



WEST YORKSHIRE **PREPARED**

YOUR SERVICES WORKING TOGETHER

WEST YORKSHIRE RESILIENCE FORUM



ANNUAL REPORT
2023/24

Contents

Foreword	3
Introduction & Partner Organisations	4
Ongoing Workstreams	5
Manchester Arena Inquiry Recommendations	
National Resilience Standards - Peer Review	
Innovation Projects	
Public-facing Website	
Regional Working Groups	
Joint Organisational Learning	
West Yorkshire Prepared Subgroup Activity	8
Risk and Capabilities Subgroup	
Interoperability Subgroup	
Training, Exercising and Development Subgroup	
Business Continuity Subgroup	
Mass Fatalities Subgroup	
Resources, Evacuation and Recovery Subgroup	
Severe Weather Subgroup	
Voluntary, Community and Faith Sector Organisations Subgroup	
Warning and Informing Subgroup	
Exercising and Incidents of Note	12



Foreword

The West Yorkshire Resilience Forum (WYRF) - also referred to as West Yorkshire Prepared - is led by three co-chairs drawn from the WYRF Strategic Group. It is with great pleasure the co-chairs present the West Yorkshire Resilience Forum Annual Report for 2023/24 which acknowledges the hard work, collaboration and achievements of the partnership over the previous twelve months.

Emergencies can have a huge impact on residents, communities and businesses and cause great distress through injury, loss of life, damage to property and people being forced out of their homes, as well as longer-term serious disruption to everyday normality. It is therefore vital that all organisations within the West Yorkshire Resilience Forum partnership are appropriately equipped to prepare for, respond to and support the recovery from incidents and emergencies across West Yorkshire.

The previous twelve months have been another exceptionally busy period for the West Yorkshire Resilience Forum. We have responded to a number of live operational incidents, whilst continuing to deliver a demanding multi-agency training and exercising schedule to ensure our responders are equipped to react to the range of risks our region faces. Continuous learning from these combined experiences ensures we have a coordinated partnership approach to managing critical incidents, with the safety of our neighbourhoods and communities remaining a core priority.

It is vital we are prepared and therefore, we need to understand the challenges facing us and identify and address any gaps in our capacity and capability to respond to them. The National Security Risk Assessment and our local risk registers ensure the partnership focuses on what really matters to the people of West Yorkshire and empowers us to deal with emergencies as they arise.

We would like to take the opportunity to thank all colleagues within the West Yorkshire Resilience Forum, the sub-group teams and the Secretariat for their continued hard work and commitment over the last year. We are sure 2024/25 will bring more challenges to test our resilience, but by working together, and in striving to achieve the highest standards for West Yorkshire, we will continue to serve our communities and provide them with the response they deserve.



Dave Walton

Deputy Chief Fire Officer
West Yorkshire Fire & Rescue Service



Mariana Pexton

Director of Strategy and Resources
Leeds City Council



Rob McCoubrey

Assistant Chief Constable
West Yorkshire Police

Introduction & Partner Organisations

West Yorkshire Prepared is the region's local resilience forum (LRF) and is a multi-agency partnership, working to identify, plan and prepare for major civil emergencies, to ensure the region is better prepared to cope with potential risks and able to recover following a major incident.

The LRF assesses the types of hazards that might affect West Yorkshire, puts plans in place to address different types of emergencies, delivers training and exercises to test the plans, ensures staff in all organisations are kept up to date and provides advice, information and assistance to the public, business community and voluntary organisations.

The organisations in West Yorkshire Prepared work collaboratively to ensure there is co-ordination, co-operation, and efficiency within the partnership, working together for the benefit of the communities they serve.

Partner Organisations of the West Yorkshire Resilience Forum

Category 1

organisations are at the core of the response to most emergencies.



Category 2

organisations provide support to Category 1 organisations when and where required during an emergency incident.



Cooperating Bodies



Over the past year, we have continued to strengthen our collaborative efforts within the wider West Yorkshire system, particularly involving the West Yorkshire Combined Authority (WYCA) and the West Yorkshire Integrated Care Board (WYICB). This partnership working has allowed us to share knowledge and experience, making best use of available resources within the region, to enhance the impact of our work and achieve shared goals. We remain committed to a system-wide approach in the future to ensure our efforts are not isolated but are part of a broader West Yorkshire strategy.

