



South Yorkshire  
Fire & Rescue  
WORKING FOR A SAFER  
SOUTH YORKSHIRE



# Operational Plan 2013-2017



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## By the Chair of the Fire and Rescue Authority and the Chief Fire Officer



**Cllr. Jim Andrews**  
Chair of the Fire  
and Rescue Authority



**James Courtney**  
Chief Fire Officer  
and Chief Executive



The public of South Yorkshire is safer than ever before. The last few years have seen large reductions in accidental fires, deliberate fires, fire deaths and injuries, and other types of emergencies. This plan sets out how we aim to continue keeping the public of South Yorkshire safe in their homes, workplaces and on our roads.

South Yorkshire Fire and Rescue has had to make tough decisions in order to manage the challenge we face. Significant work was undertaken to review our Service Delivery, and in March 2012 the Fire Authority approved a number of changes to enable us to realise future savings. Whilst the changes implemented so far have enabled us to reduce our costs in line with our new budget, there are still significant financial challenges to come, which will necessitate further changes to the way in which we deliver our services.

Due to the public sector austerity programme, Government funding cuts have reduced our budget by around £10m from 2011-15. We also anticipate further cuts after 2015. We have done, and are continuing to do everything possible to make efficiencies in the 'back office' to protect the frontline as much as possible. To illustrate this, we produced a booklet, **["50 Ways We've Saved: Protecting The Frontline"](#)**.

Sir Ken Knight's report on Fire Service Efficiency published in May 2013<sup>1</sup> argued that the significant reduction in incident numbers nationally over the last 10 years has not been matched by a reduction in fire-fighter numbers, with a reduction of only 6% nationally during the same period. It suggests that Services could save money and become more efficient by the greater use of retained crews, new shift patterns and mergers of Fire and Rescue Services.

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<sup>1</sup> Facing the Future: Findings from the review of efficiencies and operations in fire and rescue authorities in England, Sir Ken Knight, May 2013. To view the report, please [click here](#).

In fact in South Yorkshire the number of incidents we attend has reduced by 52% between March 2002 and March 2012, and our fire-fighter numbers have reduced by almost 25%. We firmly believe that whilst we do need to become more efficient in the way we deliver our services, it is too simplistic to say that the reduction in incident numbers could be matched by a similar reduction in our resources and fire cover.

Sir Ken Knight's report highlights the continuing need to match resources to risk, and that approach hasn't changed since the Bain report was published in 2002. Fire and Rescue Authorities need to have a solid understanding of the risk in their area and make decisions based on that information, effectively prioritising and comparing risk. This remains the fundamental basis of our approach to making changes to service delivery that are necessitated by our reduced budget. Our 'Operational Plan' (or Integrated Risk Management Plan) re-iterates our commitment to attending life risk incidents as quickly and as safely as we can, and reflects the public's desire for us to report our performance against a 6 minute attendance time to life threatening house fires. We share the public's concern that the significant performance achievements we have attained in past years may no longer be sustainable in light of these cuts, and anticipate that, combined with the economic situation and difficulties facing our communities, an increase in incidents such as anti-social behaviour fires and dwelling fires may result.

In light of this it is more important than ever that our prevention and protection work is the foundation of our activity, to stop fires and other emergencies from occurring in the first place.

Finally, we would reassure you that we will continue to respond effectively to emergencies when we are needed. We will need to use the money available to us to target our resources in the areas of greatest risk, and work hard to prevent emergencies from happening in the first place. But we remain absolutely committed to providing our communities with a first-class Fire and Rescue Service.

# Introduction

This is South Yorkshire Fire and Rescue's Operational Plan 2013 to 2017, and it is our Integrated Risk Management Plan (IRMP). The Operational Plan sits below our Strategic Plan - 2013 to 2017.

The Operational Plan will be reviewed and refreshed on an annual basis.

To obtain the full picture of our priorities for 2013 to 2017, this Operational Plan should be read in conjunction with our [Strategic Plan](#) and our [Community Fire Risk Model](#).

## Our Vision, Values and Priorities

Our Vision and Values are core to our performance framework, along with our Priorities for the Service.

### Our Vision

*'Working for a Safer South Yorkshire'*

### Our Values



South Yorkshire Fire & Rescue

We have now adopted a set of core organisational values depicted by the acronym PRIDE.

These complement our Priorities, shown on the following page, and have been informed by consultation feedback and discussions with a variety of staff groups. The staff groups produced a list of suggestions, which were distilled down to just five, which we believe capture the essence of our values.

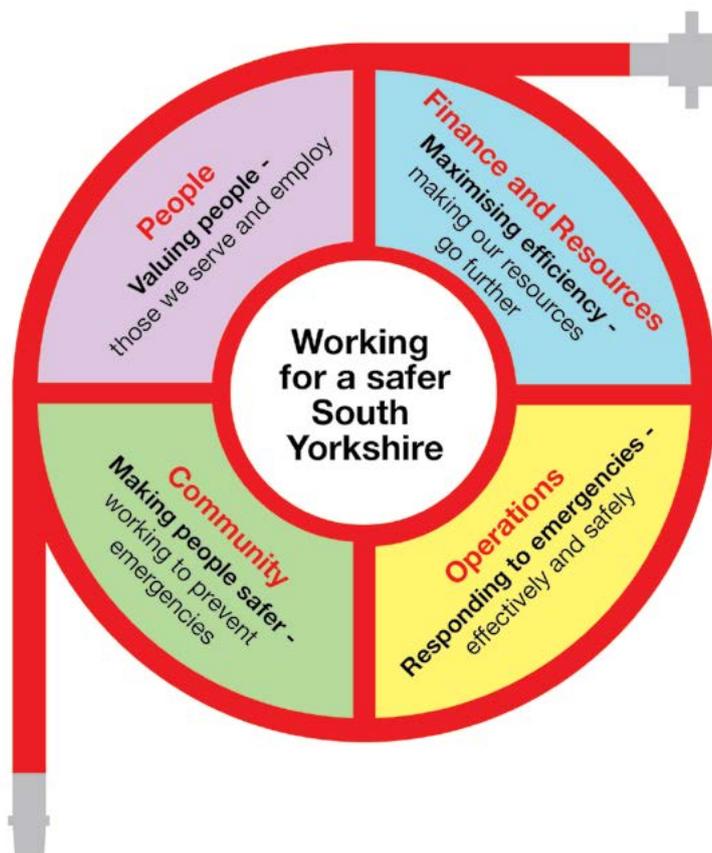
#### Our new values are:

- Professional
- Reliable
- Inclusive
- Dedicated
- Efficient

Each member of staff plays a vital role in valuing people and ensuring our workplace is inclusive.

In 2012 we undertook a staff survey, and as part of our commitment to ensuring that we address the issues raised, we developed a 'common purpose' so that all staff within the organisation work together to produce positive changes in the workplace culture.

## Our Priorities



**The hose reel logo (left) shows our four priority areas.**

Our priorities were developed following consultation with staff and the public over the summer of 2010, along with input from officers and Elected Members.

These priorities continue to form the core of both our Strategic Plan and our Operational Plan for 2013 to 17, and provide the framework by which we manage the Service, through business planning, performance management, measurement of outcomes and evaluation.

Our priorities are widely publicised and regularly reinforced within the Service. This ensures that all members of staff are aware of them and are able to take individual responsibility for their own contribution to the range and quality of the services that we provide, regardless of the specific role that they perform.

**It is important that the reader understands that the full picture of our priorities and vision for 2017 is gained by reading the following suite of documents:**

[Strategic Plan 2013-17](#)

[Operational Plan 2013-17](#)

[Community Profile 2013](#)

[Diversity in the Community Handbook](#)

[Community Fire Risk Model 2013](#)



# Our Priorities for 2013-17

Within this Plan we have identified areas of future development and key priorities/actions which we will undertake during the life of the plan. These reflect the analysis we have undertaken based on current and future risks and future resource requirements. The detailed actions are contained within the Action Plan in the Appendix.

## 1. Improved Community Risk Analysis and Targeting

We will further develop our Community Fire Risk Model to incorporate evaluation of our prevention activity in reducing risk, and review the process regularly. We will use the model to target our Community Fire Safety resources, and use our resources where they have the most impact.

We will develop a Non-Domestic (Commercial) Property Risk Model to provide predictive risk information for Technical Fire Safety to target their resources in the area of inspections, and to re-evaluate risk taking into account new risk information. This will also incorporate evaluation of the effectiveness of our inspections on reducing risk.

We will continue to work with partner agencies and seek to further to improve data sharing in order to target our interventions on the most vulnerable in society.

## 2. Increased Community Involvement

We will work with our Communities more closely in reducing risk in areas of greatest need through the use of the 'Stronger Safer Communities Reserve', which provides £2 million of funds to support agencies and community partners in the delivery of projects that support our community safety objectives and priorities.

We will continue to develop our approach to inclusion by ensuring that it is integrated into all aspects of how we deliver our services, and better understand our communities and the risks they face.

## 3. Review our Operational Response

We will continue to review and monitor our operational resources to ensure we have the right equipment and appliances to meet the changing risks in South Yorkshire, taking into consideration future local developments such as managed motorways and the High Speed Rail Network.

We will produce South Yorkshire Fire and Rescue Critical Attendance Standards (CAST) which will look to define appliance resource requirements for all standard incidents.

We will continue to work with our partners through the Joint Emergency Services Interoperability Programme (JESIP) to improve the ways in which we respond to major and complex incidents, feeding into regional and national policy direction.

## 4. Explore Opportunities to Expand our Services

We will consider how the provision of specialist teams to respond to incidents can be best achieved, either through training our own staff in these skills, or using external teams of people who have the experience, knowledge and equipment to do the job on our behalf. This will include considering opportunities for expanding the services we currently provide and look at areas such as:

- **Co-responding/ medical service provision.**
- **Marauding Terrorist Firearms Attacks (MTFA)**

## 5. Development of our Training Strategy

We will develop our training strategy and policy in line with our IRMP and identified risks, and reinforce our desire to ensure that training be as realistic as possible.

We will review our training in light of operational learning from incidents that other Services attend, including consideration of training in confined spaces, at specific times of day or night, in heat and smoke, working at height, on water and any other realistic reflection of operational incidents.

## 6. Service and Efficiency Review

We will review our internal structures to identify more efficient ways to provide frontline services, whilst aiming to maintain the same level of stations and rescue pumps we committed to in March 2012. **This will include:**

- a. A review of Work Patterns**
- b. A review of our business processes**
- c. Continuing to identify efficiencies in non-pay budgets.**

We will consider shared service opportunities in areas that support our frontline services.

## 7. Effective Performance Management

We will review our emergency call management performance systems to ensure that we accurately capture and report our call handling performance following the implementation of the new Control system software, in collaboration with West Yorkshire FRS.

We will review our approach to benchmarking our performance against others within the Fire Sector, to ensure we are comparing ourselves to 'like' Services, to inform how well we are performing against a number of key indicators. This will include identifying appropriate tools and resources to achieve this, for example exploring the benefits of the new Local Government Association online 'LG Inform Tool' for public sector benchmarking.

# Our Area - South Yorkshire

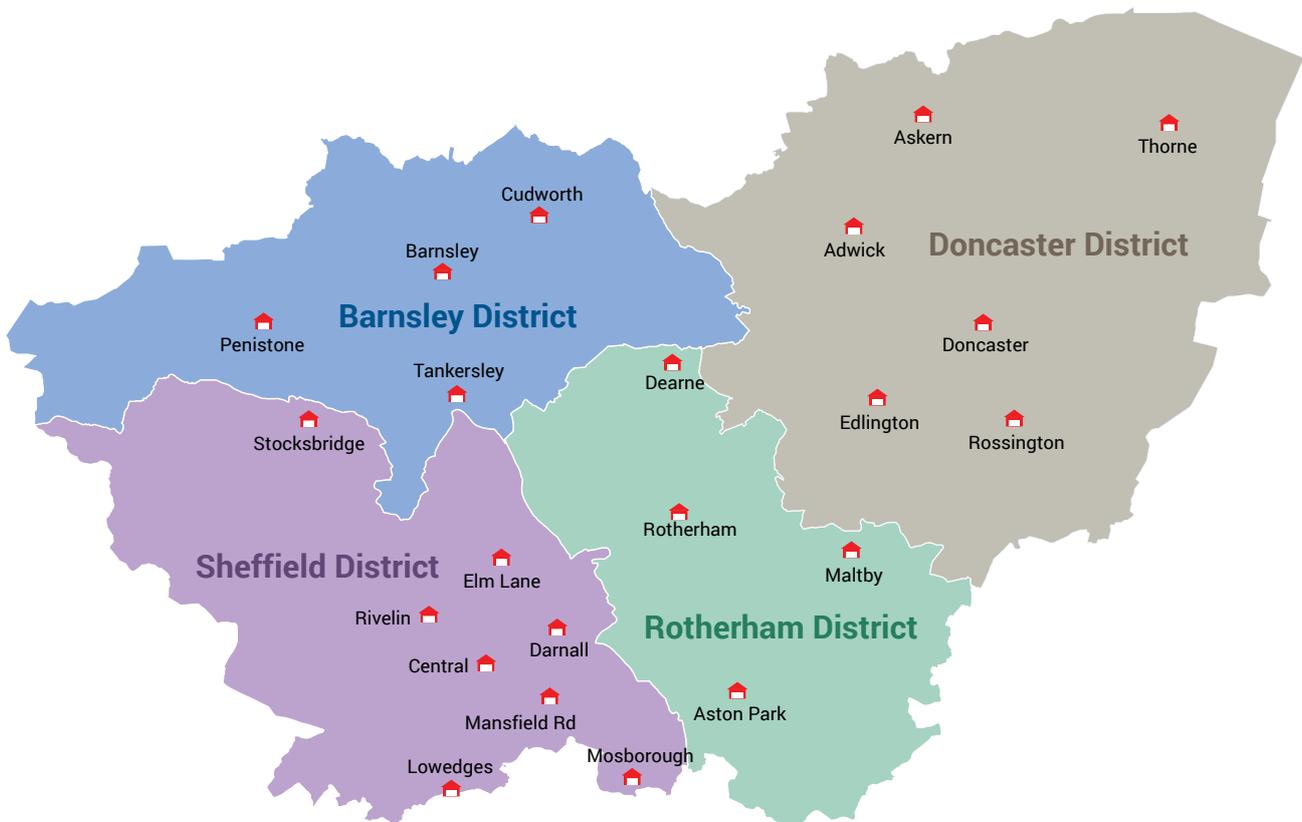
South Yorkshire Fire and Rescue Service serves 1,352,144 people<sup>2</sup> in 590,488 households<sup>3</sup> across Barnsley, Doncaster, Rotherham and Sheffield in an area of 599 square miles that is geographically, historically, socio economically, culturally and ethnically diverse. Its urban landscapes include listed buildings, Universities, major hospitals, sports stadia, shopping outlets, railway stations, airports, the M1, M18, M180, A1M and A1 trunk road.

South Yorkshire is twice as densely populated as the England average – there are 8.7 people per hectare in our region compared to 4.1 people per hectare in England. Doncaster is the least densely populated, covering large rural areas to the North East of our County. In recent years areas of South Yorkshire have undergone regeneration, where there once were coalfields and steel works.

Meadowhall Shopping centre was developed on the site of the old Hadfield steel works. The 1.5 million square foot shopping centre is between Sheffield and Rotherham next to the M1 at Tinsley. It has its own tram terminus, railway and bus station. A new railway station is planned there as part of the Government's High Speed Two (HS2) network.

Other coal mines have been developed to become open space recreational areas, such as Rother Valley Country Park, Centenary Riverside nature reserve, Potteric Carr nature reserve and the Old Moor wetland centre.

