% respectively.

- 2.2. The attendance time to an emergency in all of the wards covered by Halifax and Illingworth fire stations will still be within the time set by the Risk Based Planning Assumptions approved by the Fire and Rescue Authority. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorksfire.gov.uk](http://www.westyorksfire.gov.uk).
- 2.3. One option considered during research was the merger of Halifax and Illingworth fire stations with a new station to serve both areas. The negative impact of this proposal for certain areas of Calderdale was greater than the option of keeping one fire engine at both existing fire stations.
- 2.4. The proposal would have a minimal impact on countywide emergency response times.

### **3. Risk Levels and Risk Reduction**

- 3.1. WYFRS delivered 5,863 Home Fire Safety Checks during 2009/12 in the wards affected by this proposal. The area contains diverse communities and there is economic variation between wards. Community safety activities in these areas are delivering very good results with dwelling fires reduced by approximately 21% over five years. The long-term commitment to a fire station in this area will help the Calderdale District and Local Area Risk Reduction Teams continue to reduce risk.
- 3.2. Priorities, objectives, and targets focus upon risk reduction in the wards most affected by this proposal and over time, the risk in all of the wards will reduce. This will form part of the Calderdale District Risk Reduction Plan, which is the primary risk reduction strategy for the area. Plans will be revised to continue to reduce risk in the area as far as possible commencing April 2013. The plan's priorities would be as follows:
  - Reducing dwelling fires and rescues in the high-risk Town ward by targeted initiatives and working with other agencies.
  - Making the medium risk Park ward a safer place to live by reducing commercial property fires and continuing the on-going programme of Home Fire Safety Checks.
  - Ensuring that the very low risk wards of Skircoat, Sowerby Bridge, and Warley remain safe places to live through targeted activities aimed at preventing incidents in the first place.

### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when developing operational response arrangements. The fire engines based at Halifax form part of the first response to a number of these sites. Shibden Hall and Bankfield Museum are part of the national heritage and the business centres located at Copley and Dean Clough are important to the local economy. Calderdale Royal Infirmary continues to present the principal life risk in the area.
- 4.2. This proposal would have no impact upon the time taken for the first fire engine to reach these sites in the event of an emergency.

### **5. Firefighter Safety**

- 5.1. The Halifax fire station area contains 3,688 commercial buildings and 138 of these pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse.

- 5.2. Crews have access to information for all of these higher risk sites by using mobile data terminals on each fire engine. They also regularly visit many of these sites to ensure that information is current and relevant. Where appropriate specific operational plans for these sites are developed.
- 5.3. During 2011/12, one fire engine dealt with 85% of emergency calls in Halifax area. The arrival time of the second or subsequent fire engines is still important for firefighter safety and the likely response time of the second fire engine has been assessed. Because the demand for a second fire engine in Halifax is relatively low and fire engines based in the Calderdale District and other surrounding areas can meet this demand, the arrival time of a second appliance is not of concern.

## **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a significant reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries.
- 6.2. Halifax fire station is too big for its current purpose and several areas of the site are no longer used; this proposal will result in even less space being required. It is therefore appropriate to consider how to reduce the costs of running this site. Options include the construction of a new smaller station nearby (or even on the same site) or renting off or selling the spare capacity. Rebuilding would require major capital investment but there may be potential to recover these costs through the sale of the land, possibly aligned to the local authority strategic development plans. Some of WYFRS fire stations are shared with other emergency services and this arrangement has mutual benefits. The practicalities of these options will be further considered if the proposal is approved.

## Proposal 6 - Marsden

Three Retained (part time) fire stations at Marsden, Slaithwaite and Meltham currently serve the Colne Valley area. The entire area is very low risk with very few fires and three fire stations are a generous provision relative to risk. It is therefore proposed that the fire station at Marsden is closed and emergency cover provided from the nearby stations. Changes in Kirklees District already approved include a merger between Dewsbury and Batley fire Stations.

### Key Points:

- Fewer emergency calls occur in Marsden than any other fire station area and only three dwelling fires occurred during 20011/12.
- Marsden's fire engine is currently unavailable for emergency calls 28% of the time due to staff being unable to provide on call cover in the area and other fire stations adequately provide cover during these periods.
- Closing the fire station will have very little effect upon emergency response times.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### 1. Overview

- 1.1. Marsden fire station provides an emergency response service for the Colne Valley ward. It supports similar Retained Duty System (RDS) resources based at Meltham and Slaithwaite. It is within four miles of the other fire stations at Meltham and Slaithwaite and is just 7 miles from Huddersfield fire station. It has one fire engine crewed by on-call (part-time) firefighters who live or work within close proximity to the fire station.
- 1.2. The fire station covers an area that contains approximately 1,690 dwellings and has a population of just 3,862. The area covered by Marsden fire station is classified as very low risk.
- 1.3. There are a number of challenges in providing continuous emergency cover in very low risk areas, where Retained firefighters crew the fire engines. There are on-going difficulties in recruitment and retention of suitable staff and challenges for individuals in ensuring they remain available to respond (they must stay within five minutes travel time from the station). The normal number of part time firefighters employed at a Retained fire station is 12. Marsden is currently not available due to crew shortages for 28% of the time, mainly between 0800 and 1700hrs each day when it is only actually available for 38% of the time between these hours. Fire engines from Slaithwaite and Meltham provide cover for Marsden when the fire engine is unavailable.