Ongoing Workstreams

Manchester Arena Inquiry Recommendations

The Manchester Arena Inquiry is a public inquiry, set up to investigate the deaths of the victims of the 2017 Manchester Arena terror attack. On 3 November 2022, [Volume 2](#) of the inquiry report was released and relates specifically to the response by emergency services. Following the publication of 149 recommendations identified in the Manchester Arena Inquiry Report, the West Yorkshire Resilience Forum established a multi-agency working group, to identify solutions and appropriate mitigation for these recommendations, and ensure these are fully embedded across the partnership.

To assist with monitoring the tasks allocated to organisations within the partnership, a recommendations tracker was established, which enables everyone involved to understand the priorities, ongoing workstreams, and recommendations which have been completed. This workstream has generated better working practices between the partner agencies of the West Yorkshire Resilience Forum and has improved interoperability (the ways in which we work together) and multi-agency coordination during the response phase of all incidents.

At the time of writing this report, 71 recommendations have been fully implemented and are therefore closed. All other recommendations are being progressed on either a local or national level.



National Resilience Standards - Peer Review

The Yorkshire and Humber Local Resilience Forums (Humber, North Yorkshire, South Yorkshire and West Yorkshire) are currently undergoing a process with regional colleagues and the Ministry of Housing, Communities and Local Government (our lead Government Department) to peer review against the [National Resilience Standards](#). These standards set out expectations of good and leading practice for Local Resilience Forums, which build on and complement statutory duties under the Civil Contingencies Act (2004) and other relevant legislation. They were originally developed with local emergency responders, so reflect a general consensus of 'what good looks like' and what LRFs should be looking to implement, achieve and be able to demonstrate. These standards cover fifteen work areas and provide assurance the West Yorkshire Resilience Forum is adequately prepared to respond to emergencies.



Public-facing Website

The West Yorkshire Resilience Forum's [public-facing website](#) has recently been updated to be more user-friendly, accessible and informative. The website provides essential advice and information for the general public, businesses and communities on the range of risks West Yorkshire faces - particularly those that link in with the West Yorkshire Community Risk Register - and how we can best prepare for them. The update of the website coincided with the development of the UK Government's new '[Prepare](#)' website, which provides simple and effective steps people can take to be more prepared for UK emergencies.

Innovation Projects

Each year, the Ministry of Housing, Communities and Local Government permits all 38 local resilience forums in England to make bids for funding to support a range of projects. The West Yorkshire Resilience Forum are participating in the following projects:

Building resilient local essential services for vulnerable people



Work is now underway on a joint North LRF innovation project (led by Cleveland LRF). The overarching aim of this project is to develop a guide for use by local resilience forums to enhance resilience for businesses that provide essential services to vulnerable people and is aligned to national vulnerable persons guidance.

Emergency Prepared and Ready Together



Progress is being made on a joint Yorkshire and Humber LRF innovation project (led by North Yorkshire LRF). The premise behind this scheme is to enable members of the public to communicate with a chat-bot style application to receive real time feedback and information on emergency preparedness around pre-identified themes; these include severe weather, power outages, pandemic, malicious attack, wildfires, and flooding. It is anticipated this project will go live in September 2024.

Cyber App



Work is progressing on a joint Yorkshire and Humber LRF innovation project (led by South Yorkshire LRF). Cyber remains a key risk for the Yorkshire and Humber region and as such, a Software Specification for a new Yorkshire and Humber Cyber tool has been developed. The tool will support all LRF partner organisations to assess the impact of a cyber incident in a consistent way and will link to national risk categorisations. The tool also aims to indicate where multi-agency engagement through an LRF may be of benefit.