**The area we cover and the location of our fire stations is shown on the map:**



2 Source – ONS 2012 Mid Year Population Estimates

3 Source – CIPFA 2013-14 Council Tax Statistics - Data taken from Local Authority Council Tax Survey returns in October 2012

## Sheffield (population 557,382)

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### Key Facts:

- Households: 239,083
- Area of 142 square miles
- M1 Motorway
- Fourth-largest city in England
- Major sporting venues including English Institute of Sport
- Major universities
- Meadowhall Shopping Centre

For more details on Sheffield visit the Council website at: [www.sheffield.gov.uk](http://www.sheffield.gov.uk)

## Rotherham (population 258,352)

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### Key Facts:

- Households: 113,488
- Area of 110 square miles
- M1 Motorway
- Parkgate Shopping Centre
- Magna Science Adventure

For more details on Rotherham visit the Council website at: [www.rotherham.gov.uk](http://www.rotherham.gov.uk)

## Doncaster (population 302,739)

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### Key Facts:

- Households: 131,556
- Area of 219 square miles
- M18 Motorway and A1(M)
- Robin Hood Airport
- Frenchgate Shopping Centre
- Doncaster Racecourse
- The Dome Leisure Centre

For more details on Doncaster visit the Council website at: [www.doncaster.gov.uk](http://www.doncaster.gov.uk)

## Barnsley (population 233,671)

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### Key Facts:

- Households: 106,361
- Area of 127 square miles
- M1 Motorway, Dearne Valley Parkway (A630)
- Alhambra Shopping Centre
- Barnsley Civic Centre

For more details on Barnsley visit the Council website at: [www.barnsley.gov.uk](http://www.barnsley.gov.uk)

South Yorkshire Fire and Rescue (SYFR) provides emergency services to the whole of South Yorkshire, which covers an area of approximately 599 square miles. Within the area there are 590,488 domestic dwellings<sup>4</sup> and 39,318 commercial properties<sup>5</sup>.

South Yorkshire has over 70 miles of motorway and 350 miles of A Class roads.

Major rivers which cross the area are the Dearne, Rother and Don. The hilly geography in Sheffield means that rain rapidly runs off the high ground, swelling rivers and leading to flash flooding. In the east of the county, the topography is very flat with many water courses and irrigation systems, which can again lead to flooding and large areas of standing floodwater. In June 2007 South Yorkshire was subject to major flooding. Toll Bar in Doncaster was particularly badly hit and the dam at Ulley Reservoir in Rotherham came close to being breached, which would have threatened the M1 motorway.

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4 Source – CIPFA 2013-14 Council Tax Statistics – Data taken from Local Authority Council Tax Survey returns in October 2012

5 Source – Non-domestic properties, 2012 CIPFA Statistics

# Deprivation / IMD

South Yorkshire is one of the least prosperous areas in the UK and Western Europe, and has a number of the most deprived areas in the country.

It is recognised that there is a correlation between deprivation and the incidence of fire. Poorer areas tend to have a greater risk of fire-related incidents, and these are more likely to result in deaths or injuries than more affluent and prosperous areas.

The Index of Multiple Deprivation (IMD) is a widely used indicator for calculating government and other grant funding. It shows how all areas in England compare in terms of levels of deprivation. Thirty-eight separate indicators are used across seven domains: Income, Employment, Health and Disability, Education Skills and Training, Barriers to Housing and Other Services, Crime and Living Environment. The index is re-calculated every three years.

**The IMD scores for the four Local Authority areas of South Yorkshire are as follows:**

**Sheffield** 27.39

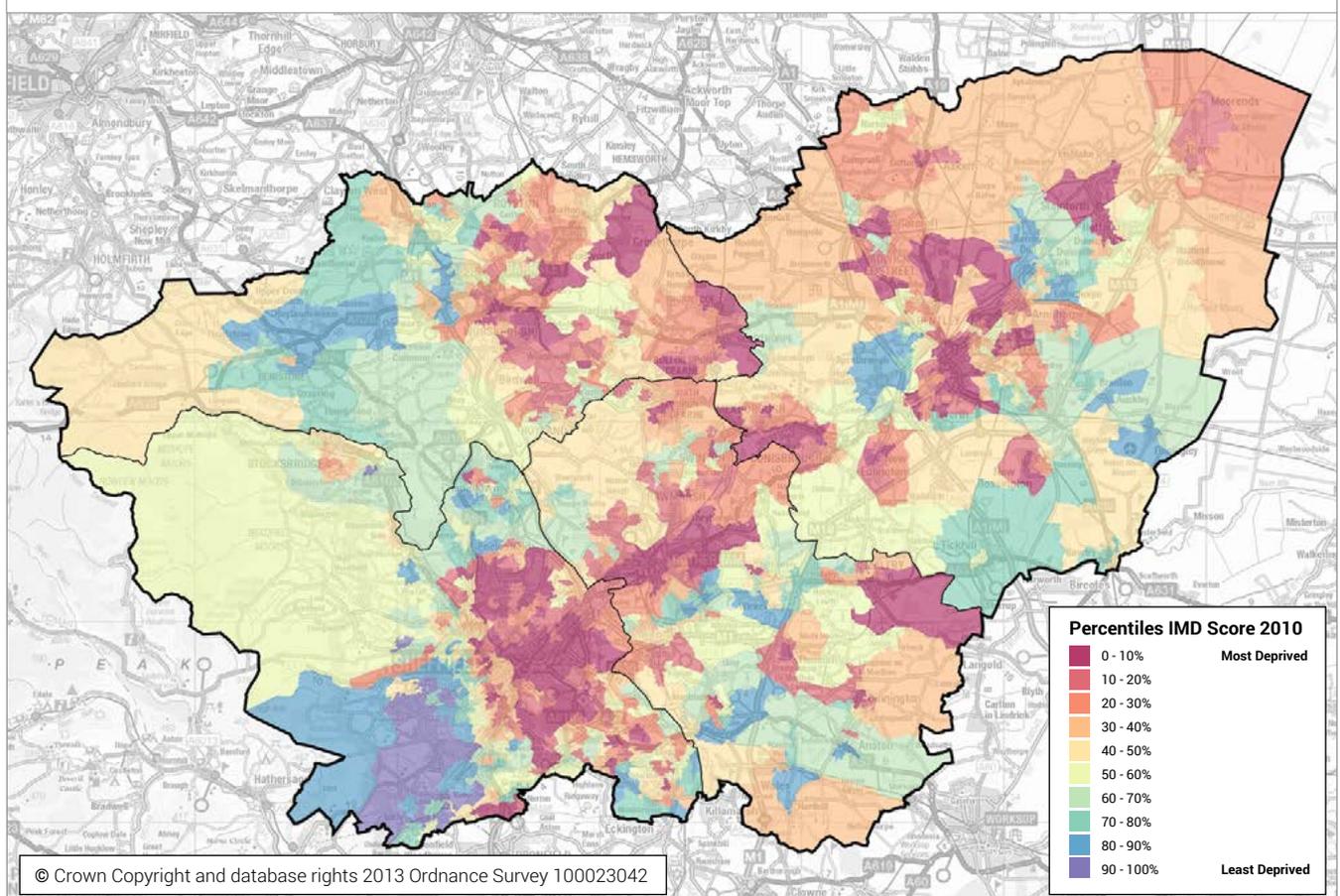
**Doncaster** 29.76

**Rotherham** 28.12

**Barnsley** 28.55

The national average IMD score is 21.7.  
The higher the IMD score, the greater the level of deprivation.

## South Yorkshire LSOAs by 2010 Indices of Multiple Deprivation (IMD)



**The map above gives the latest picture of deprivation in South Yorkshire – all of our data is subject to review as new data is made available.**

The data for deprivation is shown by areas known as Lower Super Output Areas (LSOAs) – these are basically groupings of approximately 1,500 people. In terms of the area that they cover, they are physically bigger in rural areas and far smaller in city centres – this is due to the difference in population densities.

In South Yorkshire there are 171 LSOAs ranked in the bottom 10% of those most deprived in England. South Yorkshire has five of the LSOAs in the 1% most deprived areas in England. Of the 326 local authorities in England, Doncaster is the 39th most deprived, with Barnsley 47th; Rotherham 53rd; and Sheffield 56th.

## Heritage and Culture

There are a number of historic properties within South Yorkshire, including: Brodsworth Hall and Gardens, Roche Abbey, Conisbrough Castle, Cannon Hall, Monk Bretton Priory, Wentworth Woodhouse and Wentworth Castle.

Other attractions include: Magna Science Adventure, (Rotherham), Meadowhall Shopping Centre, Weston Park Museum, the Botanical Gardens, the Lyceum and Crucible Theatres (Sheffield), Doncaster Racecourse, the Dome Leisure Centre (Doncaster), Elsecar Heritage Centre, and the Civic Centre (Barnsley).

There are two universities in Sheffield, the University of Sheffield and Sheffield Hallam University. These combined bring 45,000 students to the city every year, from all over the world.

## Sporting Venues

There are five major football stadia within South Yorkshire, these are: Bramall Lane, Hillsborough, Keepmoat, Oakwell and New York. Other significant sporting venues include: Doncaster Racecourse, Ponds Forge International Sports Centre, the Motorpoint Arena, the Crucible, and the English Institute of Sport.

## Community Analysis

We have undertaken detailed analysis of a range of data sources in the past 12 months to increase our understanding of our local communities, and the risks that are present to different groups of people in different areas within the County. Our **Community Profile** draws on the Census 2011 data and other sources to build up a picture of South Yorkshire and its districts.

This document is supplemented by a **Diversity in the Community Handbook**, which is designed to assist staff in their day to day work in the community and understand cultural diversity, communication with different groups, potential risk factors, and considerations during emergency incidents. The handbook profiles different ethnic and minority groups, religions, and vulnerable groups. Each station has its own local handbook, based on the known make-up of its communities.



# Financial Challenge / Context

Like many other public sector bodies the Fire and Rescue Service (FRS) has to make substantial cuts to its budget over the next four years. The Government's Spending Review has meant that SYFR faces a net reduction in its budget of £12.2m by 2016/17 compared to 2010/11.

We have already generated savings of £7 million; however, if we do not take further action to reduce our costs, we will face a likely funding gap of £5.2 million in 2016/17. **This equates to a 20% cut in budgetary position compared to 2010/11.**

To achieve this level of saving, there is an expectation that the FRS will further modernise, increase efficiency and deliver workforce reform. The Government has acknowledged the unique nature of fire and rescue in terms of how it is resourced to match risk not just levels of activity, and 'back loaded' the budget cuts to allow more time for the Service to adjust.

Since the funding cuts were announced in 2010, we have been doing everything that should be expected of us in trying to share services with others, collaborating to save time and money, and stopping spending where it is not needed. We believe that we have actually improved some aspects of our service to the community whilst making savings.

In March 2013 we published "[\*\*50 Ways We've Saved: Protecting the Frontline\*\*](#)" on our website.

However we must acknowledge that significant changes will be required to meet the budget shortfall, which must be taken into consideration as we plan ahead to 2017 and beyond.

# Integrated Risk Management Planning

## What is Integrated Risk Management Planning, and why do we do it?

Integrated risk management planning plays a key role in identifying, assessing and mitigating the risks we face.

*“Each fire and rescue authority must produce an integrated risk management plan that identifies and assesses all foreseeable fire and rescue related risks that could affect its community, including those of a cross-border, multi-authority and/or national nature. The plan must have regard to the Community Risk Registers produced by Local Resilience Forums and any other local risk analyses as appropriate.”*

**Fire and Rescue National Framework for England (published July 2012)**

The integrated risk management plan requirements are listed in the Annex to the [National Framework document](#).

To achieve what is being asked of us by the Government we identify, analyse and prioritise the existing and potential risks within South Yorkshire.

We also have to stay connected with what is happening at a national level, as this also may impact on the communities of South Yorkshire.

We record and analyse the number, type, geographical location and time of day of all our incidents in recent years (fires, road traffic collisions, other special services e.g. flooding, water rescue, rescue from height, and other assistance to the public or other agencies). By doing this we can understand what type and number of resources we need to provide. We can also establish in which areas and at what times (of the day, week, month or year) they will be required.

While risk to property, infrastructure, the environment and our heritage are of significant importance in the work we do – it is risk to life that is given our highest priority.

So “Integrated Risk Management Planning” is just a way of saying that we look at all the risks that we face, or may face, all together instead of one at a time.

This ensures that we are giving the right level of service - in terms of Preventing Emergencies, Protecting from Emergencies or Responding to Emergencies.

Looking at all these current and future risks together enables us to do the right thing, in the right place, at the right time, and continuous monitoring and evaluation ensures that we continue to do this.

# How do we balance Finance and Risk?

South Yorkshire Fire and Rescue is a publicly funded organisation responsible for the safety and protection of the people and communities of South Yorkshire.

We work to **Prevent** emergencies happening in the first place; to **Protect** people when emergencies do happen, and to **Respond** to the call for help when the public need us.

We are all aware of the reductions in public sector finances; and everyone knows that we are being given less money to protect a growing and changing population. This is happening when new and changing risks are appearing all the time.

Even before the current cuts to public sector funding, we would have argued that we were one of the leanest, most value for money Fire and Rescue Services. South Yorkshire Fire and Rescue Service has always taken its role as a publicly funded body seriously. We have always closely monitored the public money we have been given, looking for ways to be more efficient and trying to adjust our service to the changing population and risk profiles in South Yorkshire.

The next three years will be extremely challenging and we will have to make some significant changes to the way we work. What we will not change is our commitment to protecting the public and saving lives. We are using the analytical techniques from our IRMP to look at demand for our services from the public and to ensure that, despite the cuts to our funding, we will continue to meet that demand.

We will explore different ways of making our internal structures more efficient in the provision of the frontline rescue pumps that the public rely upon. We will do this by reviewing work patterns, looking to share services, challenging the way we carry out our business, and ensuring that all the things that go into providing fire cover for the public are as efficient as they can be.

We will do as much as we can to avoid any cuts to the number of fire stations and rescue pumps.

We must acknowledge that once we have achieved this level of efficiency in providing fire cover – then any further cuts in funding will clearly have an impact on the service to the public.

This Operational Plan balances the service we provide with the funding we have been allocated and the risks that we face. It will ensure the continuing safety of the communities of South Yorkshire.

Our aim is to maintain our excellent levels of performance in the face of mounting public sector financial pressure. Whilst we will nevertheless try to improve on everything that we do, we need to face the reality that we will not be able to commit to improvements – knowing that it will be a major achievement just to stand still in terms of performance given the cuts in finance that we are facing.

*“In 2012 we decided to restructure the service so that we had 21 fire stations and 27 rescue pumps. Despite severe additional cuts, our aim is to still have that same number in 2017. We have no plans to close any more stations or remove any further rescue pumps in the lifetime of this plan.”*

**Jim Andrews,**  
Chair of the Fire and Rescue Authority

A close-up, rear view of a firefighter's dark grey or black jacket. The jacket features two vertical reflective yellow and silver stripes on each shoulder. The word "FIRE" is prominently displayed across the upper back in large, bold, reflective yellow letters with a white outline. The jacket has a high collar with a dark strap. In the blurred background, the face of another person is partially visible.