## **2. Assessing the impact of the proposals**

- 2.1. The fire engine at Marsden has the lowest operational activity levels of all WYFRS fire engines and it is used just 0.4% of the time (an average of less than six minutes each day) compared with around 5% for whole-time crewed fire engines and 1.4%, for the fire engines at Meltham and Slaithwaite.
- 2.2. In 2006/7 fire crews responded to 65 emergency calls in Marsden and by 2011/12, this already low number has fallen to just 48 emergency calls, including three dwelling fires and two road traffic collisions. This is a 26% reduction over five years.
- 2.3. Despite the very low incidence of fire and other emergencies, the Colne Valley ward has two fire stations. Slaithwaite's fire engine is available more often than the one at Marsden but also has low operational activity levels. The closure of Marsden fire station would marginally increase the use of Slaithwaite's fire engine and would not compromise public safety.
- 2.4. The attendance time to an emergency in all of the wards currently covered by Marsden fire station will still be within the time set by the Risk Based Planning Assumption approved by the Fire and Rescue Authority after it is closed. The average predicted response time will actually be one minute quicker than the RBPA, clearly demonstrating a generous provision with the current arrangements. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorkshire.gov.uk](http://www.westyorkshire.gov.uk).
- 2.5. This proposal would have no impact upon countywide emergency response times.

## **3. Risk Levels & Risk Reduction**

- 3.1. WYFRS has delivered almost 1,000 Home Fire Safety Checks during 2009/12 in the Colne Valley ward. This service has contributed to keeping the level of risk and the number of house fires at a lower level than most other areas of the county.
- 3.2. Because local roads are generally single carriageway country lanes, the Colne Valley ward experiences a number of road traffic collisions. Part of the M62 motorway also passes through the Colne Valley ward and this contributes to a significant number of these incidents, although the reality is that the first fire engines sent to the motorway are not from Marsden due to the location of the junctions. Work will continue with partners on a range of road safety initiatives to reduce road traffic collisions. These are having an impact, with road traffic collisions across West Yorkshire reducing by 24% in the last five years.
- 3.3. WYFRS priorities, objectives, and targets focus upon risk reduction in the wards most affected by this proposal and over time, the risk profile will reduce in all of the wards. This will form part of the Kirklees District Risk Reduction Plan, which is the primary risk reduction strategy for the area. A revised plan will be developed to continue to reduce risk in the area as far as possible commencing April 2013. The plan's priorities would be as follows:
  - Undertaking Home Fire Safety Checks in households, which have not been previously visited
  - Playing a vital role in arson reduction campaigns
  - Working with local businesses to reduce commercial property fires
  - Working with partners to reduce the number of road traffic collisions.

#### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when developing operational response arrangements. Standedge Tunnel is the only high-risk site in Marsden and detailed plans exist to deal with a significant incident in the tunnel
- 4.2. The moorland around Marsden represents a risk and fires on the moors can be extremely damaging for the environment. Larger moorland fires require the attendance of more than one fire engine and during 2010 a modern fleet of specialist vehicles were introduced, including three purpose built wildfire units, to deal with such incidents. One of these units is located at Holmfirth fire station and it forms part of a response package to moorland incidents in the Holme Valley and Colne Valley wards.

#### **5. Firefighter Safety**

- 5.1. The Marsden fire station area contains just 124 commercial buildings and only six of these pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse.
- 5.2. Crews have access to information for these higher risk sites by using mobile data terminals on each fire engine. They also regularly visit many of these sites to ensure that information is current and relevant. Where appropriate, specific operational plans are developed for these sites.

#### **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a significant reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. Ultimately, the sale of Marsden fire station will generate capital receipts to reduce the borrowing requirements of the Authority.

## Proposal 7 – Stanningley

### At a glance – the key points of this proposal

Risk and activity in the areas covered by Stanningley fire station, which has two fire engines and a number of specialist vehicles, have reduced dramatically and it is therefore proposed that one fire engine is removed.

#### Key Points:

- The risk levels in the five wards affected by this proposal range from very high to very low risk.
- Operational incidents in the Stanningley area have reduced by 28% since 2006/7.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption
- The Leeds District Fire Response Unit is further reducing demand on resources in this area.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

#### 1. Overview

- 1.1. Stanningley fire station currently provides the initial emergency response for the Armley, Bramley and Stanningley, Calverley and Farsley, Farnley and Wortley and Pudsey wards. The fire station covers an area that contains approximately 36,500 houses and has a population of around 85,500.
- 1.2. The area covered by Stanningley fire station is classified as high risk overall, with individual wards ranging from very high to very low risk.
- 1.3. Stanningley is a modern fire station and has two fire engines continually crewed by nine staff. It is located within four miles of other fire stations in Leeds and Bradford.
- 1.4. The success of the Fire Response Unit (FRU) in dealing with smaller fires and less serious incidents in the Leeds District allows fire engines to remain available for emergency calls of a more serious nature. The FRU has reduced the operational activity of fire engines and those based at Stanningley respond to 46% fewer emergencies than those at Leeds fire station.
- 1.5. These proposals make more efficient use of resources at Stanningley and neighbouring stations where activity levels have also reduced dramatically.