Joint Organisational Learning

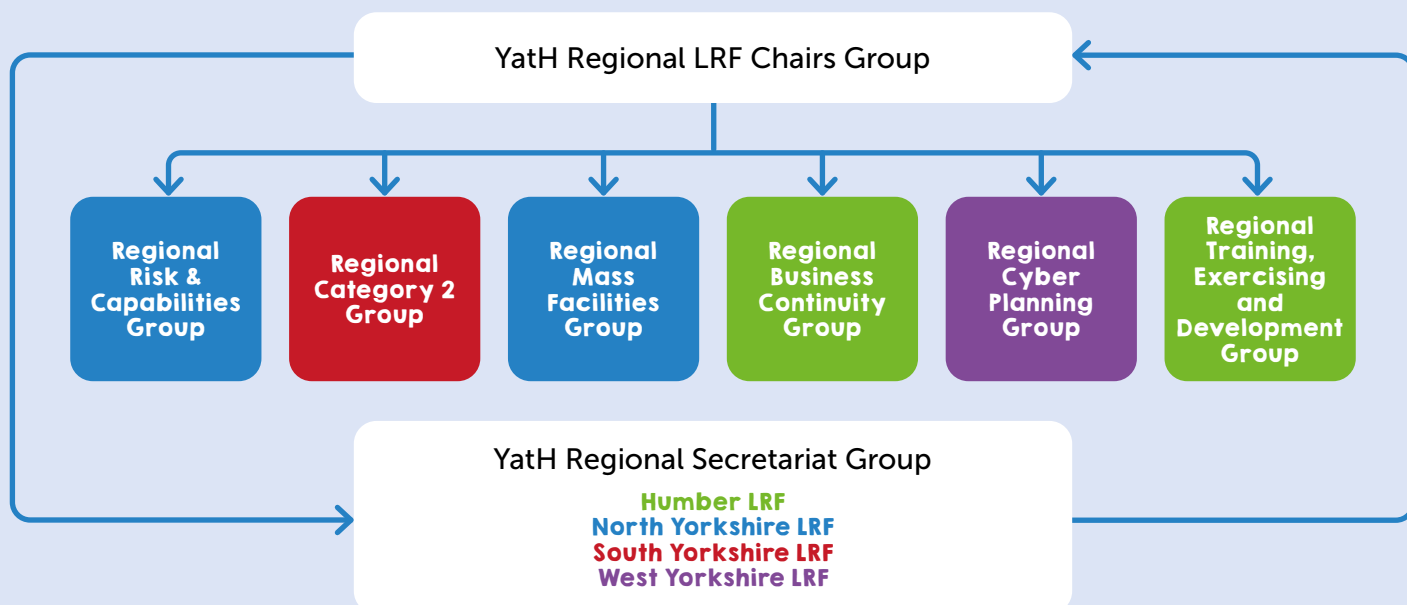
The West Yorkshire Resilience Forum has recently appointed a Training, Exercising and Development Support Officer. The purpose of this role is to promote and encourage a culture of joint organisational learning across the partnership. The post provides the local resilience forum with the opportunity to seek good practice and learning from across the United Kingdom, and to capture and share our own learning with other resilience forums nationally. We remain committed to monitoring national pilot schemes to ensure we stay prepared for the future.



Regional Working Groups

In the Yorkshire and Humber area, several working groups have been established on a regional basis to support workstreams that impact across the region, whilst also reducing demand for partners that cover multiple LRF areas. The groups also provide an opportunity to share good practice and encourage collaborative working, specifically around cross-border risks.

The chart below illustrates the current structure of regional subgroups, with the box colour indicating which LRF has responsibility for that subgroup.



West Yorkshire Prepared Subgroup Activity

West Yorkshire Resilience Forum has a number of sub-groups, which take responsibility for different areas of work. Each sub-group is required to produce plans and guidance relevant to their work area. The below summarises a selection of the activity currently being undertaken within each group.

Risk and Capabilities Subgroup

Subgroup Type:	Tactical
Chair:	West Yorkshire Fire & Rescue Service
Deputy Chair:	Leeds City Council

The aim of this subgroup is to identify, assess and prioritise risks that will enable the West Yorkshire Resilience Forum and associated groups to deliver appropriate programmes of work aimed at treating the risks originating from hazards and threats which may impact West Yorkshire.