**FIRE**

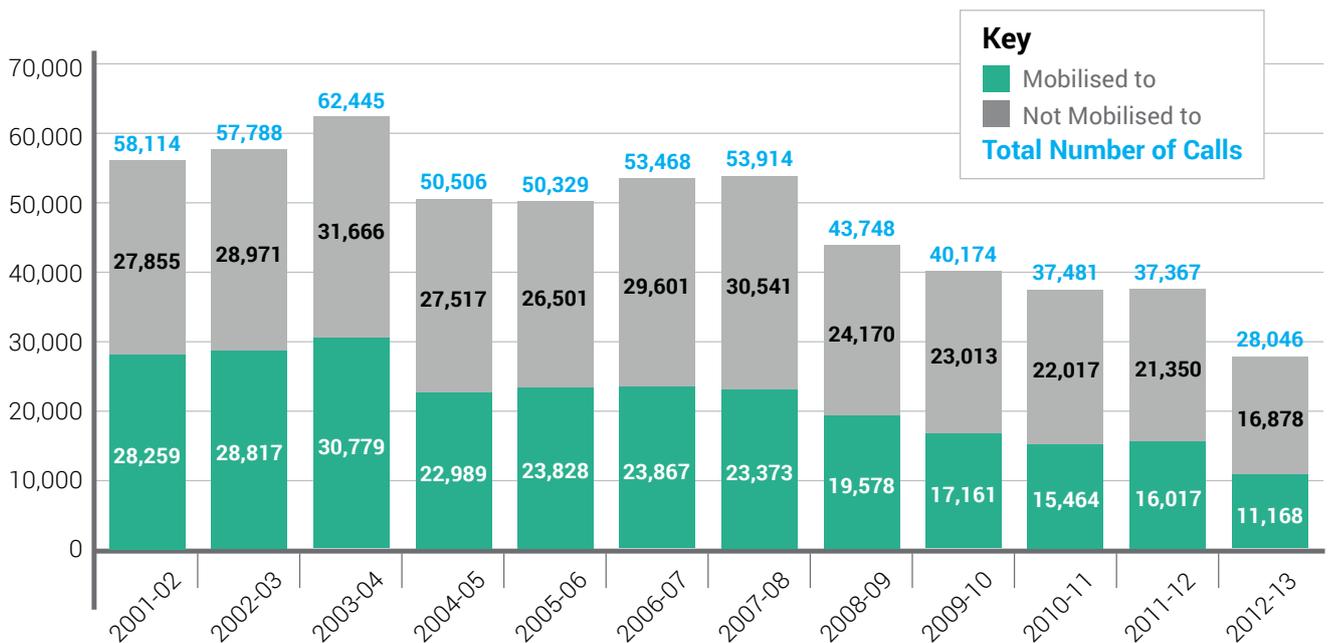
## How We Have Reduced Risk in South Yorkshire

The number of incidents that we are called out to has fallen significantly over the past few years, as risk has reduced in South Yorkshire. We are now realising the benefits of our years of hard work in proactively driving down risk in South Yorkshire.

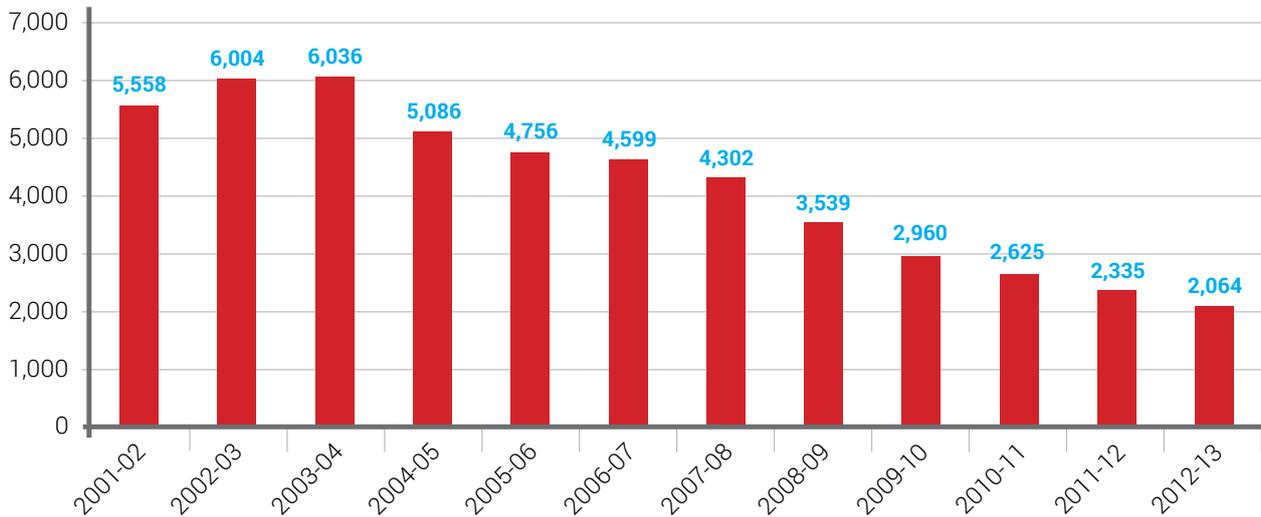
**During the period 2001/02 to 2012/13, the following three charts show that:**

- there has been a steady reduction in the number of calls and mobilisations,
- primary fires have decreased by almost 63% and were at their lowest for 12 years in 2012/13,
- fires as a whole, have reduced by two thirds, and;
- fire deaths and injuries reduced by 73.5%.

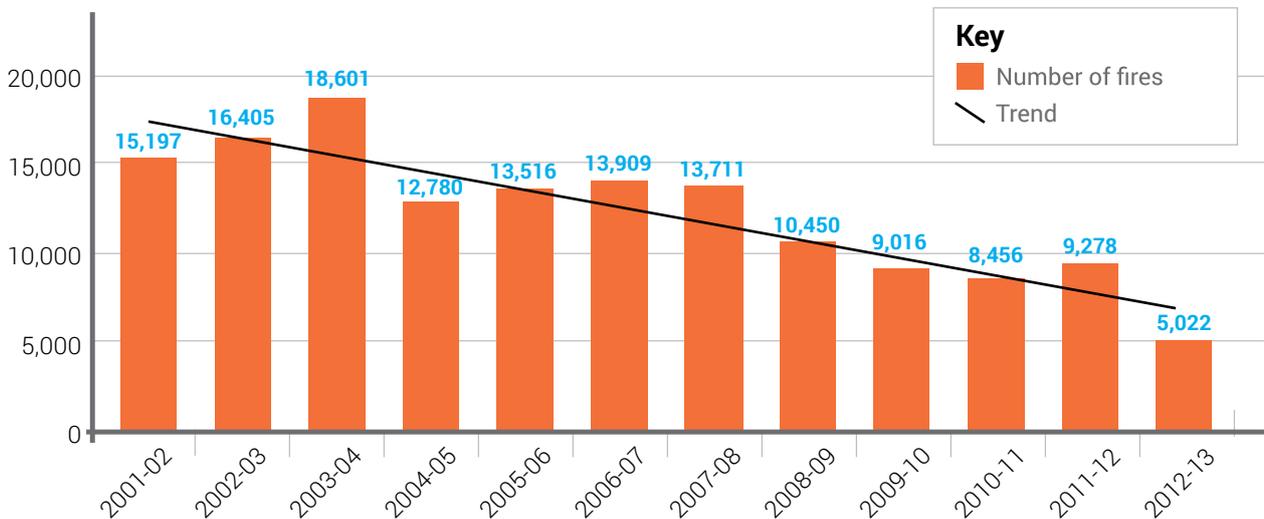
### Total Number of Calls and Mobilisations



## Number of Primary Fires



## Total Number of Fires in South Yorkshire



that we are able to achieve these risk reductions in South Yorkshire.

This Operational Plan details our arrangements for reducing risk to communities and fire-fighters. It considers an integrated approach to prevention, protection and intervention. Specifically, it introduces our new Community Fire Risk Model which is used to understand and predict dwelling fire incident trends and activity.

This enables us to deploy our resources in the most effective and efficient way to address existing risks and reduce the likelihood and impact of future risks.

Our Operational Plan evaluates risk in our communities, and how we will respond to those risks. It presents detailed information about the local area and risk to commercial and domestic property, the road network, and the environment.

### **The key areas of risk that we must respond to are:**

- Property fires – dwellings, socially significant buildings (schools, hospitals etc.) commercial and heritage buildings.
- Transport incidents such as road traffic collisions, rail or air traffic incidents.
- Incidents involving hazardous materials such as chemicals
- Flooding incidents
- Wild land fires
- Rescues – i.e.: from water, height, collapsed buildings, natural disasters
- Terrorist activity

Some of these incidents are fairly regular occurrences, such as road traffic collisions, others are less frequent, such as the scale of floods in 2007 that hit our region. We assess the likelihood and impact of these different types of events to plan our resources appropriately.

A key source of data is Operational Risk information. This information is made available to our fire-fighters to ensure the safe and successful resolution of the incidents that they attend.

We undertake a continuous process of identifying new risk information and updating existing information to support the optimum operational effectiveness and safety of South Yorkshire's fire-fighters.

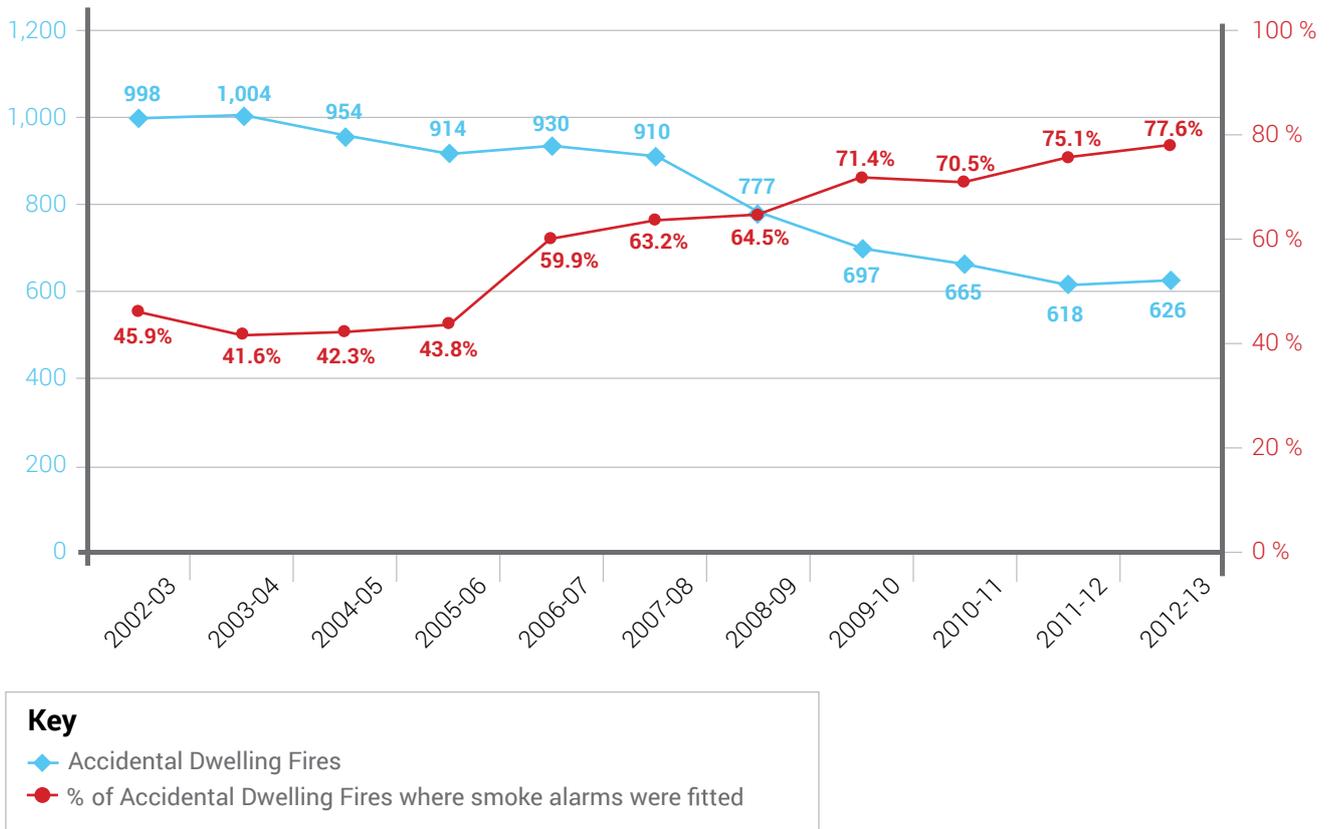
## **Fires in the Home / Domestic Fire Risk**

Protecting people from fires in their homes is one of the primary functions of the Fire and Rescue Service and we have had considerable success in this area over recent years.

### **Our approach has been that of:**

- It is better for the person not to have a fire in the first place, which is why our education initiatives and the information given out during our Home Safety Checks, is so important.
- If a person does have a fire then they need to be alerted so that they can get out safely. You can see from the following chart that the percentage of properties having fires that are protected by Smoke Alarms has increased to almost 78%. This is a key factor contributing to the record low levels of fire deaths and injuries in domestic dwellings.
- Once they have been alerted to the fire, we want to be sure that a person takes the correct actions to ensure their safety. Once a person has called 999, our Control Operators are capable of guiding people, who are involved in an extremely stressful situation, through the right actions to ensure their safety.

## Comparison of Accidental Dwelling Fires and Smoke Alarm Fitment



Any reductions in performance or reversals of our recent downward trends will be readily picked up by our performance monitoring systems. We do not expect there to be a sudden increase in risk and fires due to the cuts we are experiencing, however we know that we will be extremely sensitive to these changes and will react accordingly and proactively.

It is our aim to keep fire deaths and injuries at these record low levels – even in this challenging financial climate. We feel that we can do this by applying up-to-date demographic and statistical analysis to the assessment, understanding and targeting of domestic dwelling fire risk in South Yorkshire.

To this end our trained analysts have taken industry best practice, improved upon this, and have worked with external specialists, to identify and map this risk across South Yorkshire. This has been done using household level information and will drive our Community Safety activity, refining effectiveness and efficiency. This is our new Community Fire Risk Model – which is explained in more detail further on. It is important to note the hard work that is done by our employees who are constantly trying to secure the most up-to-date information to readily identify, target and protect the most vulnerable members of our communities who are at risk from fire. It is fair to say that while there are some barriers to accessing this information – often held by other agencies – we remain committed to improving this area, in the knowledge that this would both speed up and enhance our targeting.

Put simply – if we had access to the relevant data around fire vulnerability held by other agencies, we would be more efficient in delivering protection to these people and more lives would be protected and saved.

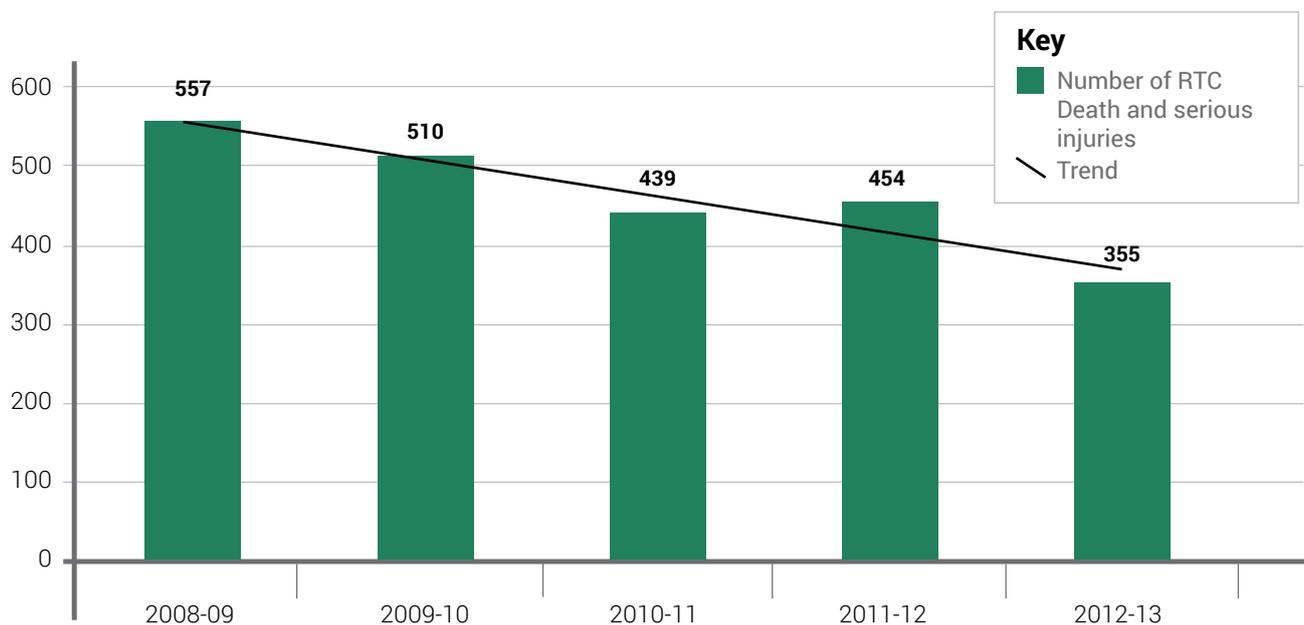
We are also developing these techniques to apply them to all our areas of risk, to improve effectiveness and efficiency across the Service.