## **2. Assessing the impact of the proposals**

- 2.1. Fire crews attended 1195 operational incidents in Stanningley during 2011/12 and by comparison, in 2006/7 they attended 1661 operational incidents. Therefore, emergency calls have reduced by 28% over five years.
- 2.2. The fire engines at Stanningley are used just 5.2% of the time at incidents, compared to an average of 10.4% for those based at Leeds fire station. The proposal means that a single fire engine at Stanningley will increase its activity to spend approximately 8.1% of its time at operational incidents.
- 2.3. The attendance time to an emergency in all of the wards covered by Stanningley fire station will still be within the time set by the Risk Based Planning Assumptions approved by the Fire and Rescue Authority. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorksfire.gov.uk](http://www.westyorksfire.gov.uk).
- 2.4. The proposal would have a minimal impact on countywide emergency response times.

## **3. Risk Levels and Risk Reduction**

- 3.1. WYFRS delivered 11,000 Home Fire Safety Checks during 2009/12 within the five wards affected by this proposal. This activity has contributed to the reduction of risk in these wards. In the past five years the number of incidents in Stanningley's area has reduced by 28% and this reduction is continuing, with a reduction in the number of house fires of almost 10% since the beginning of 2011.
- 3.2. The area currently covered by Stanningley experiences a number of road traffic collisions. Although road safety is not the primary responsibility of the Fire and Rescue Service, work with partner organisations in a range of road safety initiatives is having an impact and road traffic collisions across the Stanningley area have reduced by 21% since 2010.
- 3.3. WYFRS priorities, objectives, and targets focus upon risk reduction in the wards most affected by this proposal and over time, the risk in all of the wards will reduce. This forms part of the Leeds District Risk Reduction Plan, which is the primary risk reduction strategy for the area. A revised plan will be developed to continue to reduce risk in the area commencing April 2013 and the plan's priorities would be as follows:
  - Targeted activities will reduce the current risk profile in Bramley and Stanningley from high to medium risk.
  - Working with other agencies and fire prevention activity will reduce the current risk profile in Calverley and Farsley from low to very low risk.
  - The Armley, Farnley, and Pudsey wards are currently very high, high, and medium risk respectively and they will be made safer places to live through targeted activities aimed at preventing incidents in the first place.
  - Work with partners to further reduce the number of road traffic collisions will continue.

#### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when developing operational response arrangements. The highest risk sites within the Stanningley area include Stanningley Tunnel, Sunny Bank Mills and Fulneck School.
- 4.2. These proposals will have no impact upon the time it takes the first fire engine to arrive at these sites and work with occupiers of such premises to reduce the likelihood of a fire occurring and to protect the most valuable parts of the building or particular items in the event of a fire will continue.

#### **5. Firefighter Safety**

- 5.1. The Stanningley fire station area contains 2279 commercial buildings. Of these, 147 pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse.
- 5.2. Crews have access to information for all of these higher risk sites by using mobile data terminals on each fire engine. They also regularly visit many of these sites to ensure that information is current and relevant. Where appropriate specific operational plans for these sites are developed.
- 5.3. The majority of incidents in this area are dealt with using just one fire engine and during 2011/12, 86% of incidents were dealt with in this way. The arrival time of the second or subsequent fire engines is still important for firefighter safety and therefore the time for the second appliance arriving is assessed. With the very good distribution of fire engines in Leeds District and the surrounding areas, coupled with the introduction of the new Fire Response Unit, the low demand for a second fire engine can be adequately met.

#### **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a significant reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. This proposal has no discernible impact on public and firefighter safety in the area and very little impact upon service delivery in other parts of West Yorkshire.
- 6.2. Stanningley fire station also contains some specialist equipment for the removal and delivery of water. The Hose Layer and High Volume Pump are used very infrequently and therefore they are alternately crewed with the second fire engine. Changes to procedures will be introduced to ensure that the removal of this fire engine does not affect the availability of these specialist resources.

## Proposal 8 – Hunslet and Morley

The areas covered by Hunslet and Morley fire stations are served by three fire engines, one at Morley and two at Hunslet. Changes in risk and demand support the merger of these two fire stations and the removal of one fire engine. It is therefore proposed that a brand new fire station containing two fire engines is constructed in an optimum location to replace those at Hunslet and Morley. This merger also supports the proposal affecting Garforth and Rothwell.

### Key Points:

- Operational activity for fire engines based at Hunslet and Morley area has reduced by 31% since 2006/7.
- The risk levels in the six wards affected by this proposal range from very high to low risk.
- The location of the new station will provide good motorway access and excellent links to other high-risk areas via Leeds Ring Road.
- The Leeds based Fire Response Unit will further reduce the demand on fire engines in these areas.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption.
- A single fire station containing two fire engines, serving both areas, will align operational activity to other areas of West Yorkshire.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### 1. Overview

- 1.1. The fire stations at Hunslet and Morley currently provide the initial emergency response for the Ardsley and Robin Hood, Beeston and Holbeck, City and Hunslet, Middleton Park, Morley North and Morley South wards. These fire stations cover an area that contains approximately 51,500 houses and has a population of approximately 118,500.
- 1.2. The areas covered by Hunslet and Morley fire stations are classified as high risk and medium risk respectively. The risk for individual wards ranges from very high to low risk. Building a new fire station between Hunslet and Morley will ensure a fire engine is located where it will provide optimum benefit for local communities and meets the demands of a high quality modern fire service.
- 1.3. There is currently an establishment of 24 firefighters at Morley fire station to ensure a minimum of five on the one fire engine and the establishment at Hunslet is 44 firefighters to ensure there are nine on the two fire engines at any time.
- 1.4. A number of alternative locations for the new fire station have been considered and the best solution is to construct a fire station with two fire engines in the South Leeds area approximately two miles from each of the existing fire stations. This provides the best

emergency response times into the wards currently covered by the two fire stations of Morley and Hunslet.