In the previous twelve months, this subgroup has been actively reviewing the National Security Risk Assessment (released in 2022) and has begun to undertake comprehensive risk assessments against the key issues facing West Yorkshire. Discussions undertaken by this group include a quarterly review of the risks facing our partner organisations, upcoming industrial action and its likely impacts, and the recently introduced horizon scanning session which enables the forum to identify issues and challenges relating to risk.

Interoperability Subgroup

Subgroup Type:	Tactical
Chair:	West Yorkshire Fire & Rescue Service
Deputy Chair:	Yorkshire Ambulance Service

The aim of this subgroup is to ensure, where reasonably practicable, the West Yorkshire Resilience Forum is compliant with the [Civil Contingencies Act 2004](#). It also ensures the delivery of compatible and coherent systems, procedures and equipment to enable emergency responders to conduct large scale joint operations efficiently in response to an emergency or major incident and facilitates the return to normality with minimal disruption to services and community activities. In addition, this group is responsible for embedding the [Joint Emergency Services Interoperability Principles](#) (JESIP) within all partner agencies.

This subgroup has been responsible for overseeing the implementation of the Manchester Arena Inquiry recommendations, and a dedicated multi-agency working group has been established to support this workstream. Other work over the previous twelve-months includes the development of response plans, particularly for high-footfall sites, to support multi-agency response work as well as the collation and review of the capabilities of all our partner organisations, which enables a shared understanding of exactly what support is available from all responder organisations in West Yorkshire.





Training, Exercising and Development Subgroup

Subgroup Type:	Tactical
Chair:	West Yorkshire Fire & Rescue Service
Deputy Chair:	West Yorkshire Police

The aim of this subgroup is to ensure West Yorkshire Resilience Forum members are, through effective training, exercising and development programmes, competent and prepared to undertake their role at a Strategic, Tactical and Operational level to deal with risks, threats, incidents and events in an efficient and effective manner. This subgroup also ensures multi-agency plans are exercised at appropriate levels, providing feedback to LRF Partners and more widely, through debriefs and lessons learned, using Joint Organisational Learning (JOL) where appropriate.

The previous year has been a significantly busy period for training and exercising across the local resilience forum, with exercises covering topics such as Cyber, Failure of the National Electricity Transmission System, Terrorism, and Fuel Shortage. The focus for 2024/25 is Severe Weather, and in particular, heatwaves and wildfire.

Business Continuity Subgroup

Subgroup Type:	Operational
Chair:	Wakefield Council
Deputy Chair:	NHS West Yorkshire Integrated Care Board

The aim of this subgroup is to implement the National Resilience Standards for Business Continuity Management and fulfil the requirements of the Cabinet Office document [‘The role of Local Resilience Forums: A reference document’](#).

The main workstream for the business continuity subgroup has been in relation to the National Risk Register and particularly, the failure of the National Electricity Transmission System (NETS). The NETS transports electricity across Great Britain and a failure of this system may severely disrupt all other critical systems. A nationwide loss of power would result in secondary impacts across critical utilities networks (including mobile and internet telecommunications, water, sewage, fuel, and gas).

The West Yorkshire Resilience Forum held a workshop in early 2024 to begin to understand current preparedness levels in respect of water, food and fuel provisions, healthcare, telecommunications and supporting vulnerable persons. This risk was the focus on the annual strategic exercise in 2023 and, particularly, the recovery from this scenario.



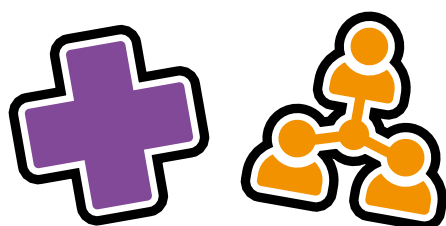
BUSINESSES ACROSS BRITAIN FACE A VARIETY OF POTENTIAL EMERGENCIES, SUCH AS CYBER-ATTACKS, FIRE, FLOODING, SEVERE WEATHER, CIVIL UNREST AND SEVERE ILLNESS.