# Transport Risks

South Yorkshire Fire and Rescue plays a key role in the protection of those people using our road transport infrastructure. As well as saving lives we also contribute significantly to the restoration of the network for the benefit of the economy of South Yorkshire in times of emergency. This may be a swift rescue from an RTC, to enable the motorway to be reopened, or an extended period of activity such as our work in the 2007 floods, to help the county return to normality. However, Road Traffic Collisions (RTCs) are the cause of the highest demand on our time and resources, in this area of risk. Fire and Rescue Services have a statutory duty to prepare, train and respond to these types of incidents.

The chart below shows that the number of people killed or seriously injured on South Yorkshire's roads is decreasing. In the past five years, there has been a 36% reduction.

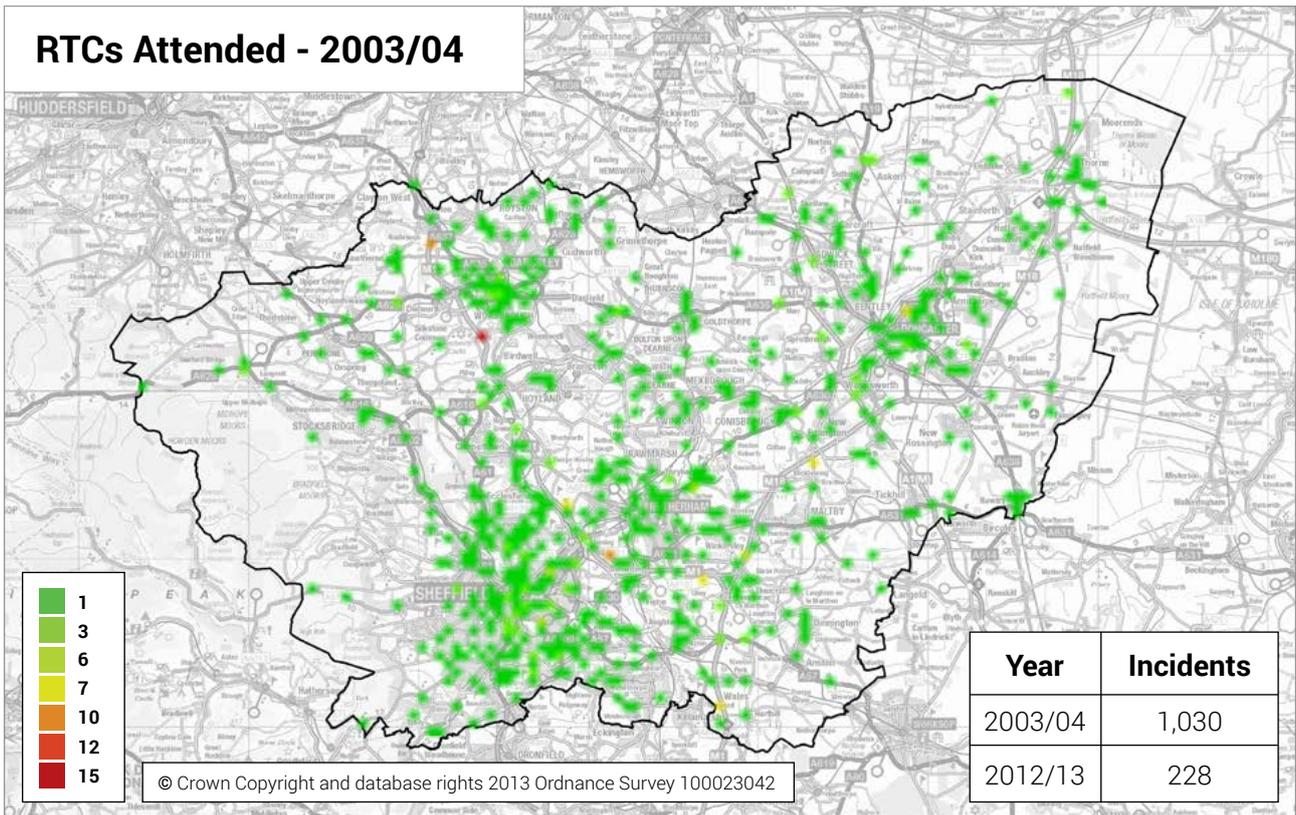
## Number of RTC Death and Serious Injuries



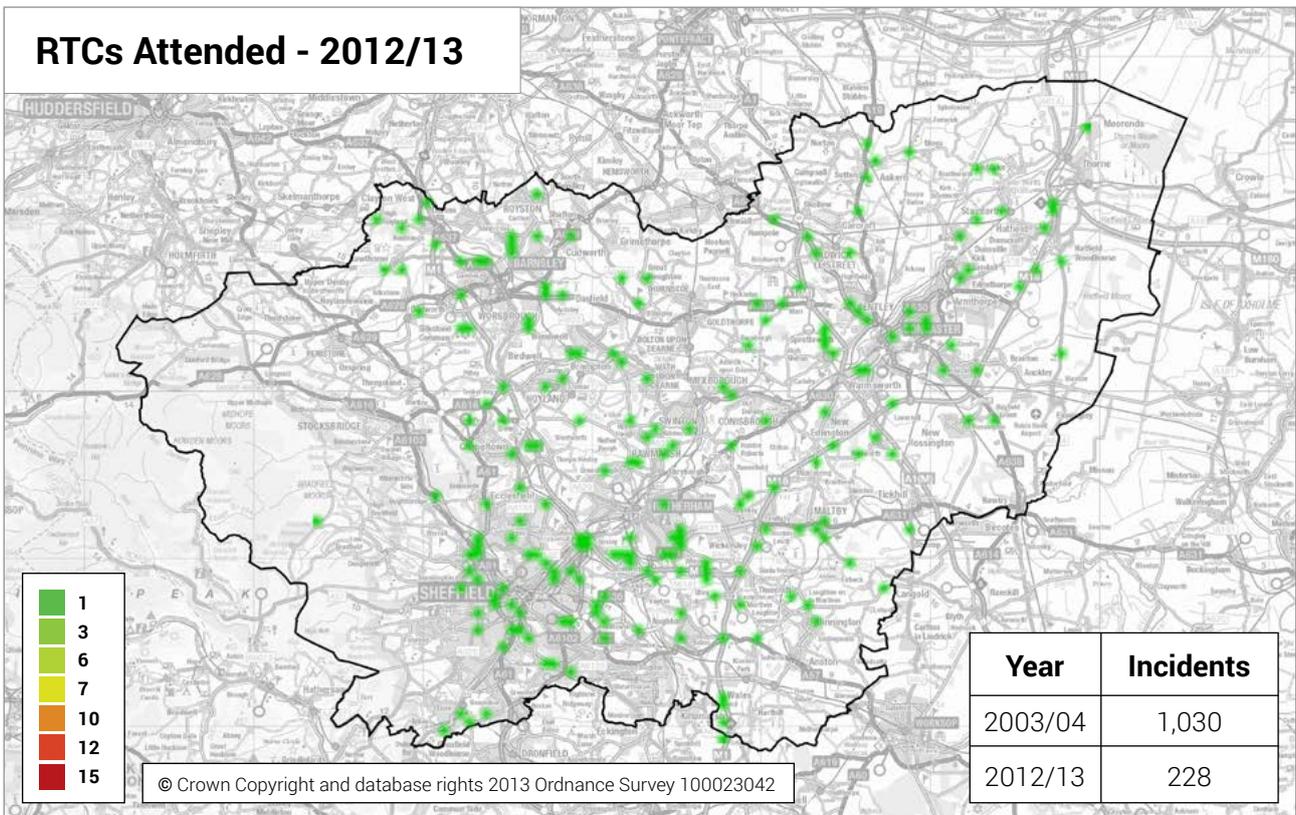
The following two maps for 2003/04 and 2012/13 show how we have reduced the number of RTCs that we attend. This has been achieved through our own safety initiatives and through the work of the [South Yorkshire Safer Roads Partnership](#). The aim of the Partnership is to reduce the number of people killed and seriously injured across the roads of the county. We are a member of the South Yorkshire Safer Roads Partnership, along with, South Yorkshire Police, local Councils, the Highways Agency, South Yorkshire Passenger Transport Executive, Yorkshire Ambulance Service, and others.

The South Yorkshire Safer Roads Partnership has a number of strategies and initiatives for driving down the number of RTCs and associated deaths and injuries. These include a [Safer Roads and Casualty Reduction Strategy 2011 to 2026](#).

### RTCs Attended - 2003/04



### RTCs Attended - 2012/13



## **We also respond to incidents involving all the infrastructure of South Yorkshire:**

- **Supertram in Sheffield** – We train regularly with Supertram operators to ensure that we have the correct skills, information and equipment to deal with this specific risk.
- **Rail risks** – Whilst uncommon – these incidents are significant and present a specific set of risks and challenges. Our risk information, Standard Operating Procedures, and incident command assessments ensure that we are prepared for this type of incident. Our Control Room is connected to the Rail Operator to ensure that we have the most up-to-date information on whom and what is travelling, or being carried on the rail network.
- **Robin Hood Airport Doncaster and Sheffield** – Again, these are uncommon incidents, but we prepare and train for emergencies involving aircraft – both on the airport and off the airport. Our risk information, Standard Operating Procedures, and incident command assessments ensure that we are prepared for this type of incident. We work directly with the airport management and airport fire service to ensure our response is aligned with theirs and that we work effectively together.

Through our links to partner agencies, local and national government, and the Police and Government intelligence teams, we keep up-to-date with regard to any threats to the Critical National Infrastructure that fall within South Yorkshire. This ensures that we are continuously prepared to respond appropriately to any incident involving the infrastructure of South Yorkshire.

## **Fires in Commercial Buildings**

Commercial Fires, or Non-Domestic Property fires, have also declined over the last 10 years. More recently, in 2012/13 we attended 211 incidents, compared to 254 the previous year, and 258 in 2010/11.

These types of fires present a different risk profile to fires in the home; in terms of geographic location, potential severity of incident, and the fire-fighting response required. Our prevention activity is tailored to the risks these fires present; our Technical Fire Safety Department work closely with the business community and partners such as Local Councils and Trading Standards to promote and enforce fire safety.

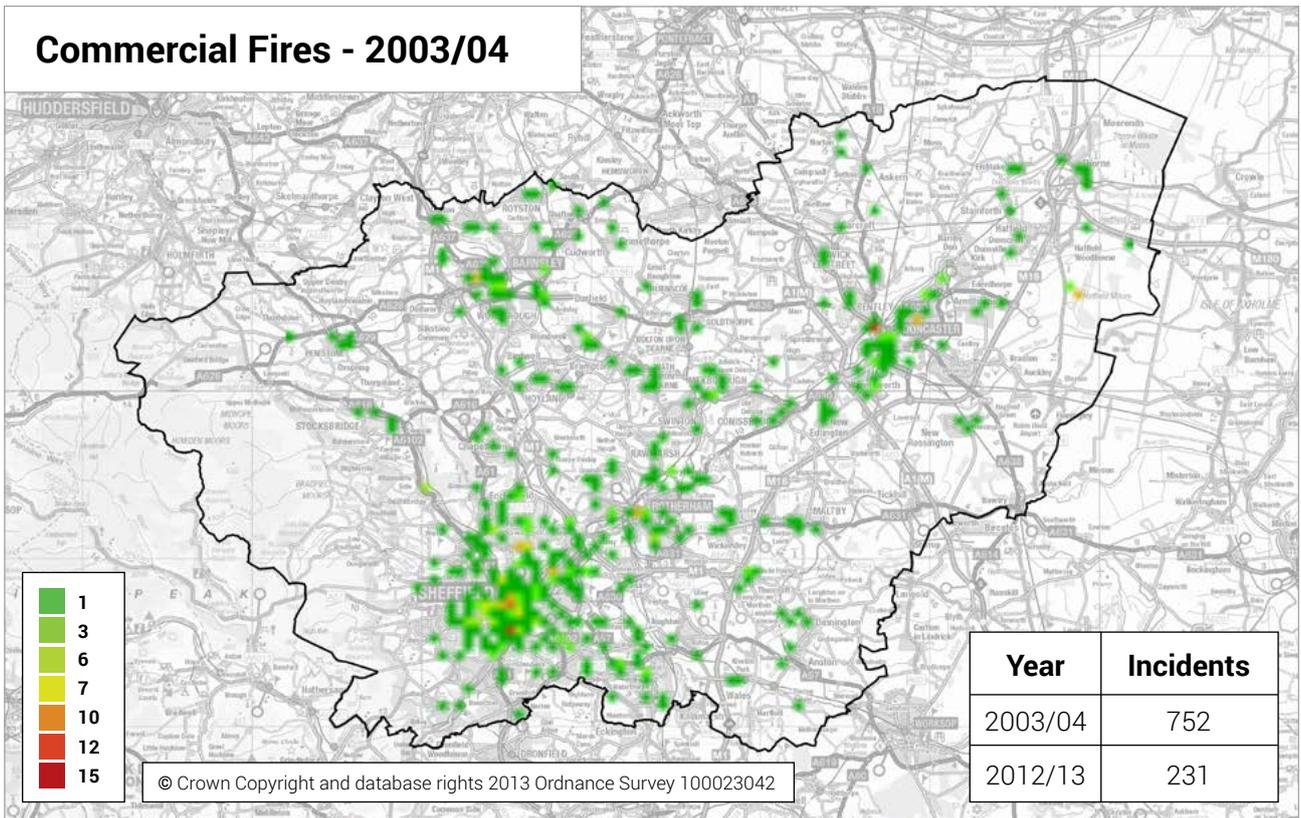
The department focuses on ensuring compliance with the Regulatory Reform (Fire Safety) Order 2005 in non-domestic buildings to help provide a safer environment for the community to work, visit and enjoy their leisure time.

Our Fire Protection activities follow our Risk Based Inspection Programme which targets those premises which present the greatest risk to the community. We constantly monitor fires and false alarms at these types of premises – actively working with the owner/occupiers to reduce risk and drive down the number of incidents.

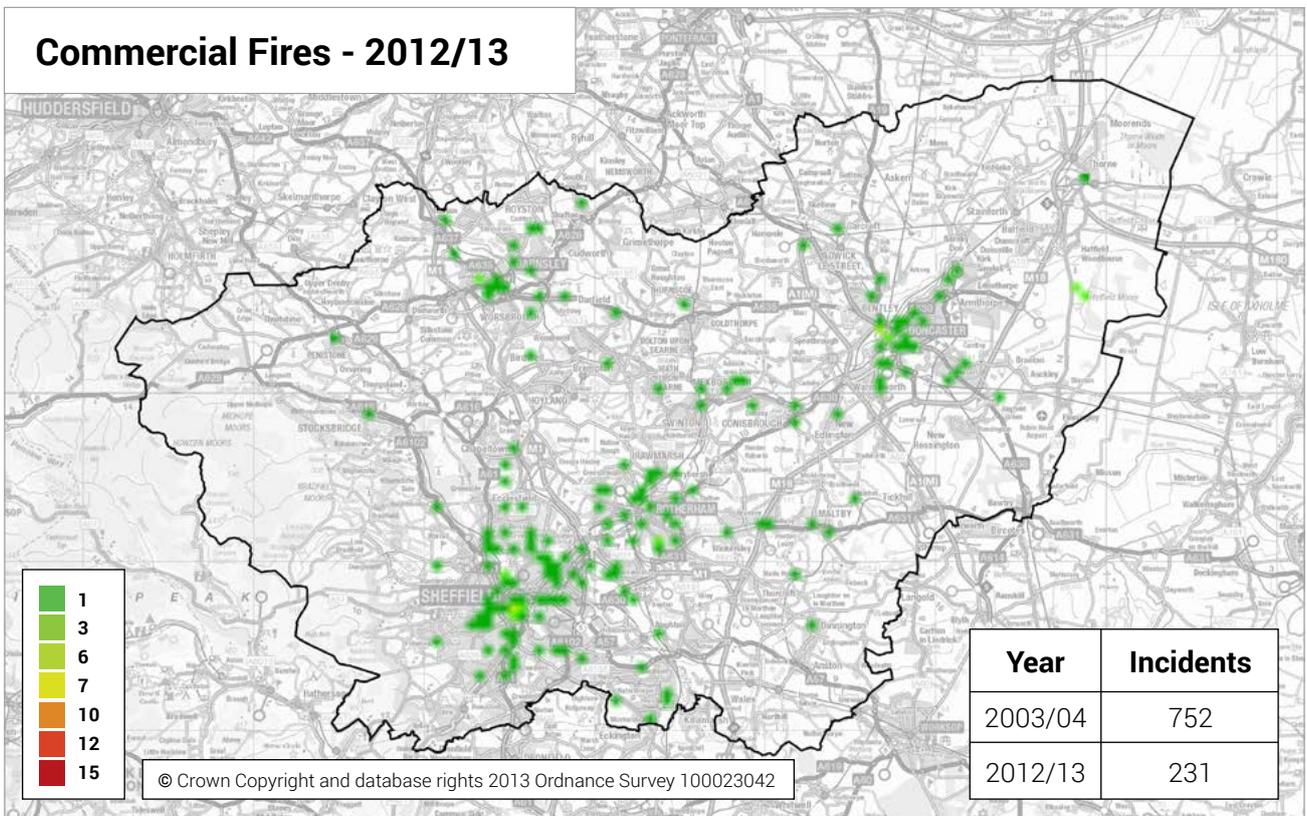
More detail about our **Protection** activities is provided later on in the Plan.