## **2. Assessing the Impact of the Proposals**

- 2.1. In 2006/07 fire crews from Hunslet and Morley attended 3008 operational incidents, including 157 house fires and 96 road traffic collisions. In 2011/12 this had fallen to 2068 operational incidents, including 91 house fires and 67 road traffic collisions. This represents a significant reduction in risk over the past five years and emergency calls have reduced by over 31% and house fires by 42%.
- 2.2. Currently the fire engines at Hunslet are utilised at operational incidents for 6.9% of the time they are available and the fire engine at Morley is used just 4.4% of the time. Both of these are lower than average for the same type of fire station. The fire engines at the new fire station would be utilised at operational incidents for 9.2% of the time, which is a far more efficient use of the resources and more in line with the average utilisation for similar fire stations.
- 2.3. The attendance time to an emergency in all of the wards covered by the new fire station will be within the time set by the Risk Based Planning Assumptions approved by the Fire and Rescue Authority. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorksfire.gov.uk](http://www.westyorksfire.gov.uk).
- 2.4. These proposals would also reduce emergency response times for fire engines into the very high-risk ward of Beeston and Holbeck.
- 2.5. The Fire Response Unit in Leeds District will continue to reduce the amount of time that local fire engines spend dealing with small “nuisance” fires. This means that there will be fewer disturbances to community safety and training activities and more importantly, fire engines will remain available for incidents where life or property are at risk.
- 2.6. The proposal would have a minimal impact on countywide emergency response times.

## **3. Risk Levels and Risk Reduction**

- 3.1. WYFRS delivered 12612 Home Fire Safety Checks during 2009/12 within the six wards affected by this proposal. This activity has contributed to the reduction of risk in these wards and in particular a dramatic reduction in serious house fires.
- 3.2. Due to the road and motorway network, the area currently covered by Hunslet and Morley experiences a number of road traffic collisions. Work with partners in a range of road safety initiatives have helped reduce road traffic collisions in the area by 13% since 2010 and the location of the new station will provide excellent motorway access and good links to other high-risk areas via Leeds Ring Road.
- 3.3. The proposal for a new fire station to serve the communities of this area represents a significant investment and long-term commitment. Priorities, objectives, and targets focus upon risk reduction and form part of the Leeds District Risk Reduction Plan, which is the primary risk reduction strategy for the area. A revised plan will be developed to continue to reduce risk in the area as far as possible commencing April 2013, the plan’s priorities would be as follows:

- Through targeted activities aimed at preventing incidents in the first place, the risk in the Beeston and Holbeck ward will be reduced.
- The risk in Morley South, Morley North and Ardsley and Robin Hood wards will also be reduced by working with other agencies and targeting the homes most at risk of fire.
- The higher risk wards of City and Hunslet and Middleton Park will be made safer places to live by working with other agencies to identify and support vulnerable individuals.

#### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when developing operational response arrangements. The Royal Armouries Museum, Morley Railway Tunnel, and Kodak Polychrome are some of the higher risk sites within the Hunslet and Morley areas. The response time from the new station to these sites will still be good and work with occupiers of such premises will continue to reduce the likelihood of a fire occurring and detailed plans are in place for potential emergencies occurring at all of these sites.

#### **5. Firefighter Safety**

- 5.1. The Hunslet and Morley fire station areas contain 5261 commercial buildings. Of these, 243 pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse.
- 5.2. Crews have access to information for all of these higher risk sites by using mobile data terminals on each fire engine. They also regularly visit many of these sites to ensure that information is current and relevant. Where appropriate specific operational plans for these sites are developed.
- 5.3. During 2011/12, 87% of incidents were dealt with by one fire engine. The arrival time of the second or subsequent fire engines is still important for firefighter safety and the area still experiences a significant number of incidents where two fire engines are required. The fire engines from Hunslet also regularly provide back up into surrounding areas, and the new fire station will be one of the more active stations in West Yorkshire, providing cover also for part of the Rothwell area. It is therefore appropriate to have two fire engines at this new station.

#### **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a significant reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. Ultimately, the sale of the two fire station sites at Hunslet and Morley will generate capital receipts to reduce the borrowing requirements of the Authority.

## Proposal 9 – Cookridge and Moortown

Cookridge and Moortown fire stations currently have one fire engine at each station serving an area where there are now significantly fewer fires and other emergencies. It is therefore proposed that these two stations are merged and a brand new fire station with a single fire engine constructed in an optimum location to replace those at Cookridge and Moortown.

