

Fire & Rescue Service

Effectiveness, efficiency and people 2018/19

An inspection of West Yorkshire Fire and Rescue Service



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About this inspection

This is the first time that HMICFRS has inspected fire and rescue services across England. Our focus is on the service they provide to the public, and the way they use the resources available. The inspection assesses how effectively and efficiently West Yorkshire Fire and Rescue Service prevents, protects the public against and responds to fires and other emergencies. We also assess how well it looks after the people who work for the service.

In carrying out our inspections of all 45 fire and rescue services in England, we answer three main questions:

1. How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?
2. How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?
3. How well does the fire and rescue service look after its people?

This report sets out our inspection findings. After taking all the evidence into account, we apply a graded judgment for each of the three questions.

What inspection judgments mean

Our categories of graded judgment are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Good is our 'expected' graded judgment for all fire and rescue services. It is based on policy, practice or performance that meet pre-defined grading criteria, which are informed by any relevant national operational guidance or standards.

If the service exceeds what we expect for good, we will judge it as **outstanding**.

If we find shortcomings in the service, we will judge it as **requires improvement**.

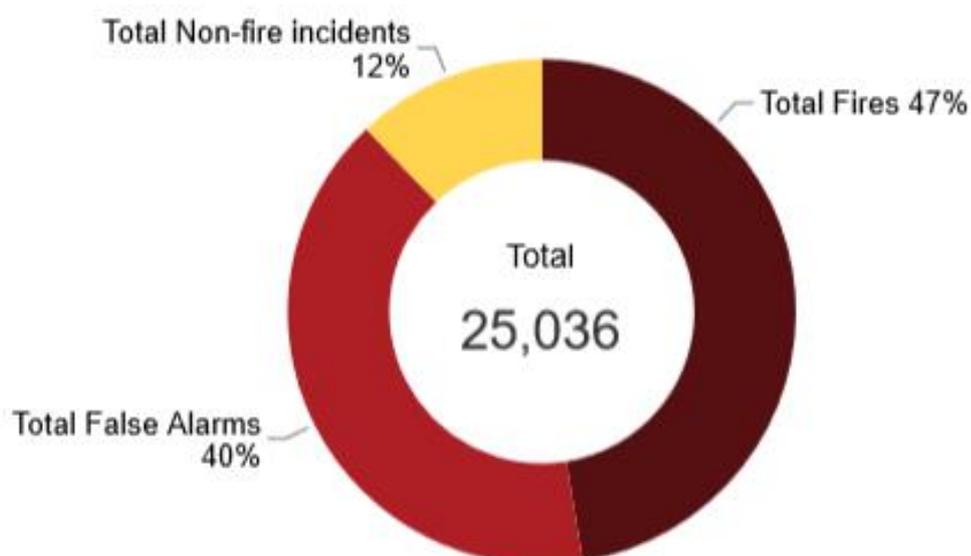
If we find serious critical failings of policy, practice or performance of the fire and rescue service, we will judge it as **inadequate**.

Service in numbers

 Public perceptions	West Yorkshire	England
Perceived effectiveness of service Public perceptions survey (June/July 2018)	89%	86%

 Response	West Yorkshire	England
Incidents attended per 1,000 population 12 months to 31 December 2018	10.9	10.4
Home fire risk checks carried out by FRS per 1,000 population 12 months to 31 March 2018	8.0	10.4
Fire safety audits per 100 known premises 12 months to 31 March 2018	1.1	3.0

Incidents attended in the 12 months to 31 December 2018





Cost

West Yorkshire

England

Firefighter cost per person per year
12 months to 31 March 2018

£20.46

£22.38



Workforce

West Yorkshire

England

Number of firefighters per 1,000 population
As at 31 March 2018

0.4

0.6

Five-year change in workforce
As at 31 March 2013 compared with 31 March 2018

-20%

-14%

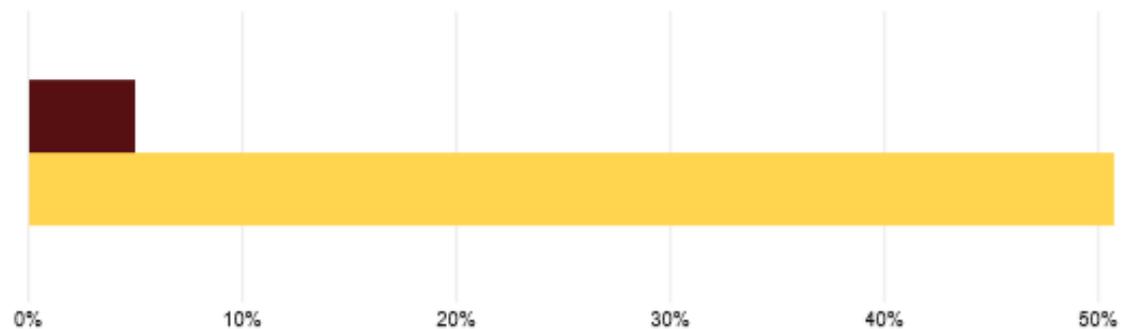
Percentage of wholetime firefighters
As at 31 March 2018

93%

70%

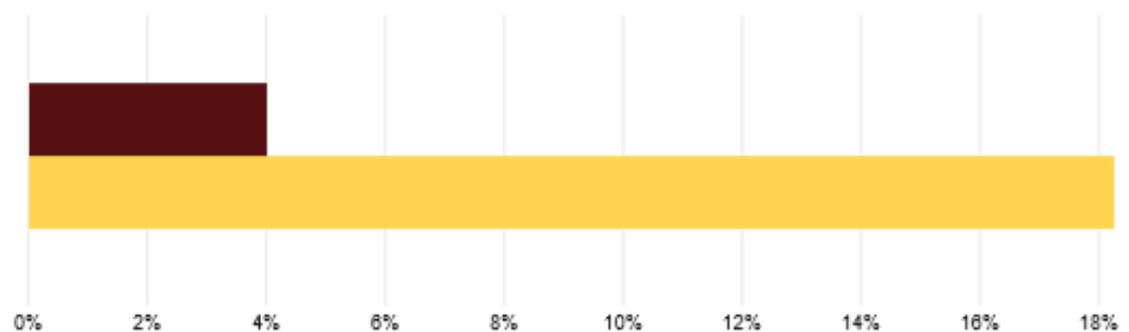
Percentage of female firefighters as at 31 March 2018

● Female firefighters ● Female residential population



Percentage of black, Asian and minority ethnic firefighters as at 31 March 2018

● BAME Firefighters ● BAME residential population



Please refer to annex A for full details on data used.

Overview

 Effectiveness	 Good
Understanding the risk of fire and other emergencies	 Good
Preventing fires and other risks	 Good
Protecting the public through fire regulation	 Good
Responding to fires and other emergencies	 Good
Responding to national risks	 Good
 Efficiency	 Good
Making best use of resources	 Good
Making the fire and rescue service affordable now and in the future	 Good



People



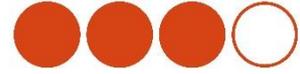
Good

Promoting the right values and culture



Good

Getting the right people with the right skills



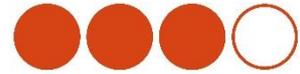
Good

Ensuring fairness and promoting diversity



Good

Managing performance and developing leaders



Good

Overall summary of inspection findings

We are pleased with the performance of West Yorkshire Fire and Rescue Service in keeping people safe and secure.