The positive impact that this work has had can be seen in the two maps below – the first image being the picture of commercial fires in 2003/04 and the second being the picture last year – 2012/13, which shows how these have reduced.

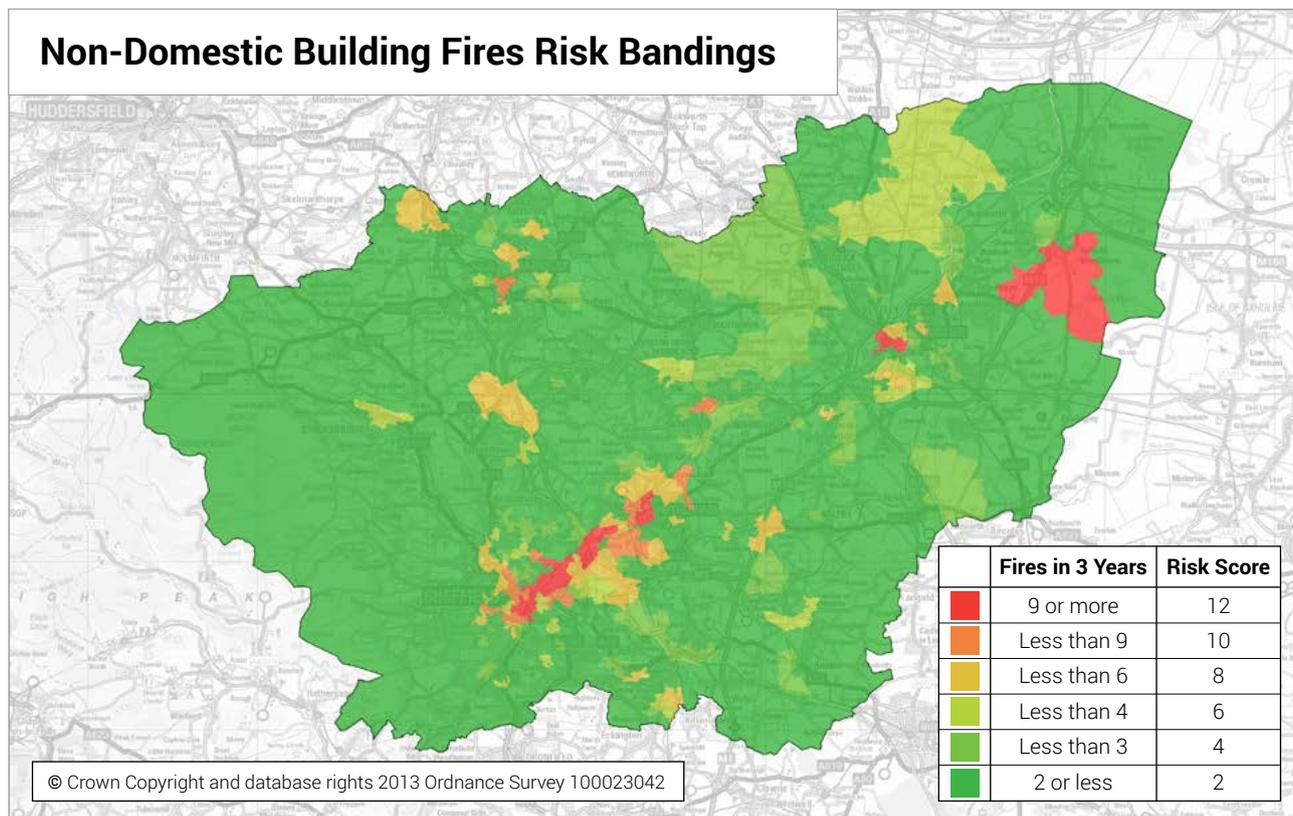
## Commercial Fires - 2003/04



## Commercial Fires - 2012/13



An area of work we plan to develop is to use our risk information in a more effective way to produce a non-domestic property risk model. The current risk targeting system uses Fire Service Emergency Cover (FSEC) data which is now out of date. The 2013 FSEC refresh has recently been completed and contains the latest Census data as well as other updates. We will consider how we can use this, our historic incident data, and risk information collected by Technical Fire Safety (TFS) staff (contained within our Community Fire Risk Management Information System (CFRMIS) IT system), to create a more predictive model for targeting purposes. The map below shows the risk profile for non-domestic properties that will be used to inform this piece of work.



# False Alarms

False alarms can be either 'automatic' where the false alarm is triggered by a fire alarm system, or 'malicious' where someone makes a hoax call to the Service.

False alarms are a drain on fire service resources and rescue pumps attending this type of call are not available for true emergencies putting life and property at risk. False alarms also:

- **Cause unnecessary risk for crews and the public whilst driving to the 'emergency' under blue lights.**
- **Cause disruption to arson reduction, community safety and fire safety activities.**
- **Cause disruption to training of operational personnel.**
- **Impact on the environment due to unnecessary vehicle movements**
- **Waste tax payer's money. The monetary cost to SYFR is approximately £350 per false alarm.**

We closely monitor all false alarm incidents and actively pursue a policy of reducing these Unwanted Fire Signals, which has been extremely successful.

Where we are called out to multiple false alarms at the same premises, the owner is informed that if the continued poor management of their system continues this could lead to "either **enforcement action** being taken under the Regulatory Reform (Fire Safety) Order 2005, or **to charge** for the attendance of the fire appliances under the Fire & Rescue Services Act 2004 & the Localism Act 2011, or for SYFR (as per SYFR policy) to remove our **emergency response** to an actuation of your fire alarm system".

In the circumstances of withdrawing our emergency response to an actuation of the fire alarm system, we would still obviously attend any premises following a 999 call confirming or suspecting a fire.

## **Our collaborative approach to Localism and charging**

The Localism Act has inserted new sections into the Fire and Rescue Services Act 2004 which alters the previous charging regime. This provides South Yorkshire Fire and Rescue with a more general power to levy charges and specific powers to charge for responding to unwanted fire signals in some circumstances.

We have not to-date utilised these charging powers as we always seek to work with owner/occupiers to resolve these issues at the earliest stage.

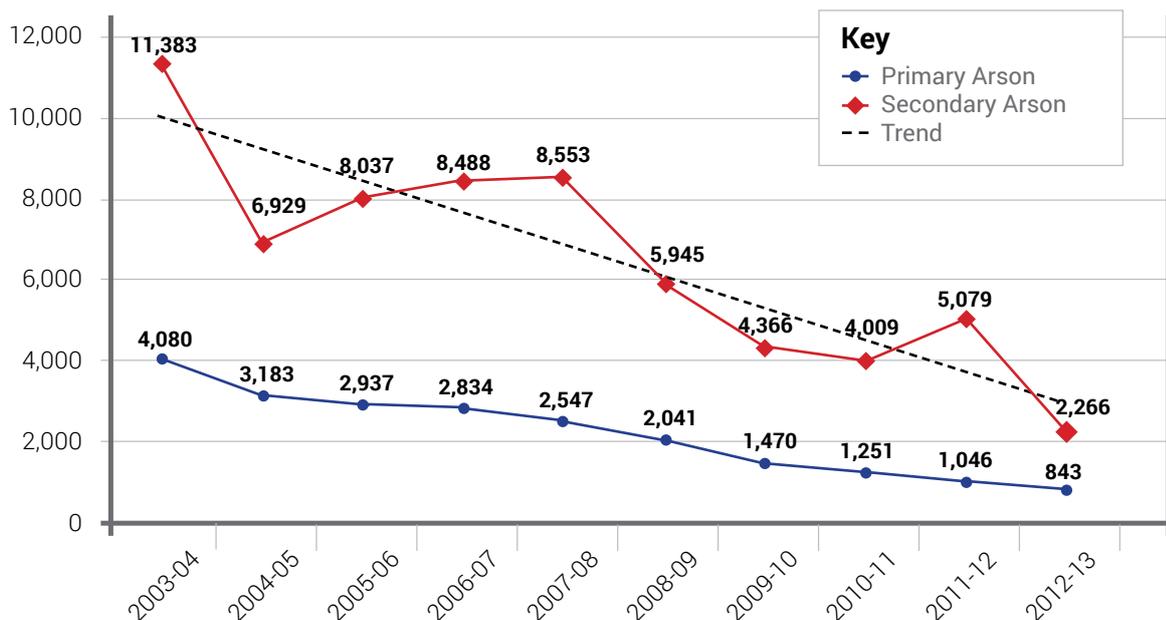
This proactive monitoring, early intervention and a collaborative approach with our local communities, has seen an excellent performance in reducing the number of unwanted fire signals.

We have worked with our largest users of fire alarm systems – hospitals, factories, residential premises – to reduce the number of false alarms that they are having. We are now at the position where we have very few repeat "offenders" as we react positively to single alarm actuations to avoid owner/occupiers developing a pattern of unwanted false alarms, which would trigger our intervention policy.

# Arson

Arson (deliberate fires) has a negative impact on communities and can be a major drain on not only our own resources, but those of other organisations, including the Police, local authorities and businesses. Arson reduction has been one of our main successes in recent years, largely due to the efforts of our staff in carrying out prevention work. Between 2003/04 and 2012/13 we have reduced the number of arson incidents by 80%.

## Primary and Secondary Arson



We work with the Police, young people and partner agencies, amongst others, to deliver campaigns and initiatives to reduce arson. Many of these are tailored to meet the needs and issues relating to a particular area or community. Daily joint Police and Fire meetings are held at the [Lifewise Centre](#) to discuss crime, anti-social behaviour and arson statistics. This enables joint working to be undertaken to address these issues.

A recent example of this was in an area of Barnsley, where there was a sudden rise in anti-social behaviour, resulting in a marked increase in secondary arson incidents. To combat this, the Arson Reduction Team was deployed during the school holidays to carry out high visibility patrols. The brief for the team was to go to well known gathering areas and speak to the youths in attendance about the consequences of anti-social behaviour fires and also put a "face" to the fire service in the area. This resulted in an immediate reduction in the number of these fires.

We record and monitor the numbers of both primary and secondary arson incidents. Primary arson incidents are the most serious, as these are deliberate fires in buildings, vehicles and outdoor structures and can result in casualties or rescues. They also include Secondary fires where five or more fire appliances attend. Secondary arson fires tend to be less serious in nature and these include bin fires, grass fires, and do not involve casualties.

These types of incidents in a similar way to malicious calls and false alarms divert our resources away from where they are most needed. Traditionally we have had to send a full scale, life saving rescue pump to even minor arson incidents. However, we have recently developed the ability to have more incident-specific vehicles to attend these fires, which ensures that rescue pumps are available when the public need them.

Our data shows that the risk of arson varies at different times of the year and is affected by the weather in that during long periods of warm, dry weather, arson tends to rise, but wet weather leads to a reduction in these fires. If a period of drought coincides with the school summer holidays, there is the potential for a dramatic increase in deliberate fires.

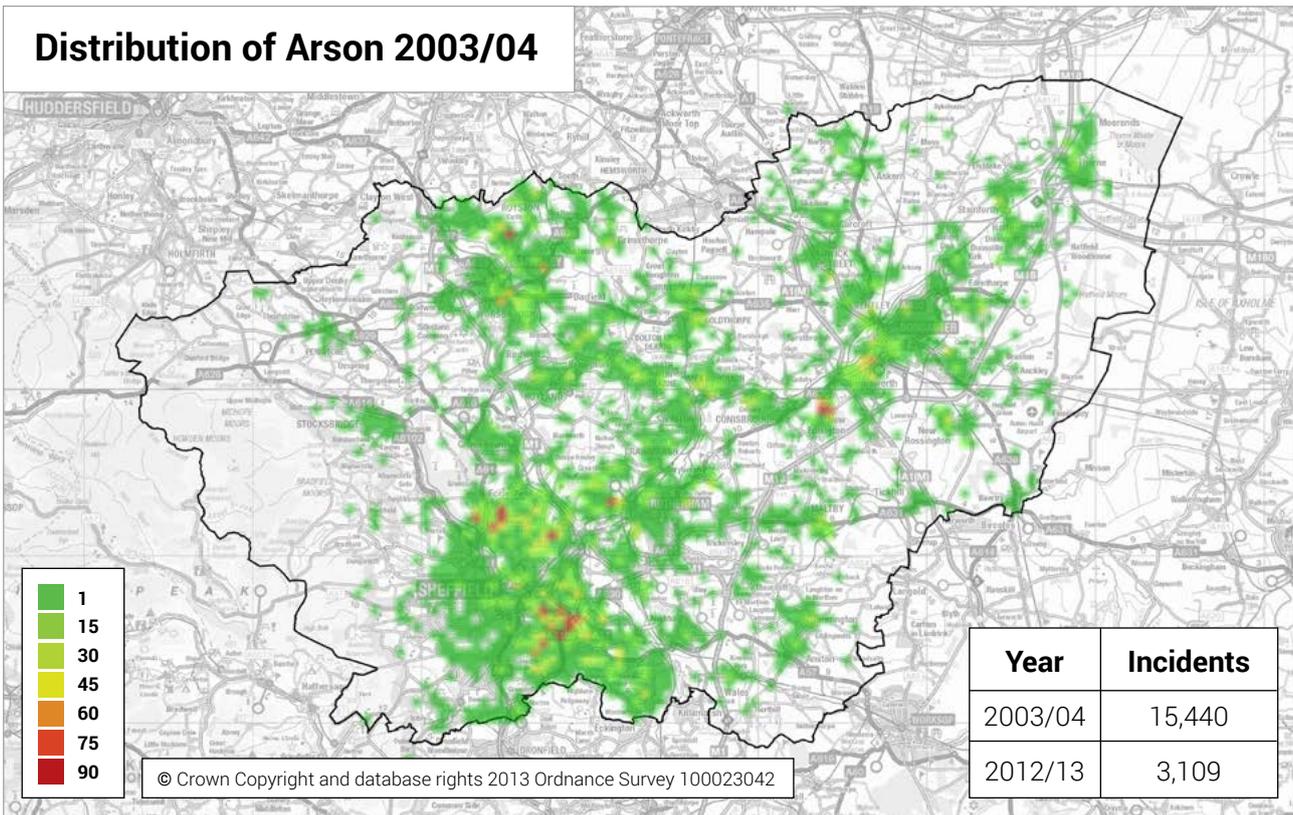
There are three deliberate fire 'spikes' during the year. These are at Easter, during the school summer holidays and around the Halloween / Bonfire period. To address this, we carry out intensified community engagement work to engage with younger members of the community. This work includes multi-agency patrols involving SYFR personnel, South Yorkshire Police Community Support Officers, Community Youth Team Workers and Local Authority Housing Service Wardens.

A spate of farm fires during 2012, involving buildings, crops and machinery has prompted us to urge farmers to take some basic precautions to protect their property. We have produced an information leaflet, which gives advice on taking precautions to lower the risk of fire, which could potentially cost them their livelihoods. The advice includes removing straw and hay as soon as possible after harvesting, storing fuels and fertilizers securely and regularly inspecting remote parts of their farm for signs of damage or trespassing. To ensure that as many farmers as possible get this message, we have worked in partnership with the National Farmers Union (NFU) who have offered to distribute the leaflets via the district offices at Sheffield and Selby that cover South Yorkshire. The NFU have also put this information into their national magazine.