### Key Points:

- Operational incidents in the Moortown and Cookridge areas have reduced by 26% since 2006/7 and house fires have reduced by 21%.
- Overall operational activity for fire engines based at Cookridge and Moortown has reduced by 33% over the last five years.
- Dealing with smaller fires in the Leeds District using the Fire Response Unit ensures other fire engines remain available to attend emergencies of a more serious nature.
- The risk levels in the seven wards affected by this proposal range from high to very low risk.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption.
- The merger of these two fire stations will align the emergency response provision with other areas that have similar risk profiles.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### 1. Overview

- 1.1. The fire stations at Cookridge and Moortown currently provide the initial emergency response for the Adel and Wharfedale, Alwoodley, Chapel Allerton, Horsforth, Moortown, Roundhay and Weetwood wards. These fire stations cover an area that contains approximately 68,000 houses and has a population of around 158,000.
- 1.2. The areas covered by Cookridge and Moortown fire stations are classified as medium and high risk respectively, with individual wards ranging from high to very low risk. The high risk areas of Moortown are in the Chapel Allerton ward and these can already be adequately covered from Leeds Fire Station.
- 1.3. Both of the fire stations have one fire engine continually crewed by five staff and are relatively close to other fire stations located in Leeds and Stanningley. The Fire Response Unit is also currently located at Moortown and this vehicle provides cover for the whole of Leeds District.
- 1.4. A number of alternative locations for the new fire station have been considered and an ideal site would be in north Leeds approximately two miles from Cookridge and Moortown between the two existing fire stations in the area of the ring road in Weetwood.

## **2. Assessing the impact of the proposals**

- 2.1. Cookridge and Moortown fire engines have extremely low operational activity levels and are currently used just 4.7% and 6.3% of the time respectively. The fire engine at the proposed new station will be used at incidents for 8.5% of the time, which is more in line with activity at similar fire stations.
- 2.2. In 2006/7 fire crews at Cookridge and Moortown attended 2006 operational incidents. In 2011/12 they attended 1475 incidents therefore, emergency calls have reduced by 26% over the past five years.
- 2.3. The attendance time to an emergency in all of the wards covered by the new fire station will be within the time set by the Risk Based Planning Assumptions approved by the Fire and Rescue Authority. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorksfire.gov.uk](http://www.westyorksfire.gov.uk).
- 2.4. The proposal would have minimal impact on countywide emergency response times.

## **3. Risk Levels and Risk Reduction**

- 3.1. WYFRS delivered 10,885 Home Fire Safety Checks during 2009/12 within the seven wards affected by this proposal. This activity has contributed to the reduction of risk in these wards.
- 3.2. Cookridge and Moortown attend a number of road traffic collisions and although road safety is not the primary responsibility of the Fire and Rescue Service, work with partners in a range of road safety initiatives is having an impact and road traffic collisions in the Cookridge and Moortown areas have reduced by 19% since 2010/11.
- 3.3. The proposal for a new fire station to serve the communities of this area represents a significant investment and long-term commitment. Priorities, objectives, and targets focus upon risk reduction and form part of the Leeds District Risk Reduction Plan, which is the primary risk reduction strategy for the area. A revised plan will be developed to continue to reduce risk in the area. Commencing April 2013, the plan's priorities would be as follows:
  - Making the Chapel Allerton, Roundhay, Horsforth, Adel and Wharfedale and Moortown wards safer places to live through targeted activities and by working with partners
  - Reducing the low risk profile of the Alwoodley ward to very low risk
  - Reducing the medium risk profile of the Weetwood ward to low risk
  - Continuing to reduce the number of road traffic collisions by working with partners.

## **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when developing operational response arrangements. Harewood House is important to the country's heritage and is located within the Cookridge and Moortown area. The proposals have minimal impact on the first fire engine response times to this site and work will continue with occupiers of such

premises to reduce the likelihood of a fire occurring and to protect the most valuable parts of the building and particular items.

## **5. Firefighter Safety**

- 5.1. The Cookridge and Moortown fire station areas contain 4263 commercial buildings. Of these, 51 pose a higher risk to firefighters due to their construction and the potential for rapid fire spread or collapse. Crews have access to information for all of these higher risk sites by using mobile data terminals on each fire engine. They also regularly visit many of these sites to ensure that information is current and relevant. Where appropriate, specific operational plans for these sites are developed.
- 5.2. During 2011/12, 86% of incidents were dealt with by one fire engine. The arrival time of the second or subsequent fire engines is still important for firefighter safety the time taken for the second appliance to arrive is assessed. With the very good distribution of fire engines in Leeds District and the surrounding areas, coupled with the introduction of the new Fire Response Unit, the low demand for a second fire engine can be adequately met.

## **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. Ultimately, the sale of the two fire station sites at Cookridge and Moortown will generate capital receipts to reduce the borrowing requirements of the Authority.
- 6.2. The Fire Response Unit (FRU), recently introduced for the Leeds District, and based at Moortown, spends a significant amount of the time dealing with incidents in and around the City of Leeds. The location of the new fire station to replace Cookridge and Moortown may not be the best location for the FRU and it will therefore be necessary to consider its relocation as part of these proposals.



## Proposal 10 – Garforth and Rothwell

Garforth and Rothwell fire stations currently cover an area with very low numbers of fires and other emergencies. Rothwell fire station is in need of replacement due to its age and condition. These two fire stations currently have one fire engine at each station. It is proposed that these two stations are merged and a brand new fire station with a single fire engine constructed in an optimum location to replace them.