West Yorkshire Fire and Rescue Service is good at providing an effective service to the public. It is good at:

- understanding the risk of fire and other emergencies;
- preventing fires and other risks;
- protecting the public through fire regulation;
- responding to fires and other emergencies; and
- responding to national risks.

It is good in the efficiency of its services. We found it to be good at making the best use of resources. And it is good at making its services affordable now and in future.

West Yorkshire Fire and Rescue Service is good at looking after its people. It is good in how it:

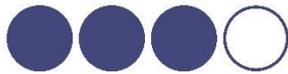
- promotes the right values and culture;
- gets the right people with the right skills;
- ensures fairness and promotes diversity; and
- manages performance and develops leaders.

Overall, we commend West Yorkshire Fire and Rescue Service for its performance. We are confident that it is well equipped for this to continue.

Effectiveness



How effective is the service at keeping people safe and secure?



Good

Summary

An effective fire and rescue service will identify and assess the full range of foreseeable fire and rescue risks its community faces. It will target its fire prevention and protection activities to those who are at greatest risk from fire. It will make sure businesses comply with fire safety legislation. When the public calls for help, the fire and rescue service should respond promptly with the right skills and equipment to deal with the incident effectively. West Yorkshire Fire and Rescue Service's overall effectiveness is good.

It understands local risk and its [integrated risk management plan](#) (IRMP) aims to address local and community risks. The service's prevention work targets those most at risk. It supplies its firefighters with accurate information, quickly. And it is good at gathering and communicating site risk information. It needs to communicate better with hard-to-reach groups. It is working to improve this.

The service is good at preventing fires and other risks. It is clear about how it prioritises its work. It has an effective safe and well programme, and prioritises visiting those most in need. It makes sure that the visits are of a good standard and that people understand the information they are given.

The service is good at [safeguarding vulnerable people](#).

It is good at protecting the public through fire regulation. But it is aware that it needs more staff in its fire protection teams. This will mean it can respond to building consultations quicker, and better meet its targets.

The service is good at responding to fires and other emergencies. It is making improvements and communicating these well to staff. It needs to make sure that all commanders understand [operational discretion](#).

The service is good at responding to national risks. Although it needs to make sure that operational staff can access up-to-date risk information. This includes cross-border risk information.

Understanding the risk of fire and other emergencies



Good

West Yorkshire Fire and Rescue Service is good at understanding the risk of fire and other emergencies. But we found the following area in which it needs to improve:

Areas for improvement

- The service needs to improve how it engages with the local community to build a comprehensive profile of risk in the service area.

All fire and rescue services should identify and assess all foreseeable fire and rescue-related risks. They should also prevent and mitigate these risks.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Understanding local and community risk

The service has a good understanding of local and community risk. It clearly explains this to the public in its IRMP, and outlines measures it has, or plans to put in place, to mitigate risks and keep the public safe from fire and other emergencies.

The service bases its IRMP on a comprehensive community risk profile. It uses a range of information including historical emergency incident records, census data and deprivation data to understand the people and neighbourhoods most at risk from fire and other emergencies.

It has also worked closely with local authorities at both district and planning department levels to take account of future major infrastructure plans, to better understand and model the likely increase in risk and demand from any future developments.

As at 31 March 2018, the service had 40 fire stations, of which 25 are [wholetime](#), 8 are [on call](#) and 7 are a mix of wholetime and on call. There are currently 56 fire engines spread across these 40 fire stations.

The service has employed independent consultants to validate any changes it has made or proposes to make to the location of fire appliances or staffing arrangements. This ensures the service is responding fastest to those neighbourhoods that are most likely to have a fire. Similarly, prevention activity has been realigned to focus on those most at risk.

Having an effective risk management plan

The service's IRMP meets the requirements of the [Fire and Rescue National Framework for England](#). There is a clear link between the IRMP and local delivery plans, which drive prevention and protection activity.

The IRMP covers the period from 2019 to 2022. We were disappointed to find that consultation with the public during the development of the IRMP was limited. The service received only 27 public responses to its consultation exercise.

The IRMP clearly summarises the key risks, which include: significant changes in the size and age profile of the population, an expected growth in housing and employment and an increase in transport use and infrastructure.

The IRMP is clearly linked to the service's prevention, protection and response work. For example, managers in Wakefield saw a notable increase in arson at a local park. By arranging for firefighters and specialist staff to identify the cause and take steps to remove it, the number of calls dropped.

The service is collaborating with its neighbours to share the cost and ensure the availability of specialist fire and rescue equipment. For example, it recently reviewed the provision of aerial ladders used to reach the upper floors of tall buildings. The new vehicles meet the needs of West Yorkshire but are also used to assist neighbouring fire services.

Through the IRMP planning process the service has taken account of major incidents it is likely to be called to, which are detailed in a community risk register that is maintained by the [local resilience forum](#) (LRF).

It has used information from this register and other sources to make sure it has the capacity and resilience to respond to larger incidents such as terrorist threats.

Maintaining risk information

Firefighters need up-to-date information about complex buildings and sites, and those which have hazards, such as chemicals. This helps them plan and keep themselves and the public safe when resolving emergencies.

We found the service is good at both collecting and communicating this information throughout the service. Firefighters are routinely visiting high-risk sites to ensure they are familiar with them and collect risk information. We found the risk information the service holds to be accurate and up to date.

The service's control room effectively provides firefighters with information about vulnerable people and those at greater risk from fire, when they are mobilised to emergency incidents. For example, they are sent information about home oxygen users and those with poor mobility. Additional information is also accessible from the fire engine computers.

Firefighters informed us that they are kept up to date with new and emerging risk information through face-to-face-briefing and e-mail communications. For example, those we spoke to during the inspection were familiar with a recent change in the way high expansion foam is used to tackle fires. We were also encouraged to note that the service has effective systems in place to assure itself risk information has been communicated to staff.

Preventing fires and other risks



Good

West Yorkshire Fire and Rescue Service is good at preventing fires and other risks. But we found the following area in which it needs to improve:

Areas for improvement

- The service should ensure that communication is designed to be appropriate and accessible to meet the diverse needs of the community.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Prevention strategy

The service undertakes a broad range of prevention activity, which it outlines in a safer communities prevention strategy. It is effectively working with health and other community safety organisations, such as police, to keep communities safe from fires. It is also supporting the wider health and wellbeing needs of the most vulnerable people it encounters when undertaking prevention activity.

The service is clear about its community safety priorities, with [safe and well visits](#) central to its strategy. Safe and well visits give safety advice and equipment, tailored to people who are at greater risk from fire. This advice covers: fire prevention, falls and mobility, smoking, keeping warm, crime prevention and social isolation.

It is good at using data to identify and offer those most at risk a safe and well visit. It combines this targeted approach with referrals from other organisations to assess if the criteria for a safe and well visit is met. This process is well understood by the staff who then undertake the visit.

In the year to 31 March 2018, the service completed 18,477 safe and well checks. This equates to 8 per 1,000 population. This is less than the England rate of 10.4.

In the year to 31 March 2018, the service carried out 51.4 percent of these checks at households occupied by older people. This is lower than the England rate of 54.1 percent. However, it completed checks in 41.9 percent of households occupied with a person registered with a disability. This is considerably higher than the England rate of 24.7 percent.