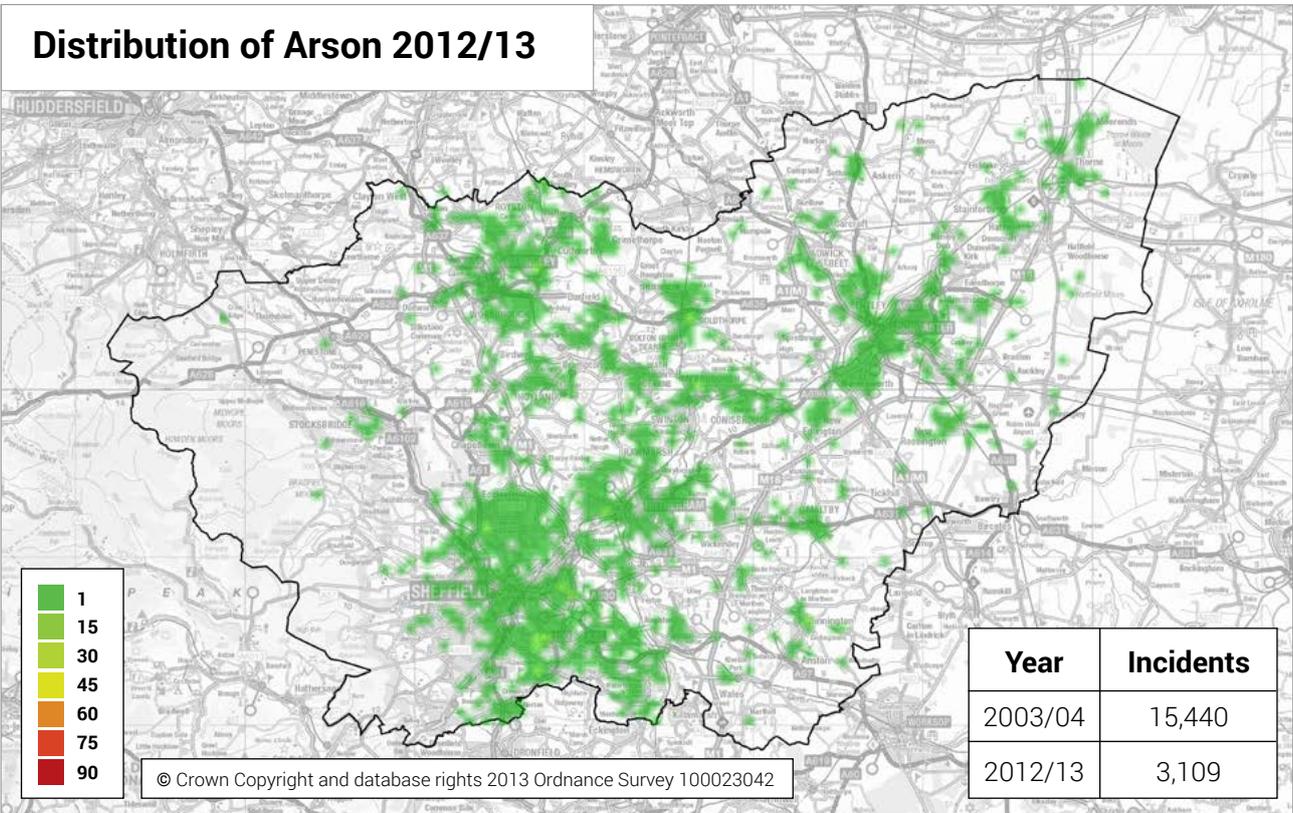
The two maps on the following page show how the volume and density of arson incidents has reduced since 2003/04. The green shading shows where the incidents have occurred and the yellow through to red shading shows where the density of these incidents is the greatest.

Our [Arson Reduction Strategy](#) sets out our approach to address this issue.

## Distribution of Arson 2003/04



## Distribution of Arson 2012/13





**S.Y.F.R.**

**300  
BAR  
AIR**

**MT**

# Flooding and Water Risks

The summer floods of 2007 demonstrated how susceptible South Yorkshire is to extreme flooding events. Between midday Monday 25 June and midday Tuesday 26 June SYFR received 1,800 calls and responded to 600 incidents. Thankfully these are infrequent events; however we do plan with our partners for potential future occurrences. Our planning has been informed by lessons learned locally with our Local Resilience Forum (LRF) partners, and in response to the national report into the flooding, the Pitt Review.

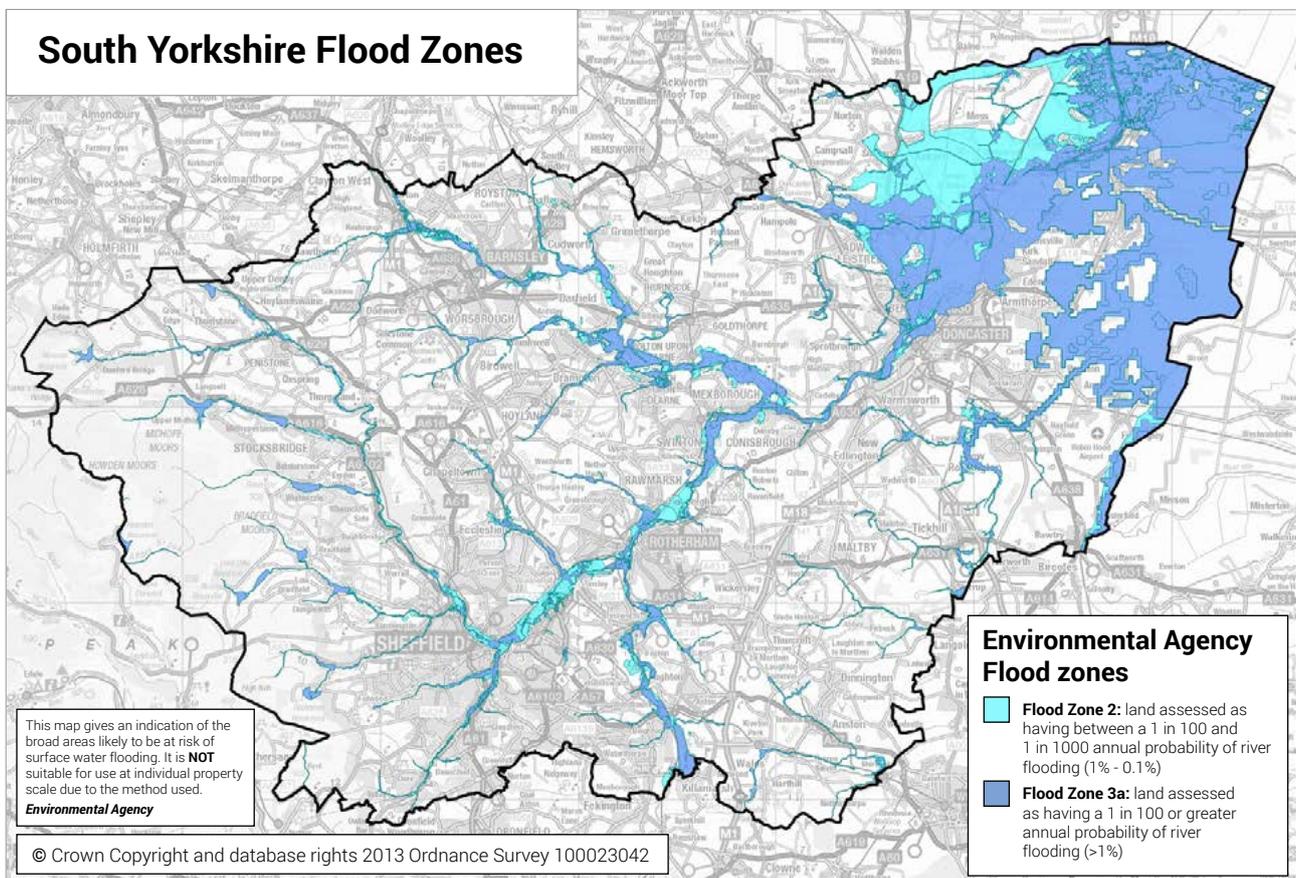
Within the Local Resilience Forum flooding is one of the major risks that we prepare for together, to ensure the optimum response for the communities of South Yorkshire. One of the key partners in this area is the Environment Agency which provides data and information to aid pre-planning and training, as well as on-scene resources for exercises and actual Incidents. The [Environment Agency website](#) provides details of flood alerts and advice for householders.

Our arrangements for Water Rescue are set out in our Water Rescue Strategy.

Our Water Rescue Strategy is where we identify the demand for our services, detail what response and resources are required to meet that demand, and then train our staff to the appropriate level to ensure they have the skills and knowledge to safely meet this demand. We regularly review the strategy in light of our risk information to ensure our provision and response is appropriate.

This includes our response to other types of water risks, which are a more frequent occurrence than extreme flooding. The majority of the water incidents we attend involve rescues from open water such as rivers and lakes. From April 2009 to November 2012 we attended 100 water related incidents, approximately half of which involved animals and the other half involved people.

We undertake community safety activity in relation to water risks, for example holding events at Rother Valley Country Park where we advise people about the dangers of open water.



# Industrial Risks and Operational Risk Information

We proactively monitor the industrial risks across South Yorkshire in many ways. We share information with partner agencies and liaise directly with the larger sites of industrial risk. We have a database that captures industrial risks (as well as others) which is predominantly created by the proactive inspections of our fire-fighters who inspect, identify and record the risks for any properties to which they may be called. This is known as the Site Specific Risk Information (SSRI) database and is invaluable in ensuring the swift resolution of emergency incidents and the safety of our fire-fighters at these incidents. Information, training and pre-planning are key elements in the safe and successful resolution of any fire service incident.

## The Provision of Operational Risk Information System

The Provision of Operational Risk Information System (PORIS) seeks to provide a common approach to operational planning and management of risk. It has been developed to assist Fire and Rescue Services to:

- **Meet their legislative responsibilities**
- **Maintain and where necessary improve their effectiveness and efficiency in managing the risks to their personnel**
- **Maintain interoperability with neighbouring Fire and Rescue Services and other Category 1 and Category 2 responders. More information regarding Category 1 and 2 responders can be found in the Glossary.**
- **Manage and mitigate other risks in the communities that they serve.**

Our systems for managing this risk information have been developed under this guidance and we comply with all legal requirements surrounding data protection, security, and freedom of information requirements.

This operational risk information is immediately available to all our Emergency Response staff when they attend an incident.

Each rescue pump has an on-board computer which gives them access to the specific risk information for the site they are attending. This computer is linked to our address Gazetteer, which is a record of all the properties in South Yorkshire and risk information is recorded against these properties.

This Gazetteer is continually updated as new properties are built, or the use to which they are put has been changed. If there is no risk information for the site of the incident (because the collection of this information is a continuous process of finding new businesses or updating existing records) then our fire-fighters have a range of Standard Operating Procedures which, in conjunction with their training and experience, act as guides to the safe resolution of whichever emergency incident they are called to.

These Standard Operating Procedures are produced in line with national and regional documents and in conjunction with subject matter specialists where necessary.

## COMAH sites

We operate under the Control of Major Accident Hazards Regulations 1999 (COMAH)

The top tier of these regulations applies to seven sites in South Yorkshire, shown on the COMAH sites map later in the Plan. The Regulations require that for these "Top Tier" sites, response agencies plan for, and test these plans through multi-agency exercises at current COMAH sites. These exercises simulate a scenario, for example, a major emission, fire or explosion resulting from uncontrolled developments which lead to serious danger to human health or the environment, either immediate or delayed in effect, and occurring on or off the site. We are legally required to plan for the effects of a range of major accident scenarios.

We are increasing our capacity to deal with such sites in light of new European Legislation (known as Seveso III) which will come into force on 1 June 2015 and will modify the existing COMAH Regulations. The anticipated result of this change is that more sites will be raised to "Top Tier" status and our work with these will increase. We have also reviewed the charges that we levy for certain aspects of our work with these sites.

## **Health, Safety and Welfare Framework for the Operational Environment**

The Government published [The Health, Safety and Welfare Framework for the Operational Environment](#), in June 2013, to provide strategic level guidance for planning health, safety and welfare in an operational environment.

It is important that health, safety and welfare are not seen as stand-alone. They need to be integrated into existing management systems and support overall integrated risk management planning. The document includes arrangements for ensuring fire-fighter safety immediately before, during and after attendance at operational incidents.

In planning, organising and preparing for the safe resolution of incidents, we comply with legal requirements to ensure the health, safety and welfare of our fire-fighters and employees and the health and safety of others, whilst ensuring an effective emergency response is provided.

## **Training for Operational Effectiveness and Safety**

As can be seen by the wide variety of risks that we are required to prepare for, both on a national level and in South Yorkshire, training for competence is one of the cornerstones of the Fire Service.

We are prepared, and we prepare, to respond in times of emergency to protect the communities of South Yorkshire.

As we are not able to predict the nature of the next emergency call we must spend a large amount of time developing our core skills and the flexibility to adapt those skills to the specific circumstances that we are presented with.

The Health and Safety Executive's (HSE's) statement '[Striking the Balance between Operational and Health and Safety Duties in the Fire Service](#)' clarifies how the Fire and Rescue Service should comply with health and safety at work duties within their operational work. The statement and subsequent guidance is intended to assist FRAs in:

*"balancing risks, particularly in their wider role to protect the public and property, while meeting their health and safety at work duties to protect their staff and others."*

Almost all of our Fire Service operational incidents involve an element of risk. This risk must be controlled if the safety of fire-fighters is to be ensured. It is also the nature of operational incidents that rapid action frequently needs to be taken if the Fire Service is to fulfil its function.

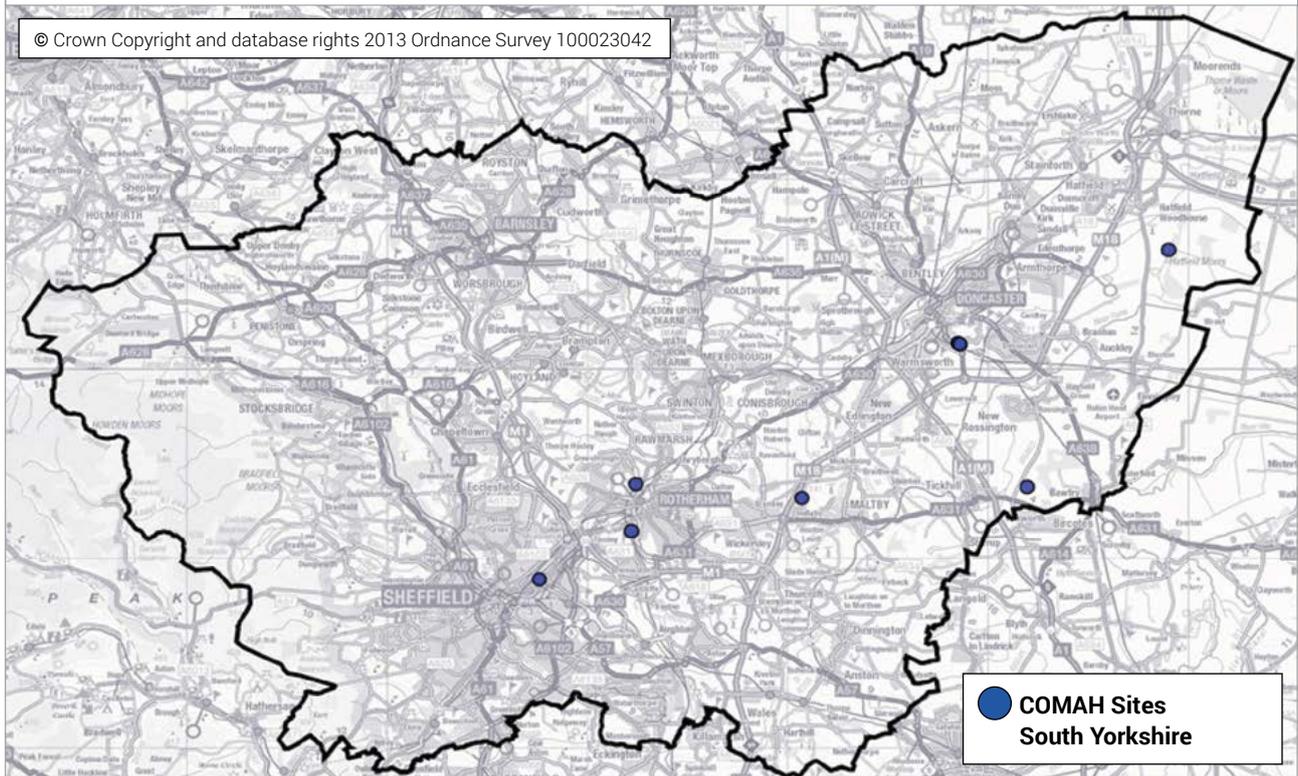
Physical safeguards in the form of protective clothing, breathing apparatus and the equipment on a rescue pump can contribute to the safety of a fire-fighter. The main protection for a fire-fighter however is the safe system of work to which their own skill and experience, the skill and experience of their colleagues, and a high degree of professional discipline all contribute. To this end a high proportion of a fire-fighter's time must be spent training, exercising and studying. The National Industry Group (NIG) report 'Training for Hazardous Occupations - A Case Study for the Fire Service' gives details about training for safety.