### Key Points:

- Operational incidents in the Garforth and Rothwell area have reduced by 23% since 2006/7 and serious fires have reduced by 15%.
- Operational activity for fire engines based at Garforth and Rothwell has reduced by 34% over the last five years.
- The risk levels in the five wards affected by this proposal are low or very low risk.
- Each of the existing fire engines are currently used at incidents for less than 4% of the time and this is much lower than in similar areas in the County. A single fire engine serving both areas will align operational activity to other areas of West Yorkshire.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### 1. Overview

- 1.1. Last year it was planned to introduce a more flexible duty system for firefighters at Rothwell, along with a refurbishment of the station and purpose built accommodation for firefighters who would be on call. Since that time further research has been carried out along with a condition survey of Rothwell Fire Station. The conclusion reached is that a merger of Rothwell and Garforth fire stations is a more sustainable and cost effective way of providing emergency cover.
- 1.2. The fire stations at Garforth and Rothwell currently provide the initial emergency response for the Garforth and Swillington, Kippax and Methley, Rothwell, Ardsley and Robin Hood and Temple Newsam wards. These fire stations cover an area that contains approximately 33,000 dwellings and has a population of around 80,000.
- 1.3. The area covered by Garforth and Rothwell fire stations are classified as low risk overall, with individual wards being low or very low risk.
- 1.4. There are currently 24 firefighters at each station working shifts to ensure each fire engine is continually crewed by five staff.
- 1.5. Building a new fire station between Garforth and Rothwell will ensure a fire engine is located where it will provide optimum benefit for local communities and meets the demands of a high quality modern fire service.

- 1.6. A number of alternative proposals and locations for the new fire station have been considered, including a merger between Rothwell and Morley fire stations, and the best solution is to construct a new fire station in the Swillington area.
- 1.7. The general location for a new fire station would be approximately three miles from each of the existing stations to provide the best emergency response times into the wards currently covered by these fire two stations. A further proposal to merge Morley and Hunslet fire stations has a positive impact in the Rothwell area.

## **2. Assessing the impact of the proposals**

- 2.1. In 2006/7, fire crews in Garforth and Rothwell attended 1125 operational incidents. During 2011/12, they attended 868 operational incidents therefore, emergency calls have reduced by 23% over five years.
- 2.2. The fire engines at Garforth and Rothwell have the lowest operational activity levels in West Yorkshire for those that are crewed by firefighters working continuous shifts. These fire engines are currently used just 3.7% of the time at incidents compared to an average of 5% for other fire engines in similar areas; this indicates a generous provision relative to risk and cost. The fire engine from the proposed new station would be in use at incidents for 5.4% of the time, still below the activity levels of many similar fire stations.
- 2.3. The attendance time to an emergency in all of the wards covered by the new fire station will be within the time set by the Risk Based Planning Assumptions approved by the Fire and Rescue Authority. The Rothwell ward also benefits from another related proposal in this document to merge Hunslet and Morley fire stations. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorkshirefire.gov.uk](http://www.westyorkshirefire.gov.uk).
- 2.4. The proposal would have a minimal impact on countywide emergency response times.

## **3. Risk Levels and Risk Reduction**

- 3.1. WYFRS delivered 9,324 Home Fire Safety Checks during 2009/12 within the five wards affected by this proposal. This activity has contributed to the reduction of risk in these wards; for example, since 2011 the risk rating for the Temple Newsam ward reduced from medium to low risk.
- 3.2. Due to the road and motorway network, Garforth and Rothwell attend a number of road traffic collisions. Although road safety is not the primary responsibility of the Fire and Rescue Service, work with partners in a range of road safety initiatives are having an impact, with road traffic collisions across West Yorkshire reducing by 24% in the last five years.
- 3.3. The proposal for a new fire station to serve the communities of this area represents a significant investment and long-term commitment. Priorities, objectives, and targets focus upon risk reduction and form part of the Leeds District Risk Reduction Plan, which is the primary risk reduction strategy for the area. A revised plan will be developed to continue to reduce risk in the area. Commencing April 2013, the plan's priorities would be as follows:
  - The Rothwell, Ardsley and Robin Hood risk profiles will be reduced from low to very low risk through targeted risk reduction activities.

- Garforth and Swillington and Temple Newsam wards are currently medium and low risk respectively. They will become safer places to live through targeted activities aimed at preventing incidents in the first place.
- The Kippax and Methley ward is currently very low risk and ongoing work in this area will sustain this, whilst at the same time working with partners to identify and assist particularly vulnerable individuals.

#### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered in operational response arrangements. Lotherton Hall and Temple Newsam are important to the country's heritage. This proposal would reduce the time taken to reach Temple Newsam, but would slightly increase the time taken to reach Lotherton Hall. Work with occupiers of such premises will continue to reduce the likelihood of a fire occurring and to protect the most valuable parts of the building and particular items in the event of a fire.
- 4.2. There are also two industrial sites falling within the remit of the Control of Major Accident Hazard (COMAH) regulations. Rocol Limited is located in Garforth and Bayfords Energy Limited in Rothwell. This proposal would reduce the time taken to reach both these sites in the event of an emergency.

#### **5. Firefighter Safety**

- 5.1. The Garforth and Rothwell fire station areas contain 1777 commercial buildings. Of these, 104 pose a higher risk to firefighters due to their construction and the potential for rapid-fire spread or collapse. Crews have access to information for all of these higher risk sites by using mobile data terminals on each fire engine. They also regularly visit many of these sites to ensure that information is current and relevant. Where appropriate specific operational plans for these sites are developed.
- 5.2. During 2011/12, 87% of incidents in this area were dealt with by just one fire engine. The arrival time of the second or subsequent fire engines is still important for firefighter safety and operational procedures take this into account. The likely delay between the first fire engine arriving and the second is generally shorter in this area than in other low and very low risk areas. With the very good distribution of fire engines in Leeds District and the surrounding areas, coupled with the introduction of the new Fire Response Unit, the low demand for a second fire engine can be adequately met.