The service works with volunteers to evaluate the safe and well programme. A sample of recipients receive a telephone follow-up after the visit. The aim is to find out how much information is remembered and whether the visit prompted any changes in behaviour. The service is also able to assure itself that visits were conducted properly and remind people about the safety advice they received.

This information is combined with a review of more serious fires to evaluate the effect of prevention activity and decide whether activity should continue or be improved.

Prevention activity is tasked at district level, with plans that are clearly linked to the IRMP. As a result, local partnerships are central to the delivery of prevention activity and the different risks in each district are targeted appropriately.

The district teams are provided with central support. This includes promotion materials, updates on research and technological developments and identifying emerging trends.

Promoting community safety

In addition to the safe and well activity the service has developed district-based plans, which identify the highest risks the service targets for prevention activity. These take account of local knowledge and historical incident data.

For example, following several accidents and drownings in rivers in Leeds, staff recognised the customers of the pubs and clubs in the immediate vicinity of the rivers to be at most risk. They worked with local business owners, training door staff to be more aware of the risk and the actions they could take to help people in difficulties in or near the river. Marker posts with buoyancy aids were also installed beside stretches of the river. At least one member of the public has subsequently been saved from drowning by night club staff.

Although most prevention work is based on an understanding of risk in local areas, the service could do more to engage with hard-to-reach groups. It does not communicate well with these communities, which may be home to some particularly vulnerable people. It recognises this and is preparing a plan to help it better engage with, and understand the needs of, people in these areas.

All staff we spoke to understood the importance of recognising vulnerability and taking appropriate safeguarding action. Some staff told us they had not received training recently and would benefit from it. The service should consider improving its safeguarding support by providing refresher training.

We were also encouraged to see that the service is using information from fire investigation activity to inform prevention activity. For example, it has shared with the wider sector information about the dangers of paraffin-based moisturisers that have been a contributing factor at a number of fires it has attended.

Road safety

The service is an active member of the five metropolitan road safety partnerships that co-ordinate activity to reduce the number of people killed or seriously injured on West Yorkshire's roads. Partners told us that the service is a valued member.

Each road safety partnership has developed an approach tailored to the area it covers, which is incorporated into the service's district plans.

For example, staff take part in road-safety roadshows in the Calderdale district. Guest speakers include a mother whose son was killed in a road traffic collision and firefighters talk about the impact of dealing with a road traffic collision. We also noted good work with year 5 pupils, highlighting the importance of wearing seatbelts and the dangers of driver distraction.

The year to 31 March 2018 saw a 41.6 percent reduction in the number of road traffic collisions when compared with the year to 31 March 2010. Although this is encouraging, the service could do more to evaluate the effectiveness of local initiatives in the way it evaluates safe and well activity. It could also make a greater effort to share good practice across its districts.

Protecting the public through fire regulation



Good

West Yorkshire Fire and Rescue Service is good at protecting the public through fire regulation. But we found the following areas in which it needs to improve:

Areas for improvement

- The service should assure itself that it allocates enough resources to meet its own targets for responding to building control consultations.
- The service should assure itself that it allocates enough resources to meet the demands of its risk-based inspection programme.
- The service should ensure it has effective arrangements for providing specialist protection advice out of hours.

All fire and rescue services should assess fire risks in buildings and, when necessary, require building owners to comply with fire safety legislation. Each service decides how many assessments it does each year. But it must have a locally determined, risk-based inspection programme for enforcing the legislation.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Risk-based approach

The service uses an intelligence-led, risk-based inspection programme. It uses information from the public, other organisations and its own staff to identify premises that aren't complying with fire safety legislation. It then prioritises inspections at those premises where failure to comply may put people at the highest risk.

In the year to March 2018, the service undertook 928 fire safety audits and inspected all premises it had identified as high risk. The total number of audits has reduced by 256 compared with the previous year. It equates to 1.1 audits per 100 known premises. This is lower than the England rate of 3.0.

The fire protection inspecting officers we spoke to during our inspection were well trained and work to a nationally recognised competency framework. Staff operate at three levels. At the most basic level, staff have powers of entry only. At the highest level, staff can serve [prohibition notices](#) and use the full range of enforcement powers available to the service. It is also positive to note that the service has trained operational staff to carry out lower-level audits, which increases the resources available.

The service is making the best use of the time it has available during inspections by only undertaking a full audit where a shortened version indicates it is necessary to do so. This ensures that its limited resources are being used effectively.

During the inspection the service was unable to accurately tell us how long it takes to respond to building consultation requests. But it is aware that it isn't always meeting its target of 15 days.

The service informed us that it recognises that its protection team is under-resourced to meet the demands placed on it by its risk-based inspection programme and to respond to statutory consultations. As a result, it plans to recruit a further nine inspection officers.

The service offers specialist advice out of hours by relying on staff who volunteer their time. While this arrangement isn't robust, it has given good cover since it started 12 years ago. At the time of our inspection the service was working with other services to develop cross-border, out-of-hours support that could provide more capacity for dealing with serious fire protection issues.

Enforcement

Where possible, the service supports businesses to address fire safety concerns. But where there are significant issues, it is willing and able to enforce compliance and regularly carries out [enforcement action](#) against those failing to comply with fire safety legislation. In the year to 31 March 2018, the service issued 224 informal notifications, 87 enforcement notices, 22 prohibition notices and carried out one prosecution. Any decision to prosecute is subject to the public interest test and appropriate scrutiny by the service's legal team.

We saw evidence that the service takes joint enforcement with other partners such as housing authorities, the Health and Safety Executive and licensing bodies.

Working with others

The service works with other organisations to enforce fire safety legislation and has formal arrangements in place with five local authorities. There were examples of the service working with public sector housing partnerships to share information to make sure tenants complied with this legislation.

In December 2011, the service put in place a policy of call challenge in the control room, which means it does not attend automatic fire alarms at certain premises during business hours unless there is a confirmed fire.

The service has reduced its attendance at false alarms and the number of calls to automatic fire alarms (AFAs) that it receives. Data available after inspection shows that in the year to 31 March 2019, the number of AFA calls the service received fell by 3.1 percent compared with the previous year (from 8,903 AFA calls in the year to 31 March 2018 to 8,628).

When necessary, we saw evidence that fire safety inspectors are working with building managers to reduce the burden of automatic fire alarms to help them work out the reason for the false alarm, and to prevent a repeat. We saw examples of this being effective. For example, it has successfully worked with Bradford Royal Infirmary to reduce the number of unwanted fire signals from that site.

Responding to fires and other emergencies



Good

West Yorkshire Fire and Rescue Service is good at responding to fires and other emergencies. But we found the following area in which it needs to improve:

Areas for improvement

- The service should ensure that all commanders understand what is meant by operational discretion.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Managing assets and resources

The service is good at allocating resources to meet its attendance standards, which it has set using risk-based planning assumptions (RBPAs).

Since 2010, the service has been changing the way it allocates resources to ensure it can consistently meet these attendance standards. This has meant merging and relocating fire stations and changing some working patterns so that they are more closely matched to risk and demand.

In the nine months to 31 December 2018, the overall average monthly fire engine availability ranged from 91 percent to 93 percent. More recent data that wasn't available at the time of inspection shows that for the year ending the 31 March 2019, the service had an average fire engine availability rate of 92.3 percent.