Mass Fatalities Subgroup

Subgroup Type:	Operational
Chair:	Leeds City Council
Deputy Chair:	HM Coroner's Service

The aim of this subgroup is to ensure the West Yorkshire Resilience Forum has plans in place to respond to an incident involving a large number of unexpected deaths.

Activity over the last twelve months has included the continued development and maintenance of two separate multi-agency plans, one for Mass fatalities and the other, an Excess Deaths Response plan. The West Yorkshire Prepared Mass Fatalities Subgroup is also responsible for and maintains oversight of the development of Local Authority plans on this subject.



Resources, Evacuation and Recovery Subgroup

Subgroup Type:	Operational
Chair:	Kirklees Council
Deputy Chair:	City of Bradford Metropolitan District Council

The aim of this subgroup is to ensure there is an appropriate level of preparedness in relation to resources for managing emergencies, evacuation, and recovery within or affecting West Yorkshire.

In the previous twelve months, the West Yorkshire Resilience Forum has delivered a tactical-level exercise on fuel shortage which has informed the relevant plan review. Other plans reviewed in this period include the evacuation and shelter plan and the recovery and site clearance framework. The Resources, Evacuation and Recovery subgroup is also responsible for reviewing and implementing (where appropriate) the national guidance in relation to vulnerable persons.



SEVERE WEATHER IS ONE OF THE MAIN CAUSES OF DISRUPTION IN WEST YORKSHIRE. THERE ARE VARIOUS FORMS OF SEVERE WEATHER INCLUDING SNOW, ICE, HEAVY RAIN, HIGH WINDS, FOG AND HEATWAVES.

Severe Weather Subgroup

Subgroup Type:	Operational
Chair:	Kirklees Council
Deputy Chair:	Environment Agency

The aim of this subgroup is to propose a clear, integrated framework for all agencies involved in planning for, and responding to the consequences of severe weather (flooding, storms, snow, heatwave, etc.) and dam inundation incidents, for agreement by the West Yorkshire Resilience Forum.

The main focus within this subgroup remains the continued review and development of the West Yorkshire Severe Weather Plan. The plan has been streamlined in the previous twelve months and the activation triggers are now aligned with Met Office weather warnings. Discussions within the subgroup have turned to ensuring preparedness ahead of the summer and winter months and also the impacts of climate change on the region.

Voluntary, Community and Faith Sector Organisations Subgroup

Subgroup Type:	Operational
Chair:	Yorkshire 4x4 Response
Deputy Chair:	Wakefield Council

This subgroup provides a joint working platform for the county's emergency planning practitioners with voluntary sector partners. Its overall purpose is to support the work of the West Yorkshire Resilience Forum, to identify issues for consideration by the WYRF and/or the WYRF Management Group and to ensure their decisions are implemented.

Activity over the last twelve months has included presentations from Voluntary, Community and Faith sector (VCFS) partners to outline their response capabilities in the event of an incident, and updates have been made to the activation documentation to ensure the West Yorkshire Resilience Forum has the correct contact details should VCFS partners be required for an emergency response.

The West Yorkshire Resilience Forum is currently in the process of appointing a dedicated Community Resilience Officer post, which will support our communities in becoming more resilient to local emergencies, whilst building on existing good practice to extend principles of community resilience across West Yorkshire.

SUPPORTING THE WORK OF THE WEST YORKSHIRE RESILIENCE FORUM.



Warning and Informing Subgroup

Subgroup Type:	Operational
Chair:	West Yorkshire Resilience Forum (Communications and Projects Officer)
Deputy Chair:	Kirklees Council

The aim of this subgroup is to assist responding agencies in fulfilling the requirements of the Civil Contingencies Act 2004 in relation to communicating with the public through the media and any other available channels prior to, during and after an incident.

Similar to the Business Continuity subgroup, the Warning and Informing Subgroup held dedicated communications workshops in relation to the failure of the National Electricity Transmission System (NETS) risk and methods by which messaging can be shared. Other workstreams have included an increased involvement in multi-agency exercises to test the communications approach and undertaking a review of the communications and media plans owned by the LRF.