#### **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. Ultimately, the sale of the two fire station sites at Rothwell and Garforth will generate capital receipts that will reduce the borrowing requirements of the Authority. The condition survey carried out on Rothwell fire station has highlighted the need for major refurbishment and the cost of this work has been estimated as being close to the cost of a brand new fire station. Therefore, taking into account the reduction in risk and demand in the area and the financial constraints facing the Authority, this proposal represents the most appropriate solution.

## **Proposal 11 – Wakefield and Ossett**

A number of changes and station mergers in the Wakefield District have already been completed as part of the Five Towns Project, which commenced a number of years ago. Since that time, the numbers of fires and other emergencies has fallen significantly and further revisions in and around Wakefield City area are appropriate. Wakefield Fire Station currently has two fire engines, one of which is a new Combined Aerial Rescue Pump (CARP). It is proposed that one fire engine from Wakefield is removed, leaving the CARP and at the same time it is proposed to build a brand new fire station to replace Ossett fire station at a location closer to Wakefield. This will be in an optimum location to still provide excellent cover for the area currently served by Ossett fire station and provide back up into the City of Wakefield.

### **Key Points:**

- The risk levels in the 10 wards affected by this proposal are high to very low risk when compared to other parts of West Yorkshire.
- Emergency calls in these areas have reduced by 29% during the five-year period 2006/07 to 2011/12.
- The fire engines in these areas are currently under-utilised; these proposals would increase use of local resources.
- All predicted emergency response times in the area will remain within the Risk Based Planning Assumption with the exception of part of the Wakefield Rural ward, which is already outside the Risk Based Planning Assumption.
- Targeted community safety and risk reduction activities will continue, focussing on the areas most affected by these proposals prior to implementation.

### **1. Overview**

- 1.1. The fire stations at Wakefield and Ossett currently provide the initial emergency response for the wards of Wakefield East, Wakefield North, Wakefield South, Wakefield Rural, Wakefield West, Ossett, Stanley and Outwood East, Horbury and South Ossett, Crofton Ryhill and Walton, Wrenthorpe and Outwood West.
- 1.2. The fire stations cover an area containing approximately 62,000 dwellings and have a population of around 150,000. The areas covered by Wakefield and Ossett are classified as high and low risk respectively although the distribution of risk varies significantly, with wards ranging from high to very low risk.
- 1.3. The construction of Wakefield fire station took place in 1963 and there are two fire engines based there, one of which is the Combined Aerial Rescue Pump. Ossett was constructed in 1972 and there is one fire engine based there.
- 1.4. A number of changes and station mergers in the Wakefield District have already taken place as part of the Five Towns Project, which commenced a number of years ago. Since that time, the numbers of fires and other emergencies has fallen significantly. Investment in specialised equipment in the area for example the new CARP and water rescue equipment has also taken place.

- 1.5. A number of alternative options for emergency cover for Wakefield and Ossett have been considered and the optimal solution is to keep one fire engine at the existing Wakefield fire station and to replace Ossett fire station with a brand new station on the outskirts of Ossett and to the west of Wakefield towards the M1 motorway.
- 1.6. This general location for the new fire station is approximately three miles from the existing fire stations and this provides the best emergency response for the wards currently covered by the fire stations at Wakefield and Ossett.

## **2. Assessing the impact of the proposals**

- 2.1. The fire engines at Wakefield are currently utilised at operational incidents for approximately 5.2% of the time they are available. The fire engine at Ossett is currently utilised at operational incidents for approximately 4.7% of the time it is available. These proposals mean that the two fire engines would spend around 7.1% of their time at operational incidents, bringing them more in line with the activity of fire engines at similar fire stations.
- 2.2. In 2006/07, fire crews attended 2359 operational incidents in Wakefield and Ossett. During 2011/12 they attended 1676 operational incidents, therefore emergency calls have reduced by 29% over five years. The combined number of operational incidents in these areas is less than some areas of the county provided with two fire engines, for example Bradford, Huddersfield, and Leeds.
- 2.3. The attendance time to an emergency in all of the wards covered by the new fire station, with the exception of parts of the Wakefield Rural ward, will be within the time set by the Risk Based Planning Assumptions (RBPA) approved by the Fire and Rescue Authority. The parts of Wakefield Rural ward are already outside RBPA in any case and the area has very few emergencies. A detailed explanation of the RBPA is available in this consultation document and in the Community Risk Management Strategy found on the website [www.westyorksfire.gov.uk](http://www.westyorksfire.gov.uk).
- 2.4. The Ossett ward will benefit from approved plans to merge the fire stations at Dewsbury and Batley fire stations and response into this ward would still be faster than that set down by the RBPA.