The service maximises the availability of on-call fire engines by sending full-time firefighters to staff them if there is capacity.

The service attaches specific markers to incident types and addresses. This includes information about vulnerable residents. This could include risk factors such as extreme hoarding, those with poor mobility, or people using oxygen. Having this information about an incident, at the time fire engines are [mobilised](#) to incidents, means the service can match the weight of response to individual incidents.

Response

The Home Office collects and publishes data on response times by measuring the time between a call being made and the first fire engine arriving at the scene. This provides consistent data across all 45 services. However, services measure their own response times in different ways.

As at the 31 December 2018, the service's response standard is measured from the time mobilised until the time the first engine arrives at the scene. It is measured against RBPA.

If an area is determined to be a very high-risk ward, the service has a RBPA to life risk incidents in that area of 7 minutes. The RBPA is increased by 1 minute for each subsequent lower level of risk to 11 minutes for very low-risk incidents. Property-related incidents in very high-risk wards have a RBPA of 9 minutes down to property incidents in very low-risk wards that have a RBPA of 13 minutes. Other risk incidents (such as false alarms, rubbish and grass) have RBPA of 11 minutes down to 15 minutes. In the 9 months to the 31 December 2018, the service attended 92.9 percent of incidents in line with the requirements of its RBPA.

In the year to the 31 March 2018, the service's average response time to [primary fires](#) was 8 minutes and 28 seconds. This was a reduction from 8 minutes 55 seconds in the year to the 31 March 2016. The service's average response time is slower than the average of 7 minutes and 39 seconds for other predominantly urban services.

Operational risk information is available on computer terminals on all fire engines. Those firefighters we spoke to during inspection were able to demonstrate that they could retrieve this information quickly. They could also update risk information and send it immediately to other fire engines.

But staff were less confident about the reliability of the computers on fire engines when they were travelling to or at incidents which means they often have to be passed risk-critical information directly by radio from [fire control](#).

Command

The service is good at developing the skills of staff new to a command role. This includes courses hosted internally by qualified incident command trainers and the use of external courses for more senior commanders.

Incident commanders at all levels are re-assessed every two years. More senior commanders, who go to fewer, but more serious incidents, maintain their skills by taking part in a rolling monthly development programme. The first level of incident commanders are regularly monitored at incidents by more experienced commanders who provide support and assess performance. Learning from this assurance process is reviewed centrally to identify trends and inform future training and development.

The service has worked with regional partners to fully adopt, or adapt [national operational guidance](#), which includes guidance on the use of operational discretion and a decision control process. Some of the incident commanders we spoke to weren't confident in their understanding of either.

Operational discretion relates to rare or exceptional circumstances where strictly following an operational procedure would be a barrier to resolving an incident, or where there is no procedure that adequately deals with the incident. The decision control process provides incident commanders with a logical framework to follow when making safety-critical decisions.

Keeping the public informed

The service has an on-call rota for its media team. This makes sure there is always someone available to offer support at incidents. This arrangement was the result of feedback from debriefs with staff.

The service makes effective use of social media and encourages the use of station and district accounts. This is to inform the public about ongoing incidents, community safety campaigns and safety advice.

Staff recognised the need to refer vulnerable people through the safeguarding process. These include hoarders and those who may be suffering abuse.

Operators in the control room were confident in communicating fire survival guidance to the public.

Evaluating operational performance

We found the service has good debrief systems in place for gathering information following operational incidents.

Debriefs take place at the scene of every incident, or where that is not practical, as soon as staff return to station. Firefighters told us that they are actively encouraged to contribute to the debrief process. The outcomes of this are reviewed centrally and shared with relevant departments.

The most serious incidents are subject to more in-depth debriefs. This involves key staff coming together with other organisations who attended an incident to share lessons learned. There were good examples of this from wildfires the service attended during July 2018.

Staff fed back that the service's drones would have improved the incident commander's overall awareness at the incident. As a result, the drone is available at the incident commander's request and now has the capability to fly at night.

We were also encouraged to see that the programme the service has in place to ensure firefighter competence uses real learning from local and national incidents. It also holds seminars for staff where speakers use case studies taken from debriefs and give updates on changes to procedures.

Responding to national risks



Good

West Yorkshire Fire and Rescue Service is good at responding to national risks. But we found the following areas in which it needs to improve:

Areas for improvement

- The service should ensure it is well-prepared to form part of a multi-agency response to an incident and all relevant staff know how to apply Joint Emergency Services Interoperability Principles (JESIP).
- The service should ensure its operational staff have good access to relevant and up-to-date risk information. This should include cross-border risk information.

All fire and rescue services must be able to respond effectively to multi-agency and cross-border incidents. This means working with other fire and rescue services (known as intraoperability) and emergency services (known as interoperability).

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Preparedness

The service can demonstrate its ability to support neighbouring fire services at large incidents or to call on support from other services.

For example, during the summer of 2018, the service supported Lancashire and Greater Manchester to resolve wildfires alongside fire services from across the country. Similarly, over Easter 2019, the service successfully received and deployed resources from other services to extinguish wide area wildfires that had broken out in West Yorkshire.

Cross-border risk information that shows risks in neighbouring services is not available on the computers in each fire engine. As a result, crews rely on the control room of the service they are entering to verbally pass relevant risk information by radio.

It is positive that the service is using on-call staff from across the service efficiently by combining the staff from stations that would otherwise be individually unavailable. This ensures additional resources are available when they are most needed at large protracted incidents such as the wildfires referred to previously.

Working with other services

The service takes part in an exercise programme for cross-border risks, which includes the involvement of other services and partner agencies. Some crews have taken part in exercises to test procedures and see how well they work with other services. But we found these arrangements were more effective in some areas than others.

Robust training has taken place with other services and blue light partners to exercise the service's response to terrorist attacks.

The service works well with the other fire services in Yorkshire and Humberside to ensure they collaborate effectively. This includes ensuring that any planned changes to equipment and procedures maintain interoperability. A tri-service collaboration group of fire, police and ambulance services also focuses on interoperability.

As part of our inspection, we surveyed FRS staff to get their views of their service (please see Annex A for more details). Of the 169 firefighters or specialist support staff to respond, 45 percent stated that the service hadn't regularly trained or exercised with neighbouring fire and rescue services in the past 12 months.

Working with other agencies

The service is part of a multi-agency exercise programme co-ordinated by the LRF training and exercising group. The service invites other organisations and neighbouring services to join these exercises. For example, the service has taken part in a multi-agency, cross-border national flooding exercise.

Service learning from multi-agency exercises is taken to the LRF learning subgroup where outcomes are communicated to all partners.

The service has trained crews that are equipped to respond to terrorist attacks. They take part in regular multi-agency training and exercising. They also train with teams from neighbouring services. The service has given frontline crews more training and equipment to deal with blast injuries in response to the lessons learned from the Manchester Arena attack. This means initial responders can help save lives. We spoke to some non-specialist staff who were less confident in procedures.

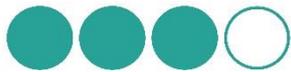
All officers attend regular [Joint Emergency Services Interoperability Principles](#) (JESIP) training sessions and the principles form a key part of operational command training. However, some of the initial incident commanders we spoke to during our inspection had little understanding of the JESIP.

JESIP principles are in place to help incident commanders from the blue light services work well together. The service should make sure all incident commanders know and understand them.