In training to perform safely at operational incidents it is necessary to replicate the features of these operational incidents as realistically as possible. This often involves planned exposure to controlled risks – such as our hot fire training facility.

This Operational Plan reinforces the principle that we will train to reflect the emergencies we attend or may be called on to attend. This training will be as realistic as is reasonably practical. This may be in terms of time constraints, confined spaces, training at specific times of the day or night, training in heat and smoke, working at height, on water or any other realistic reflection of the operational incidents that we may be called to attend.

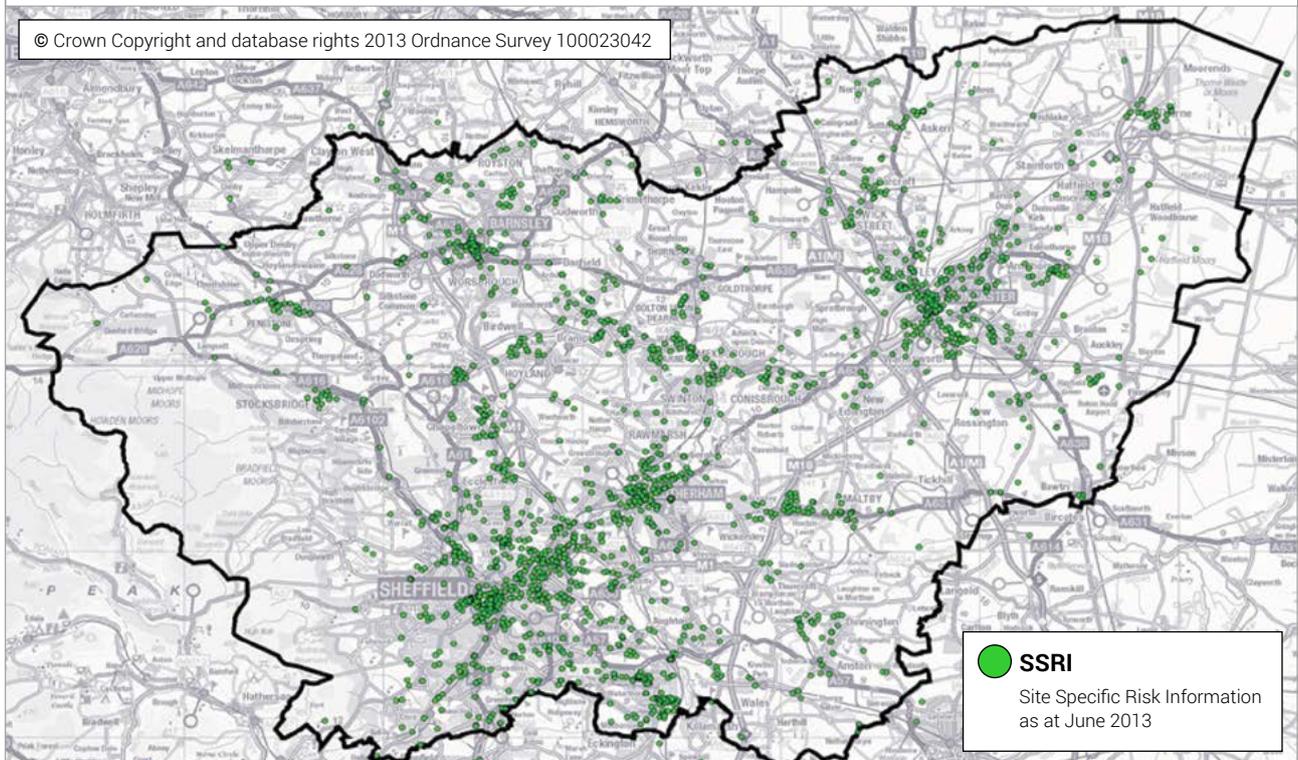
## COMAH Sites

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## SSRI Sites at June 2013

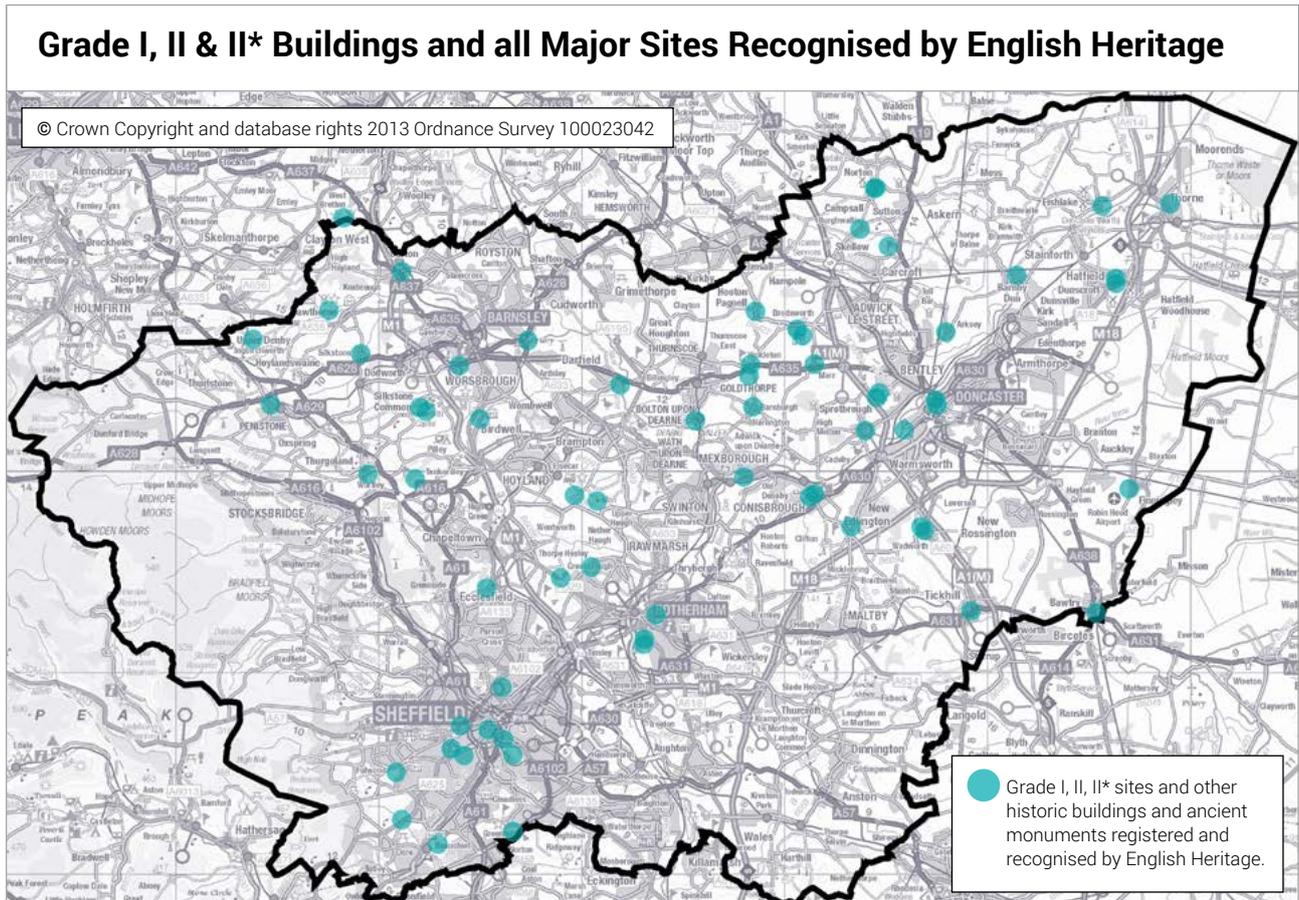
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# Heritage Risks

We also protect the heritage of South Yorkshire, for example, large civic buildings and stately homes. These are all captured on our operational risk information database, which is immediately available to fire-fighters and the information is regularly updated.

Specifically, we plan and train for salvage activities at such locations and these plans are aimed at extinguishing any fire at these locations, whilst at the same time protecting and preserving as much as possible of the important buildings and artefacts that make up our heritage.



# Weather Risks / Events

Whilst large scale weather events are rare, we actively monitor these occurrences and are linked into local and national risk registers to ensure we are as up-to-date as possible with all threats and developments.

We are prepared, equipped, and regularly train for large scale flooding events. We have our own resources to deal with these events, but are also linked to national arrangements through which we can access large scale and long term support in major, protracted incidents.

We have also recently experienced disruption in winter through heavier snowfalls. These, again, are prepared for both in terms of our ability to maintain our emergency response, and in terms of Business Continuity, which ensures that our core functions are maintained during such adverse events.

In May 2013 wild land fires were added to the South Yorkshire Local Resilience Forum's Community Risk Register. We have led on this risk identification and have already developed our capacity to deal with this identified risk.

The Local Resilience Forum is covered in more detail further on in this document.

We have developed our capability to deal with these incidents – in terms of a dedicated wild fire unit supported by training and information in this area. We have also developed links to other agencies to ensure a full and effective response. The effectiveness of these arrangements is tested through joint exercises.

Within the Peak District National Park area, SYFR has established close working links with landowners, National Park Officers, Peak Park Rangers etc. through our partnership work with Fire Operations Group (FOG). The group's purpose is to plan and prepare for moorland fires. They:

- **carry out regular training exercises**
- **monitor conditions on the ground in dry weather**
- **set up fire watches when necessary to give early notice of any moorland fires**
- **publicise the risk of moorland fires with posters at moorland access points to advise and inform the public**

Fire Plans for the Peak Park area are produced and updated annually which provide information about available water supplies, access roads onto the moors, landowners, land managers, gamekeepers etc.

Many of the non FRS FOG partnership members have their own fire fighting equipment including fire fogging units, beaters, small bore hose and pumps, water back packs and have received training in the deployment and use of this equipment.

These partnership members will work in conjunction with fire service operations but are under strict instruction to report to FRS Incident Command Points – ensuring their safety and that fire fighting operations are controlled by the Fire Service.

We know that an effective performance at wild land fires, in particular the protection of our moorland areas, contributes greatly to reducing the risk of flash flooding events. This is because we understand the role that the moorland areas play in absorbing large amounts of rainfall.

More information can be found on the [Peak District National Park Authority website](#).

## **Local Impact of Climate Change**

Our weather is changing globally, and we need to be aware of the impact that changes in climate may have on the delivery of our services. SYFR contributed to a study undertaken by Sheffield City Council which looked at the local impact of climate change and extreme weather events such as flooding, heat-waves, drought etc. The [Sheffield Local Climate Impact Profile](#) (LCLIP) drew on the rich source of weather data from Weston Park Museum, and the experiences of the council, ourselves and other partner agencies in dealing with extreme weather events, as a starting point to assess future risks and identify adaptation options to mitigate these risks.

More information can be found on the following website, including a summary of the impact of extreme weather events on SYFR and partner agencies (Appendix 5), and what action has been taken in response to these issues, by clicking on the link above.

## **Public Safety at Large Events**

South Yorkshire Fire and Rescue plays a key role in the protection of the public at large events in South Yorkshire – both regular occurrences and one-off gatherings.

Through our Technical Fire Safety function we are involved in the design stage of all public buildings, as a licensing authority we are also involved in the preplanning for large scale public events – either indoors or in the open air. In carrying out this function we adhere to the guidance issued by Government with regard to public safety at crowded places.

Through our Civil Protection Group we sit on each regional Emergency Planning Group. In conjunction with the other agencies in South Yorkshire we prepare, plan and exercise in order that we ensure a joined up and effective response to any incident.

### **Working for Public Safety at Sports Grounds**

Technical Fire Safety Officers represent the Fire Authority at Safety Advisory Groups at Sports Grounds and large public events throughout the county. Advice is offered on matters relating to fire safety, public safety (Crowd movement issues) and fire-fighter access. Information relating to these events is collated and shared with Operational staff to assist with their operational planning.

### **Temporary Event Notices (TENS)**

Temporary Events Notices are notices that are issued for people to be able to hold a licensed event for under 500 people. A TENS application is sent to the local Licensing Authority, who are required to consult with the Fire Service.

The culture for TENS is becoming more popular, with organisers planning events at short notice in premises that are, at times, not fit for purpose as a place of entertainment, e.g. a rave being held in an unoccupied factory.

We work with event organisers to provide advice on fire safety issues to ensure that the event can either go ahead safely, or where this has been found to not be possible, a Prohibition Notice under the Regulatory Reform (Fire Safety) Order 2005 may be served on the premises to ensure that either the event cannot be held, or that restrictions are placed on the number of persons who can occupy the premises.

# Local Resilience Forum and Local Community Risk Register

The [Local Resilience Forum](#) (LRF) is a multi-agency partnership which was formed to meet the requirements of the [Civil Contingencies Act 2004](#). The role of the LRF is to plan and prepare for localised incidents and catastrophic emergencies. The LRF compiles a [Community Risk Register](#) which identifies the wide range of risks and emergencies we could potentially face.

The Risk Register is then used by the forum to inform its priorities for planning, training and exercising. Emergency responders in England and Wales are required to co-operate in maintaining a Community Risk Register in accordance with the Regulations contained in the Civil Contingencies Act 2004.

The LRF produces emergency plans to either prevent or mitigate the impact of any incident/emergency affecting the local community.

The agencies involved in the LRF are the four South Yorkshire Local Authorities, Police, Fire and Rescue Service, Ambulance Service, Environment Agency, British Transport Police and the NHS. These are classified as Category 1 Responders.

The LRF is supported by other organisations classified as Category 2 Responders, such as Transport Agencies, Airports, Utility Companies and Voluntary Agencies, who have a responsibility to co-operate with Category 1 organisations and to share relevant information with the LRF. The geographical area the forums cover is based on police areas.

The Forum membership consists of the Chief Executives of all the agencies involved in South Yorkshire. It is chaired by the Chief Constable and meets on a quarterly basis.

## National Resilience and the National Risk Register

The National Resilience Programme is one part of Communities for Local Government contribution to the Government's Civil Contingencies Capabilities Programme.

The strategic aim is to continue to enhance preparedness and resilience of the Fire and Rescue Services in England and Wales by maintaining and improving the capability of the National Assets. The programme consists of a number of distinct capabilities. These are:

- **CBRN(E) (Chemical, Biological, Radiological, Nuclear (Explosives))**
- **Urban Search and Rescue**
- **Water and High Volume Pumping**
- **Command and Control**

The [Government's National Risk Register of Civil Emergencies](#) (NRR) is a reference document for individuals and organisations wishing to be better prepared for emergencies. It provides updated information on the types of civil emergency that people in the United Kingdom could face over the next five years.

# Civil Protection and National Resilience

We have a dedicated Civil Protection Group. The Group works closely with multi-agency partners, including South Yorkshire Police, Yorkshire Ambulance Service, Local Authorities, the Health Service and voluntary agencies. Its members are recognised by the Government and other professional partners at Regional and National level as experts and leading exponents in many different fields and their advice has been incorporated many times in to national guidance.