## **3. Risk Levels and Risk Reduction**

- 3.1. WYFRS delivered 11,610 Home Fire Safety Checks during 2009/12 in the ten wards affected by these proposals and there are significantly fewer house fires as a result.
- 3.2. Due to the road and motorway network, Wakefield and Ossett attend a number of road traffic collisions. Although road safety is not the primary responsibility of the Fire and Rescue Service, work with partners in a range of road safety initiatives is having an impact, with road traffic collisions across West Yorkshire reducing by 24% in the last five years.
- 3.3. The proposal for a new fire station to serve the communities of this area represents a significant investment and long-term commitment. Priorities, objectives, and targets focus upon risk reduction and form part of the Wakefield District Risk Reduction Plan, which is the primary risk reduction strategy for the area. A revised plan will be developed to continue to reduce risk in the area as far as possible. Commencing April 2013, the plan's priorities would be as follows:

- Reducing dwelling fires in the high-risk wards of Wakefield North and Wakefield East by targeted Home Fire Safety Checks initiatives and working with other agencies
- Supporting local businesses in the Wakefield East and South wards by reducing commercial property fires
- Working closely with partner agencies to reduce the occurrence of road traffic collisions in the Wakefield Rural ward
- Ensuring that the very low risk wards of Ossett, Horbury and South Ossett, Wakefield West, Stanley and Outwood East and Wrenthorpe, Outwood West and Crofton Ryhill and Walton remain safe places to live through targeted activities aimed at preventing incidents in the first place

#### **4. Special Risks and High Risk Sites**

- 4.1. West Yorkshire contains a number of specific sites that represent special or high risks and these are considered when developing operational response arrangements. The fire engines based at Wakefield and Ossett form part of the first response to a number of these sites.
- 4.2. Pinderfields Hospital represents the principal life risk for these areas but they also contain several large industrial buildings, two shopping centres, a prison and two national heritage sites. The Brotherton Essco industrial site also falls within the remit of the Control of Major Accident Hazard (COMAH) regulations. These proposals would have very little impact upon the time taken for the first fire engines to reach these sites in the event of an emergency.

#### **5. Firefighter Safety**

- 5.1. The Wakefield and Ossett fire station areas contain 5390 commercial buildings and 256 of these pose a higher risk to firefighters due to their construction and the potential for rapid-fire spread or collapse. Crews have access to information for all of these higher risk sites by using mobile data terminals on each fire engine. They also regularly visit many of these sites to ensure that information is current and relevant. Where appropriate specific operational plans for these sites are developed.
- 5.2. During 2011/12, 86% of incidents in the area were dealt with by just one fire engine. The arrival time of the second or subsequent fire engines is still important for firefighter safety and the time taken for the second appliance arriving is assessed and in the case of this proposal it remains acceptable. The relocation of Ossett fire station closer to Wakefield has a positive impact on emergency response into Wakefield and the surrounding stations also provide good emergency cover.

#### **6. Organisational Impact Assessment**

- 6.1. This proposal is part of a package of proposals designed to address a reduction in grant funding from central government and to realign emergency cover appropriate to risk and demand following a significant reduction in the numbers of fires, and associated deaths and injuries. Ultimately, the sale of the Ossett fire station site will generate capital receipts that will reduce the borrowing requirements of the Authority.
- 6.2. If this proposal is approved, Wakefield fire station will be too big for its purpose and it is therefore appropriate to consider how to reduce the costs of running the site.

Options include the construction of a new smaller station nearby (or even on the same site) or renting off or selling the spare capacity. Rebuilding would require major capital investment but there may be potential to recover these costs through the sale of the land, potentially aligned to the local authority strategic development plans. Some of WYFRS fire stations are shared with other emergency services and this arrangement has mutual benefits. The practicalities of these options will be further considered if the proposal is approved.

## GLOSSARY OF TERMS

## Appendix 2

|                 |  |
|-----------------|--|
| <b>ATF</b>      | Arson Task Force (a team set up to reduce arson in West Yorkshire)   |
| <b>CARP</b>     | Combined Aerial Rescue Pump (a fire engine with a high reach firefighting and rescue capability)   |
| <b>CRMS</b>     | Community Risk Management Strategy (a document that represents the foundation for the future plans of WYFRA)   |
| <b>FRU</b>      | Fire Response Unit (A smaller fire engine used for incidents of a less serious nature)   |
| <b>HFSC</b>     | Home Fire Safety Check (the fitting of smoke detection and the giving of fire safety advice to householders)   |
| <b>HVP</b>      | High Volume Pump used to pump and supply large volumes of water  |
| <b>IRMP</b>     | Integrated Risk Management Planning (a process of determining risk and developing plans to address the risks in the area of a fire and rescue authority) |
| <b>IRU</b>      | Incident Response Unit (equipment to deal with decontamination of people)  |
| <b>RESPONSE</b> | The time it takes a fire engine to attend an incident  |
| <b>RTC</b>      | A Road traffic collision   |
| <b>RDS</b>      | Retained Duty System (firefighters that work part time on call)  |



|                   |  |
|-------------------|--|
| <b>RBPA</b>       | Risk Based Planning Assumption (Guidance times based on risk for fire engines to attend incidents)   |
| <b>TRU</b>        | Technical Rescue Unit (a fire engine with advanced rescue capabilities)  |
| <b>USAR</b>       | Urban Search and Rescue (a team and equipment to deal with rescues at large scale and/or complex incidents)  |
| <b>WHOLE TIME</b> | Firefighters that work full time hours   |
| <b>WYFRA</b>      | West Yorkshire Fire and Rescue Authority (the body made up of elected councillors from the constituent District Councils of West Yorkshire who are appointed to oversee the delivery of the fire and rescue service) |
| <b>WYFRS</b>      | West Yorkshire Fire and Rescue Service (the organisation which delivers a fire and rescue service in the county of West Yorkshire)   |
| <b>YFF</b>        | Young Firefighter scheme ( a course set up to give training and development to young people)   |