Efficiency



How efficient is the service at keeping people safe and secure?



Good

Summary

An efficient fire and rescue service will manage its budget and spend money properly and appropriately. It will align its resources to its risk. It should try to keep costs down without compromising public safety. Future budgets should be based on robust and realistic assumptions. West Yorkshire Fire and Rescue Service's overall efficiency is good.

The service understands its financial climate. And its plans are based on realistic scenario planning. It takes into account its reduced budget and has plans to make the savings needed. This includes a procurement officer that also works with South Yorkshire FRS. This officer is able to negotiate better contracts on behalf of both services.

West Yorkshire FRS is good at allocating resources to best meet demand.

The service works with many organisations, which is bringing financial and non-financial benefits. It has a tri-service collaboration team and it has revised how it manages this, which has improved efficiency. It also plans to make further improvements.

The service has business continuity plans, but these haven't yet been fully tested.

It generates income by sharing its stations with police and ambulance services. It plans to invest in better ICT equipment. This will make savings and improve efficiency.

Making best use of resources



Good

West Yorkshire Fire and Rescue Service is good at making best use of resources. But we found the following area in which it needs to improve:

Areas for improvement

- The service needs to prioritise testing business continuity plans.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

How plans support objectives

The service's financial plans are based on sound planning assumptions. They take into account changes to pay, government grant, council tax, inflation and pension funding arrangements. The [fire and rescue authority](#) is briefed on the main financial risks. It provides scrutiny and challenge through its oversight committee. The service has solid financial plans to 2021–22 (the extent of the current [IRMP](#)). In the period after this, the service has completed scenario planning. This identifies many options that could make savings.

The service's annual budget is £81.9m. It has a history of making savings, having saved £26.2m since 2010. These include a review of both non-pay and pay budgets, and changes to the way it provides operational fire cover. The service has planned savings of £2.4m. These have been included in the budget for 2019/20.

In the year to March 2018, the service had £18 million in earmarked [reserves](#) and £15.1 million in general reserves. These reserves support the medium-term financial plan. Earmarked reserves will fund the rebuilding and refurbishment of its 40 fire stations, headquarters and training centre. It will also be used to fund invest-to-save initiatives, including the procurement review and a more efficient operational crewing model. This will improve efficiency.

Financial and workforce plans make sure the service can continue to maintain the right level of operational response to manage the risks outlined in its IRMP. It is good at allocating its resources to meet the demands of the IRMP.

There was evidence of strong budget and workforce monitoring that has been put in place over the past 18 months. As mentioned before, the service is aware that it isn't as good at distributing its resources in protection. It has plans to address this.

Productivity and ways of working

The service manages performance at every level. Each area, including every station, has its own action plan. Called 'our local action plan', these flow from the service priorities, through the district priorities and then into the local station action plan. Staff were aware of what their action plans contained.

The service is introducing a revised operational crewing model. The aim is to use staff more productively. It expects to put this in place by September 2019. The service now has a system to help [watch](#) managers work more effectively. This involves them working independently of the watch, which frees up their time to deal with other work. Each watch manager handles two watches. This halves the number of managers needed at that level.

The alternative crewing model will mean that watch managers won't be assigned to a fire engine. Instead, they will drive to an incident separately, only if needed. This means they will be available at incidents that are complex enough to need their skills. During more simple incidents, they will be able to continue with priority work such as risk visits or planning for training.

Collaboration

The service has a tri-service collaboration team which meets monthly. Its tri-service board and steering group meet quarterly to assess activity and progress made.

The service works collaboratively, which brings financial efficiencies. West Yorkshire FRS now governs the tri-service collaboration board. It has streamlined business cases going for approval to make sure more vital work is approved quicker.

Every year, organisations working with the service meet to discuss options for the coming year. This includes the tri-service board. The service assesses whether the expected benefits from collaborative work have been realised. This includes financial benefits.

The service is looking into strategic fire collaborations, such as ICT. It has a procurement officer that also works with South Yorkshire FRS. This means procurement is timed so that the services can jointly let contracts for equipment and services.

Continuity arrangements

The service has business continuity plans to deal with losing essential functions, such as [mobilising](#) and ICT. But these plans haven't been fully tested. When we spoke to managers at fire stations, they didn't have a good understanding of what to do. They relied on being told by more senior managers.

The service has an arrangement with South Yorkshire FRS to take emergency 999 calls for each other in case of a business interruption. This provides full cover. Each service has a room fitted out in the same way as their operational control rooms at each other's premises. Each service will take calls on behalf of the other until the team can get to the temporary control room. This is tested regularly.

Making the fire and rescue service affordable now and in the future



Good

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Improving value for money

The service understands the financial climate in which it operates. And it has plans to make sure it remains sustainable in the future and deliver what is set out in its IRMP. It has shown that it has the flexibility to meet future financial challenges. There is evidence that important financial decisions it has made are linked to risk. The service is making credible decisions about financial plans.

It has invested reserves to improve efficiency and offer value for money. For example, it contracted the same procurement consultant as South Yorkshire FRS. This will improve joint procurement and better negotiate non-pay contractual arrangements. The service has also invested some of its reserves to reduce borrowing. The service's figures showed a saving of £203,000 a year.

The service has completed an asset condition survey to inform its estate strategy. It also has a fully funded fleet strategy. This is resourced through capital and revenue budgets. The service has used telematics (tracking) to track the use of its vehicles. This has enabled it to reduce the number of vehicles it has, saving £110,000 a year. More savings are expected in the insurance premium because the service can prove how vehicles are being driven.

In the year to 31 March 2018, the firefighter cost per head of population was £20.47. This compares with the England rate of £22.38.

West Yorkshire FRS has addressed historical high levels of underspend through better budget planning and monitoring arrangements. All budget-holders now receive a regular report showing actual spend against planned spend. This shows if budgets are over or underspent.

Budget-holders must report the reasons to the chief finance officer. By doing this, it is more aligned with the IRMP. And underspent budgets can be reallocated to priority work quickly. Managers and fire authority members are trained in financial management. They are briefed on the times where the financial impact would be significant.

The service has detailed procurement regulations. And it is reducing non-pay costs through better procurement, national frameworks and [benchmarking](#). For example, joint procurement of cutting equipment used at road traffic collisions.