Exercising and Incidents of Note

Training and exercising are an essential part of the work undertaken by the West Yorkshire Resilience Forum to ensure all partners are trained appropriately and prepared for a wide range of emergency incidents that may occur in the region. The previous twelve-month period has been a busy one in terms of multi-agency exercising and responding to incidents. The below articulates a summary of each.

Incident: Major Gas Leak

Major Incident declared in Wakefield City Centre due to a major gas leak. Over 100 people were temporarily evacuated.



APRIL

2023



MAY

2023

Exercise York House 23

A multi-agency exercise (primarily involving the emergency services and Bradford Local Authority) to test the evacuation of a high-rise residential building and the transition to local authority rest centre.

Incident: 999 System Outage

As a result of a technical system failure, the 999 system suffered a significant outage with a range of consequences over an 8-hour period. A post-incident report with recommendations has since been released which is being worked through. In response to this incident, the West Yorkshire Resilience Forum has developed a multi-agency protocol that outlines the steps to be taken should this reoccur in the future.



A SOFTWARE BUG - RESULTED IN EMERGENCY CALLS NOT BEING CONNECTED.

JUNE

2023

Exercise Auxilium

A no-notice exercise with our Voluntary, Community and Faith Sector organisations to test the activation and response capabilities of these partners. This was a desk-based exercise that required VCFS organisations to highlight the number of personnel they would be able to provide to respond to a given scenario.



Gold Symposium

The Gold Symposium is an annual event aimed at strategic representatives from our partner organisations to provide them with a professional development input ahead of an annual strategic exercise. This year's focus was on Power Outage and Recovery, with a range of speakers providing insightful inputs on the subject.

Exercise Scary Movie

A multi-agency CBRN (Chemical, Biological, Radiological, and Nuclear) exercise that tested the blue light services and their ability to respond to this risk. This was a multi-stage, phased, live play exercise that took place at XSCAPE in Castleford.

Exercise Lumière

The annual strategic exercise for the partners of the West Yorkshire Resilience Forum; this exercise tested the recovery from a failure of the national electricity transmission system.



JULY
2023

Exercise Lucky Strike

A multi-agency COMAH (Control of Major Accident Hazards) tabletop exercise to test the response to an incident at a site in the Kirklees district.



SEPTEMBER
2023

Exercise Spring Ten

A live-play, multi-agency exercise focussing on a Marauding Terrorist Attack, involving the Yorkshire Ambulance Service, West Yorkshire Fire and Rescue Service, West Yorkshire Police, and the First Direct Arena in Leeds. The aim of the exercise was to fulfil the national requirement to assess partner agencies' joint working and operational capabilities in response to this type of scenario, testing and validating any associated plans, policies and procedures.

Exercise Alimentum

A tactical-level exercise that aimed to test and validate the West Yorkshire Resilience Forum Fuel Disruption plan and individual agency business continuity plans.

OCTOBER
2023

Incident: Unstable Structure (Crane)

As a result of high winds, a crane in Leeds City Centre became unstable with the potential for collapse. A radius of up to 150 metres was evacuated.

↑
NOVEMBER
2023



Risk and Capabilities Workshop

Following the release of the National Security Risk Assessment in 2022, the West Yorkshire Resilience Forum held a multi-agency workshop in respect of risk and capabilities to begin to discuss risk methodologies, and the allocation of risk assessments to the various subgroups.

DECEMBER
2023

Exercise High Noon

A multi-agency COMAH (Control of Major Accident Hazards) tabletop exercise to test the response to an incident at a site in the Calderdale district.



National Power Outage Workshop

Following the 2023 focus on the Failure of the National Electricity Transmission System (NETS), the West Yorkshire Resilience Forum held a multi-agency workshop to begin to determine the planning arrangements already in place by partners. The findings have been used to support the development of a West Yorkshire multi-agency plan which remains ongoing.

JANUARY
2024



Exercise Parthian Shot

A multi-agency COMAH (Control of Major Accident Hazards) tabletop exercise to test the response to an incident at a site in the Bradford district.

MARCH
2024



The West Yorkshire Resilience Forum has also maintained oversight and coordination on industrial action and protest activity over the previous twelve-month period.

Don't panic
PREPARE!



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westyorkshireprepared.org.uk