Innovation

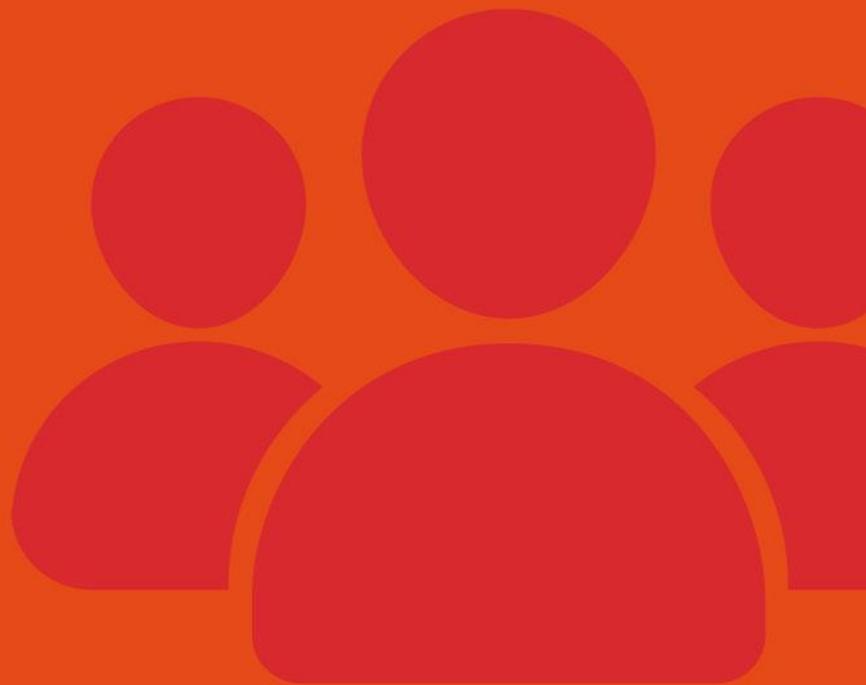
The service has an ICT programme which is managed by the strategic board. It plans to make savings in this area. For example, a new rostering system will allow staff to make changes in real-time to show their availability to work. This will give the service flexibility in how they use crews and make the central staffing team more efficient. This is expected to save £200,000 a year. The mobile working technology means staff can access systems when working in the community. This reduces duplication because they don't need to input data when returning to the fire station.

Future investment and working with others

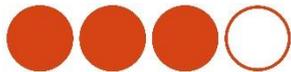
The service doesn't have a commercial trading arm. But it generates income by sharing its stations with other agencies, including the police and ambulance service. It has shared fire stations with police at Castleford, Pontefract, Slaithwaite and Killingbeck. It also shares eight of its stations with the ambulance service. Data supplied by the service shows it generated income of £600,000 through cost recovery schemes, including the charging of unwanted fire signals, [primary authority schemes](#) and the rental space on fire stations.

The service recognises that it has several outdated IT systems and that it needs to invest to make them fit for purpose. In some areas, the service is moving away from paper-based systems and is investing in better ICT.

People



How well does the service look after its people?



Good

Summary

A fire and rescue service that looks after its people should be able to provide an effective service to its community. It should offer a range of services to make its communities safer. This will include developing and maintaining a workforce that is professional, resilient, skilled, flexible and diverse. The service's leaders should be positive role models, and this should be reflected in the behaviour of the workforce. Overall, West Yorkshire Fire and Rescue Service is good at looking after its people.

It has recently introduced several new policies. While it is too early to assess their effectiveness, the senior leadership team is clearly committed to developing its workforce.

The service promotes health, safety and wellbeing. A range of initiatives supports wellbeing and staff talked positively about this. The service needs to raise awareness of the support that is available after traumatic incidents. It is good at looking after its staff's health and safety. It learns from accidents and makes changes when necessary.

The senior leadership team promote the behaviours it expects from staff well. But we were disappointed to find examples of people using inappropriate, gender-specific language.

The service understands its staffing needs. It is good at matching resources with demand.

It makes sure [safe and well visits](#) are done well. These are quality-checked regularly. And staff are given more support if needed. Inspections by the fire protection team are also quality assured.

West Yorkshire FRS makes sure staff competency levels are maintained through training.

It is working hard to improve the diversity of its workforce. This includes changing its recruitment process.

It has improved its personal development review (PDR) process. But the service needs to make sure all managers are trained in this area to avoid inconsistencies.

Promoting the right values and culture



Good

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Workforce wellbeing

The service has a culture of promoting health, safety and wellbeing at all levels. It has various wellbeing initiatives which staff are positive about, understand and use.

These include access to physiotherapy, mental health counselling and 'lunch and learn' drop-in sessions about mental health.

Managers are trained how to discuss concerns with staff, provide simple steps to manage issues and to signpost where to get more help.

There is a wellbeing fund to which staff can submit a business case for £500 towards projects to improve mental health. Examples included a wellbeing garden, yoga sessions and improving the working environment at an older station.

Trained welfare officers support people going through discipline, grievance or sickness providing an empathetic link between the individual and the organisation.

In response to feedback from staff, the service has improved the way it monitors the working patterns and demands of operational staff. It is also working with those staff to improve their wellbeing.

The service offers support to crews after traumatic incidents. It is the supervising manager's role to arrange this. There was evidence that these managers often called in to see if staff needed more support. But not everyone knew this was available. The service should address this.

Health and safety

The service monitors accidents to identify trends. The health and safety committee makes changes if necessary. An example of this is related to injuries caused by not warming up before exercising. As a result, physical training instructors now include warm-up and cool-down exercises. Data supplied by the service during fieldwork shows this approach has reduced injuries by 57 percent since their peak in 2009/10.

All managers are trained to manage their staff's health and safety. And the workforce is trained on its responsibilities. Operational staff must maintain this continuously.

Culture and values

Staff were very positive about the senior leadership team. They felt it promoted the service's behaviours well. The team visits fire stations and other areas of the organisation on a regular basis. But this wasn't always obvious in all departments. And we spoke to support staff who felt their line manager didn't uphold the service's values.

Since 2018, the service has changed its approach to leadership. This includes holding focus groups with staff to find out how well they feel they are led. This approach has identified that staff would like more freedom to manage at a local level, while being supported and coached by their leaders.

The organisation recently updated its corporate values. These five values reflect the expected behaviours for staff and managers and include advice on how to deal with unwanted behaviours.

During our visit, there was some evidence of staff using gender-exclusive language such as 'fireman'. This can suggest a culture that isn't fully inclusive. However, senior leaders are clearly committed to eradicating outdated language in the service.

Getting the right people with the right skills



Good

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Workforce planning

The service has a robust workforce planning process to understand its staffing need. The workforce plan identifies the difference between the skills required and those in place. The service tracks expected and unplanned departures. This helps it address workforce gaps and make succession plans. It also helps to identify training requirements for operational, leadership and managerial skills.

Managers regularly review the operational skills required against the existing skills of its workforce. This has helped assess whether there were enough staff available with the skills needed. For example, fire investigation and specialist hazardous materials advisers. Managers also review the impact of retirements and promotions on the number of people available with these skills.

The service moves staff to address shortfalls. We found examples of staff being moved to balance the number of firefighters with skills such as driving and aerial appliance operation if training staff locally wasn't possible.

Staff in critical areas are assessed centrally. This makes sure that they are suitably skilled.

There is an over-reliance on e-learning. Managers we spoke to didn't feel assured that staff fully understood all the information they had been given. The service should consider if it is the most effective tool.

Learning and improvement

The service is good at learning and improving. There was evidence of established systems for checking the quality of work. For example, it has an effective quality assurance programme for safe and well visits. Each district quality assures visits and associated paperwork. Feedback is given and themes identified. This approach is then used to help develop and improve the training programme for all frontline staff.

The service has quality assurance in place within the fire protection department. Team members perform random spot checks to make sure inspections meet the necessary standards. Officers check one or two inspections each month and discuss any issues with inspectors. The central team is improving consistency by providing guidance documents and using [National Fire Chiefs Council](#) guidance in communications.

Managers use a service-wide training plan to maintain staff skills. It is good at making sure individuals' skills are kept up to date by using an electronic system to record when staff have shown competence. This system has recently been updated. And while staff still find it hard to use, they are aware of its value.

Samples of calls handled by control room operators are quality assured regularly. Operators then get individual feedback and have the opportunity to reflect on how they could improve.

An assurance visit takes place at each station every year. District commanders spend a day with a [watch](#) to check that standards, processes and training are up to date and of a sufficient standard.

Ensuring fairness and promoting diversity



Good

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Seeking and acting on staff feedback

The service recently carried out a staff survey and was running another during our inspection. The results have been published, and the feedback is being addressed. For example, staff felt that decisions were made before they had the opportunity to give their feedback. As a result, when the service considered the best way to move watch managers on to a new duty system, it discussed it with the managers involved to get their views.

Senior managers are available to talk to staff at stations. Watch-based staff can give feedback to senior managers and feel listened to. But we found many on-call staff don't have regular face-to-face contact with station or group managers.

Of the 261 staff who responded to our staff survey, 15.7 percent reported feeling bullied or harassed and 14.5 percent feeling discriminated against at work in the past 12 months.

There was evidence that staff follow grievance processes, but supervisory managers haven't had training in handling grievances. A new development process for managers includes this training.

Following the last staff survey, feedback was that referring to them as green/grey book (non-operational or operational) was divisive. The service is deciding on the terms staff want to use.

Diversity

The service is improving diversity within its workforce. It is doing this by changing the recruitment processes to remove potential barriers. It also improved its recruitment campaign for [wholetime](#) staff. Changes include using 'champions' to work with black, Asian and minority ethnic (BAME) communities, and promoting female and BAME role models. The service ran 'boot camps' to encourage fitness training and 'keep in touch' days for under-represented groups. It attracted applications from diverse groups. But these didn't result in offers of employment. The service is reviewing its processes and improving how it works with diverse communities.

As at 31 March 2018, 4 percent of firefighters were from a BAME background. This compares with a BAME residential population of 18.2 percent. And 5 percent of firefighters were female.

The service plans to refurbish and improve facilities across the service. But these appear to be driven by the state of the existing properties. Providing suitable rest facilities for female firefighters hasn't been prioritised across the service.

There are four staff network groups. They report into the diversity and inclusion board. The groups are gender, disability and wellbeing, race and religion, and LGBT. The chairs of each network group attend the diversity and inclusion group to put forward staff views.

Managing performance and developing leaders



Good

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Managing performance

The service has recently redesigned its personal development review (PDR) process. As a result, it is less bureaucratic, and staff prefer this version. This new approach is being used well to address training needs.

As part of the PDR process staff complete a pro-forma. This includes their achievements within the service, values and behaviours, alongside supporting evidence.

They then have a review meeting with their manager who scores performance and sets objectives for the next year. Some managers said they hadn't had training in this. This meant there were inconsistencies throughout the service.

There were examples of managers supporting training after PDR meetings. For example, staff were encouraged to complete professional qualifications. These include the Chartered Institute of Personnel and Development and Chartered Institute of Procurement & Supply. But some staff didn't think this was relevant unless they were going for promotion.

Requests for a coach or mentor are now incorporated into the PDR. Until recently, mentoring support was informal. With the new PDR system, the learning and development team now know who has asked for mentoring support. The team can then match 12 mentors and 30 coaches to those who need them.

The service is working with Humberside, North Yorkshire and South Yorkshire FRSs to introduce mentors for female staff. The aim is to encourage women in the fire service to apply for more senior positions. The services have trained 38 people to act as mentors across the region for women. So far, 12 people have been identified to receive this support. And an exercise to identify mentors for them is underway.

There is no direct link between PDRs and training needs, as this needs to be done manually. But the service informed us that a new HR system, which incorporates a PDR module, will streamline this.

Developing leaders

The service has a well-publicised promotion process, which staff understand and which we found to be fair. Assessors are trained in unconscious bias and behavioural interviewing.

The service published a leadership development strategy in November 2018, but it is too early to assess its effectiveness. It is aimed at station managers or support staff equivalent. It has eight modules and leads to a CMI Level 5 Diploma in Management and Leadership. The plan is for eight groups of mixed operational and non-operational staff to take part until January 2021. It involves 360-degree feedback and self-assessment tools. Similar systems are in place for staff moving from firefighter to crew manager, and for aspiring watch managers.

The service recently introduced a new talent management policy. It is designed to support those with potential to be senior leaders of the future. But it is too early for us to judge its impact.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- Chartered Institute of Public Finance and Accountancy (CIPFA);
- our public perception survey;
- our inspection fieldwork; and
- data we collected directly from all 45 fire and rescue services (FRSs) in England.

Where we collected data directly from FRSs, we took reasonable steps to agree the design of the data collection with services and with other interested parties, such as the Home Office. This was primarily through our Technical Advisory Group, which brings together representatives from the fire sector and the Home Office to support the inspection's design and development, including data collection.

We give services several opportunities to validate the data we collect to make sure the evidence presented is accurate. For instance, we asked all services to:

- check the data they submitted to us via an online application;
- check the final data used in each service report; and
- correct any errors they identified.

We set out the source of Service in Numbers data below.

Methodology

Use of data in the reports and to form judgments

The data we cite in this report and use to form our judgments is the information that was available at the time of inspection. Due to the nature of data collection, there are often gaps between the timeframe the data covers, when it was collected, and when it becomes available to use.

If more recent data became available after inspection, showing a different trend or context, we have referred to this in the report. However, it was not used to form our judgments.

In a small number of cases, data available at the time of the inspection was later found to be incorrect. For example, a service might have identified an error in its original data return. When this is the case, we have corrected the data and used the more reliable data in the report.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use [ONS mid-2017 population estimates](#). At the time of inspection this was the most recent data available.

2018 survey of public perception of the fire and rescue service

We commissioned BMG to survey attitudes towards FRSs in June and July 2018. This consisted of 17,976 surveys across 44 local FRS areas. This survey didn't include the Isles of Scilly, due to its small population. Most interviews were conducted online, with online research panels.

However, a minority of the interviews (757) were conducted face-to-face with trained interviewers in respondents' homes. A small number of respondents were also interviewed online via postal invitations to the survey. These face-to-face interviews were specifically targeted at groups traditionally under-represented on online panels, and so ensure that survey respondents are as representative as possible of the total adult population of England. The sampling method used isn't a statistical random sample. The sample size in each service area was small, varying between 400 and 446 individuals. So any results provided are only an indication of satisfaction rather than an absolute.

[Survey findings are available on BMG's website.](#)

Staff survey

We conducted a staff survey open to all members of FRS workforces across England. We received 3,083 responses between 8 March and 9 August 2019 from across the 15 Tranche 3 services.

We view the staff survey as an important tool in understanding the views of staff who we may not have spoken to, for a variety of reasons, during fieldwork.

However, you should consider several points when interpreting the findings from the staff survey.

The results are not representative of the opinions and attitudes of a service's whole workforce. The survey was self-selecting, and the response rate ranged from 7 percent to 40 percent of a service's workforce. So any findings should be considered alongside the service's overall response rate, which is cited in the report.

To protect respondents' anonymity and allow completion on shared devices, it was not possible to limit responses to one per person. So it is possible that a single person could have completed the survey more than once.

Each service was provided with a unique access code to try to make sure that only those currently working in a service could complete the survey. However, it is possible that the survey and access code could have been shared and completed by people other than its intended respondents.

We have provided percentages when presenting the staff survey findings throughout the report. When a service has a low number of responses (less than 100), these figures should be treated with additional caution. Percentages may sum to more than 100 percent due to rounding.

Due to the limitations set out above, the results from the staff survey should only be used to provide an indicative measure of service performance.

Service in numbers

A dash in this graphic indicates that a service couldn't give data to us or the Home Office.

Perceived effectiveness of service

We took this data from the following question of the 2018 survey of public perceptions of the FRS:

How confident are you, if at all, that the fire and rescue service in your local area provides an effective service overall?

The figure provided is a sum of respondents who stated they were either 'very confident' or 'fairly confident'. Respondents could have also stated 'not very confident', 'not at all confident' or 'don't know'. The percentage of 'don't know' responses varied between services (ranging from 5 percent to 14 percent).

Due to its small residential population, we didn't include the Isles of Scilly in the survey.

Incidents attended per 1,000 population

We took this data from the Home Office fire statistics, '[Incidents attended by fire and rescue services in England, by incident type and fire and rescue authority](#)' for the period from 1 January 2018 to 31 December 2019.

Please consider the following points when interpreting outcomes from this data.

- There are seven worksheets in this file. The 'FIRE0102' worksheet shows the number of incidents attended by type of incident and fire and rescue authority (FRA) for each financial year. The 'FIRE0102 Quarterly' worksheet shows the number of incidents attended by type of incident and FRA for each quarter. The worksheet 'Data' provides the raw data for the two main data tables (from 2009/10). The 'Incidents chart - front page', 'Chart 1' and 'Chart 2' worksheets provide the data for the corresponding charts in the statistical commentary. The 'FRS geographical categories' worksheet shows how FRAs are categorised.
- Fire data, covering all incidents that FRSs attend, is collected by the Incident Recording System (IRS). For several reasons some records take longer than others for services to upload to the IRS. Totals are constantly being amended (by relatively small numbers).
- We took data for Service in Numbers from the August 2019 incident publication. So, figures may not directly match more recent publications due to data updates.

Home fire safety checks per 1,000 population

We took this data from the Home Office fire statistics, '[Home Fire Safety Checks carried out by fire and rescue services and partners, by fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Each FRS figure is based on the number of checks it carried out. It doesn't include checks carried out by partners.

Please consider the following points when interpreting outcomes from this data.

- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs before 1 April 2016 is excluded from this report.
- Figures for 'Fire Risk Checks carried out by Elderly (65+)', 'Fire Risk Checks carried out by Disabled' and 'Number of Fire Risk Checks carried out by Partners' don't include imputed figures because a lot of services can't supply these figures.
- The checks included in a home fire safety check can vary between services. You should consider this when making direct comparisons between services.
- Home fire safety checks may also be referred to as home fire risk checks or safe and well visits by services.
- After inspection, East Sussex FRS resubmitted data on its total number of home fire safety checks and the number of checks targeted at the elderly and disabled in the year to 31 March 2018. The latest data changes the percentage of checks that were targeted at the elderly (from 54.1 percent to 54.9 percent) and disabled (from 24.7 percent to 25.4 percent) in England. However, as noted above, in all reports we have used the original figures that were available at the time of inspection.

Fire safety audits per 100 known premises

Fire protection refers to FRSs' statutory role in ensuring public safety in the wider built environment. It involves auditing and, where necessary, enforcing regulatory compliance, primarily but not exclusively in respect of the provisions of the [Regulatory Reform \(Fire Safety\) Order 2005 \(FSO\)](#). The number of safety audits in Service in Numbers refers to the number of audits services carried out in known premises. According to the Home Office's definition, "premises known to FRAs are the FRA's knowledge, as far as possible, of all relevant premises; for the enforcing authority to establish a risk profile for premises in its area. These refer to all premises except single private dwellings".

We took this from the Home Office fire statistics, '[Fire safety audits carried out by fire and rescue services, by fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- Berkshire FRS didn't provide figures for premises known between 2014/15 and 2017/18.
- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs before 1 April 2016 is excluded from this report.

- Several FRAs report ‘Premises known to FRAs’ as estimates based on historical data.

Firefighter cost per person per year

We took the data used to calculate firefighter cost per person per year from the annual financial data returns that individual FRSs complete and submit to CIPFA, and [ONS mid-2017 population estimates](#).

You should consider this data alongside the proportion of firefighters who are wholetime and on-call.

Number of firefighters per 1,000 population, five-year change in workforce and percentage of wholetime firefighters

We took this data from the Home Office fire statistics, ‘[Total staff numbers \(full-time equivalent\) by role and by fire and rescue authority](#)’ as at 31 March 2018.

Table 1102a: Total staff numbers (FTE) by role and fire authority – Wholetime Firefighters and table 1102b: Total staff numbers (FTE) by role and fire authority – Retained Duty System are used to produce the total number of firefighters.

Please consider the following points when interpreting outcomes from this data.

- We calculate these figures using full-time equivalent (FTE) numbers. FTE is a metric that describes a workload unit. One FTE is equivalent to one full-time worker. But one FTE may also be made up of two or more part-time workers whose calculated hours equal that of a full-time worker. This differs from headcount, which is the actual number of the working population regardless if employees work full or part-time.
- Some totals may not aggregate due to rounding.
- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs before 1 April 2016 is excluded from this report.

Percentage of female firefighters and black, Asian and minority ethnic (BAME) firefighters

We took this data from the Home Office fire statistics, ‘[Staff headcount by gender, fire and rescue authority and role](#)’ and ‘[Staff headcount by ethnicity, fire and rescue authority and role](#)’ as at 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- We calculate BAME residential population data from ONS 2011 census data. This figure is calculated by dividing the BAME residential population by the total population.
- We calculate female residential population data from ONS mid-2017 population estimates.
- The percentage of BAME firefighters does not include those who opted not to disclose their ethnic origin. There are large variations between services in the number of firefighters who did not state their ethnic origin.

- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire FRSs before 1 April 2016 is excluded from this report.

Annex B – Fire and rescue authority governance

These are the different models of fire and rescue authority (FRA) governance in England. West Yorkshire Fire and Rescue Service is a metropolitan FRA.

Metropolitan FRA

The FRA covers a metropolitan (large urban) area. Each is governed by locally elected councillors appointed from the constituent councils in that area.

Combined FRA

The FRA covers more than one local authority area. Each is governed by locally elected councillors appointed from the constituent councils in that area.

County FRA

Some county councils are defined as FRAs, with responsibility for fire and rescue service provision in their area.

Unitary authorities

These combine the usually separate council powers and functions for non-metropolitan counties and non-metropolitan districts. In such counties, a separate fire authority runs the fire services. This is made up of councillors from the county council and unitary councils.

London

Day-to-day control of London's fire and rescue service is the responsibility of the London fire commissioner, accountable to the Mayor. A Greater London Authority committee and the Deputy Mayor for Fire scrutinise the commissioner's work. The Mayor may arrange for the Deputy Mayor to exercise his fire and rescue functions.

Mayoral Combined Authority

Only in Greater Manchester. The Combined Authority is responsible for fire and rescue functions but with those functions exercised by the elected Mayor. A fire and rescue committee supports the Mayor in exercising non-strategic fire and rescue functions. This committee is made up of members from the constituent councils.

Police, fire and crime commissioner FRA

The police, fire and rescue commissioner is solely responsible for the service provision of fire & rescue and police functions.

Isles of Scilly

The Council of the Isles of Scilly is the FRA for the Isles of Scilly.

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