The Group's work meets our statutory responsibilities under the [Civil Contingencies Act 2004](#), the [COMAH Regulations 1999](#), the [REPPiR Regulations 2001](#), and the [Pipelines Safety Regulations 1996](#) and the New Dimensions project.

## Business Continuity

The Civil Protection Group has also developed the Business Continuity Plans of SYFR over a number of years. They coordinate this function across the organisation and are responsible for the training in, and testing of, our Business Continuity arrangements. They carry out this function in conjunction with our multi-agency partners and our neighbouring Fire and Rescue Services.

## National Resilience Assets

We maintain and staff several assets designed to be available both for the communities of South Yorkshire and for a wider response in the event of large scale national emergencies.

**Mass Decontamination Unit (MDU)** - The MDU features a range of equipment for use in the event of a chemical or biological incident, such as a spillage, leak, or a terrorist attack. The unit includes a decontamination tent and showering unit where large numbers of people can be treated. It also includes protective clothing such as gas tight suits.

**Detection & Identification Module (DIM)** - The DIM module allows fire-fighters to identify a wide range of hazardous materials. It is deployed into the hazardous area to collect samples of substances and identify them to enable a correct response to be formulated – both medically and operationally.

**High Volume Pump (HVP)** - HVPs are capable of moving huge volumes of water and can be used both to remove water from a particular area, for example during flooding, or to transfer it from a large water source onto the incident ground, for example at the scene of a large fire. Our HVP can pump 8,000 litres of water per minute.

These vehicles are part of a national fleet which we are able to call upon in the event of a major incident in South Yorkshire.

## Joint Emergency Services Interoperability Programme (JESIP)

JESIP is a two year programme that aims to improve the ways in which the three blue light emergency services work together at major and complex incidents.

The programme is funded by the Home Office until September 2014.

The project has been divided into four main workstreams supported by programme management, engagement and communications activities:

- **Doctrine and Organisation**
- **Operational Communications**
- **Shared Situational Awareness**
- **Training and Exercising**

More details and updates can be found on the [JESIP website](#).

SYFR has representatives at a regional level influencing the direction of this programme, which ultimately feeds in the National Programme. One of our priorities is to ensure we continue to work with Fire and Rescue Service Colleagues to shape the way that Emergency Services at all levels of command respond to major incidents in the future.



# Prevention, Protection and Response

Prevention, Protection and Response are the three key areas of activity for the Service. All the work carried out within the organisation can be aligned to one or more of these three areas.

They each utilise a risk-based approach to identify what we need to do, where, and when we need to do it. We may have a legal or moral obligation to deliver our services, but it is the use of risk analysis that helps us decide how they should be delivered.

## **For example:**

- **Technical Fire Safety uses a risk-based inspection programme to discharge our responsibilities under the Regulatory Reform (fire safety) Order 2005.**
- **Our Service Delivery Support function manages the process of collating risk information to inform our safe systems of work and our Standard Operating Procedures.**
- **Our new Community Fire Risk model will inform how we target community fire safety work, based on dwelling fire risk.**

The following sections summarise how we deal with the identified risks in terms of our specific activities, and how we plan to reduce or eliminate these risks, thereby ensuring the continuing safety of the communities in South Yorkshire.

## **Prevention**

Prevention focuses on the development and delivery of educational interventions to reduce fire deaths and injuries within dwellings and in road traffic collisions on our roads.

This includes the prevention of fires that are deliberately started, working with children to establish awareness of the dangers of fire, the risks of driving on the roads, and discouraging the practice of making fictitious fire calls.

Particular attention is given to those areas and sections of the community recognised as being most at risk and identified using statistical data and sophisticated targeting tools.

### **Stronger Safer Communities Reserve**

We understand that our prevention work is most effective when carried out in partnership and where we engage effectively with local communities to ensure our messages have an impact, and ultimately change behaviours.

To support this work, South Yorkshire Fire and Rescue Authority agreed to set aside **£2 million** from its general reserves to further support its work in the area of community safety.

The Stronger Safer Communities Reserve seeks to compliment the valuable work already taking place and ensure the Authority and Service continues to support, not only its own strategic objectives, but those of partners in the wider sub-region.

The focus for the reserve is community safety, and the most vulnerable in society remain an absolute priority.

The reserve will be available for partnership working with agencies and community partners, in order to undertake projects or initiatives which support the key objectives we have set out for the reserve.

## Partnerships and Community Collaboration

Partnership working is a key way of creating both a safer society and a more effective Fire and Rescue Service. Our aim is **“To efficiently and effectively work in partnership with local people and partners to identify and respond to key issues affecting our diverse communities”**.

This will enable us to increase our capacity and ability to deliver improved outcomes for our communities and achieve our vision of ‘A Safer South Yorkshire’”. Our **Community Safety Partnership Strategy 2012-14** outlines the ways in which we will work with our partners, stakeholder and local communities to deliver our services to meet the needs of the community.

The Lifewise Centre and the Safer Roads Partnership are good examples of partnership working at the highest level. Over 40,000 people passed through the **Lifewise Centre** during 2012/13, allowing the Fire Service, Police and other partners the opportunity to engage and educate members of the public from all the demographic groups living and working in South Yorkshire.

We are working with the Safer Roads Partnership and South Yorkshire Police to actively reduce the number of accidents and injuries on our roads. Working out of the Lifewise centre in Hellaby, together with our Police and Safer Roads Partnership colleagues we investigate all Road Traffic Collisions of note in South Yorkshire and initiate targeted interventions where they are needed most.

## Volunteers

The Government, Voluntary and Community Sectors recognise the value of volunteering. The unique contributions from volunteers, adds value to service delivery, with one of the most valuable benefits, identified through volunteering as being the reduction in social exclusion.

We understand that an effective volunteer network will enable us to engage with and access all the skills and experience in our communities and consequently will lead to a well rounded understanding with improved levels of service.

The volunteer experience is important to us and we are working hard to capture and fulfil volunteers expected outcomes, whether this is progression into employment, or giving something back to society.

To help us to achieve these aims, we have a Volunteering Policy.

## **Inclusion**

Inclusion underpins everything we do to keep communities safe; it is about the way we think, the way we act and take action to remove barriers, improve access to services, reduce risk and keep individuals and communities safe.

Inclusion acknowledges that people are different and should be treated fairly: which is not necessarily the same as treating people the same. This will be reflected in the way that we deliver our services through carrying out innovative prevention activities which address different needs and levels of vulnerability.

From 2013, our Community Safety function takes responsibility for 'Inclusion' within the delivery of our services; this is to ensure that the Inclusion approach is at the centre of and integrated into all aspects of how we deliver our services e.g. targeted fire prevention and protection activities, community empowerment and engagement, fire safety initiatives and attending emergencies.

### **Community Safety**

It is fundamental to serving our communities that we better understand the complexities and multiple risks associated with vulnerability. Our staff needs to know more about how different communities may have different risks and may need different services to reduce those risks. This more detailed understanding will be used to develop services and adapt our ways of working to ensure the needs of excluded groups are met.

The most effective way to ensure a sustained reduction in risk is to educate people to help them live safer lives. In answer to the identified risks we are proactively engaged in a range of activities designed to educate and inform the communities we serve.

One of the key ways that we identify people and target our education and interventions is through links with partner agencies. Once we have identified key areas of risk we then engage with partners to identify groups and individuals in these areas and begin the work of reducing risk.

#### **Amongst the activities that we are involved in are;**

- **Schools Education**
- **Youth Engagement** – in particular with Youth Offending Services
- **Our targeted Home Safety Check programme**

### **Community safety campaigns**

The Service's communications work is targeted to support community safety activity. It draws on incident analysis and socio-demographic data assess where media and marketing campaigns are best-placed to deliver reductions in emergency incidents.

In the future this work will be further informed by the Community Fire Safety Risk Model.

More information regarding our prevention work is contained in the:

[\*\*Community Safety and Inclusion Strategy.\*\*](#)

## **Protection**

Our Technical Fire Safety department has a number of statutory legislative, licensing and supporting duties. As a metropolitan fire authority Technical Fire Safety Officers have three main enforcement commitments:

### **Enforcement of the Regulatory Reform (Fire Safety) Order 2005**

Technical Fire Safety Inspecting Officers (TFSIOs) have a statutory duty to enforce the provisions of the Order and any regulations made under it. TFSIOs are appointed by the Chief Fire Officer to undertake these duties in compliance with the government issued Enforcement Concordat and Regulators Compliance Code. The applied methodology for officers carrying out audits is based

on guidelines produced by the Chief Fire Officers Association to assist Fire Authorities in England and Wales to undertake these duties.

We are empowered to undertake audits of any non-domestic premises in South Yorkshire and enforce this legislation. Currently there are 45,000 premises registered on the Community Fire Risk Management Information System (CFRMIS) which have enforcement history. Technical Fire Safety continually undertakes data gathering of new premises to identify those which have no enforcement history. This is in order that those premises may then be introduced to our database. Where officers identify high risk premises during data gathering they will undertake an audit.

The aim of the audit is that the responsible person must comply with the requirements and prohibitions imposed by the legislation.

**There are various pathways that we can use to achieve compliance:**

- **The issue of an Agreed Action Plan**
- **The issue of an Enforcement Notice**
- **Or where serious life risk is identified, officers will immediately issue and enforce a Prohibition Notice**

The failure to comply with these notices will result in us taking people to court – where there can be considerable sanctions against those found guilty under the legislation.

### **Petroleum Licensing Authority**

Being a metropolitan authority, we are the local Petroleum Licensing Authority responsible for the legal storage of petroleum spirit at 140 petroleum storage sites across South Yorkshire. The enforcement is based on current legislative requirements for Petroleum Licensing and Storage which includes the enforcement of the Dangerous Substances and Explosive Atmosphere Regulations 2002. All petroleum storage sites have an annual inspection by trained Petroleum Officers. We inspect and review the premises conditions of all storage sites, issued with a storage licence and take any formal action deemed necessary for the petrol station or storage facility to operate and distribute petrol safely to the public.

The legislation is enforced by the issuing of Improvement Notices and Prohibition Notices. We also undertake the required consultation work regarding building planning applications for the construction and siting of new petrol storage facilities in South Yorkshire and manage the closure and decommissioning of such sites. Officers also assist external agencies in the process of undertaking historic environmental investigations on disused and ex-storage sites.

### **SYFR as an Explosives Licensing Authority**

We are also the Explosives Licensing and Enforcement Authority for all firework retailers in the county. We issue all license renewals and new licences to retailers who wish to store and sell fireworks. Within South Yorkshire approximately 240 retailers apply annually for explosive licenses, permitting them to safely store fireworks in order to sell on to the general public. The main sales period is obviously at certain times of the year but specifically in late October and Early November for the Guy Fawkes events. There are also seven all-year-round retail sales outlets in South Yorkshire.

We undertake annual inspections of these premises reviewing the ability of the premises to store fireworks based on the Manufacture and Storage of Explosives Regulations 2005 and review the applicant as being a fit and proper person to have a licence. These inspections are normally focused around four weeks in October and November. Our Officers are empowered as inspectors under the Health and Safety at Work Act 1974. Officers also deal with local council problems and an increased number of public enquiries relating to the safety of bonfires, safe use of fireworks and the disposal of fireworks.

## **Building Regulations Consultation**

When Council Building Control Officers or Approved Inspectors are planning to build new premises in South Yorkshire they are required by law to consult with South Yorkshire Fire and Rescue. This involves all commercial and non domestic premises.

We undertake these building consultations and apply various British Standards and Approved Documents to ensure that premises are constructed with fire safety considerations and where necessary with inclusive fire safety engineered solutions.

In particular this is the opportunity for us to secure access and fire fighting facilities for our fire-fighters in these premises at the design stage. These help ensure the safety of members of the public but also the safety of fire-fighters during incidents at these premises.

## **Licensing Applications**

Under the Licensing Act 2005 Council Licensing Authorities will send licensing applications and variations to us for all premises wishing to be issued with a premises license. As part of the consultation we can make representations to the local council regarding the applications.

## **Premises Fires**

Where there has been a fire in non-domestic premises, officers will undertake a follow up visit within three working days to confirm the safety of relevant persons and ensure that there have been no failures or contraventions of the legislation. A number of these visits in recent years have resulted in persons responsible for the premises involved in the fire having to undertake major remedial action to ensure the premises meets the requirements of the legislation.

## **Concerns from the Public about Fire Safety**

Officers respond to complaints and concerns relating to fire safety risks seen or perceived by members of the public in premises such as hotels, restaurants, pubs, shops and cinemas. These complaints will result in a visit by a TFSIOs and a possible full audit of the premises.

## **Fire Suppression Systems**

South Yorkshire Fire and Rescue actively supports the introduction of Fire Suppression systems in all categories of buildings from large Warehouses, Recycling Facilities and Public Venues to Residential Care and Sheltered housing. This is done by advice and consultation at the planning stage, in response to Local Authority Development Plans and Building Regulation guidance and education through training seminars for responsible persons.

These initiatives are also being expanded to include retrofitting of systems in existing building which accommodate the most vulnerable in society, e.g. the project to fit a sprinklers system to the Handbank Block, Callow Mount, Gleadless. Thirteen storeys of 47 flats were retro fitted at a cost of £1,150 per flat, with an annual maintenance cost of £250 per block. This was carried out whilst the residents were still living in their flats. This has proved to be the model that other Local Authorities and FRS's have used. There are now two other local projects currently being supported, 550 low rise ranch style houses in Sheffield for Sheffield Council and an installation in 35 bungalows housing vulnerable residents.

South Yorkshire Fire and Rescue also supports the call for domestic sprinklers to be a legal requirement in new and refurbished private dwellings. We seek to realise the benefits that this will bring both in terms of life saving immediate intervention in the event of a fire, and also in the reduction of damage to property and the reduced drain on resources required to rebuild homes affected by fire – both financially and environmentally.

# Emergency Response

SYFR recognises that an emergency incident such as fire or other tragic events has a significant impact on society. As detailed earlier in this document every member of the organisation is fully committed to preventing such events occurring, however, unplanned and unforeseen events do still occur often with devastating consequences. It is the role of Emergency Response to respond swiftly and effectively to prevent injury or death in such circumstances and to mitigate the social impact on the community of South Yorkshire.

This can be seen in our [Emergency Response Strategy](#).

## Equipment and Appliances

SYFR continuously reviews all emergency vehicles and the equipment they carry to ensure fire-fighters have the latest technology to assist them in providing the most professional service possible. This includes the recent introduction of four Heavy Rescue Pumps (HRPs) to enhance the service's rescue capability. These latest vehicles will allow us to have a safer and more effective role at heavy goods vehicle road traffic collisions, large animal rescues, stabilising unsafe and collapsed structures, provide enhanced breathing apparatus capability and the provision of urgent medical assistance for bariatric casualties. It is envisaged that more of this specialist type of appliance will become common place within the service as the nature of threat and risk evolves.

Small Incident Units (SIUs) have recently been introduced to attend small, minor fires. This helps to ensure that full-scale life-saving appliances are available when the public most need them.

We have a specialist research & development and equipment support team. Its overall purpose is to assist in the reduction of death, injury, loss of property and damage to the community, the environment and the workforce by ensuring that operational staff are equipped with the best means available to support fire-fighting and rescue operations.

We constantly review and update Personal, Protective Equipment (PPE), to ensure that our fire-fighters have the best possible protection at incidents.

As an organisation we will continue to review and monitor all equipment and appliances in order for us to be at the leading edge of public safety.

## Fire-fighter Safety

It is recognised that fire fighting is an inherently dangerous occupation and that is why SYFR takes fire-fighter safety very seriously. Each member of our operational staff has undergone a rigorous selection and testing procedure followed by an initial training course to the highest standards both nationally and internationally. It is therefore imperative that all operational staff maintain and build on these operational skills during the course of their career in order for them to respond to emergency situations at a moment's notice safely and effectively. To achieve this SYFR introduced a Maintenance of Competence (MOC) programme that all fire-fighters must complete, demonstrating competency in a number of safety critical areas every six months. In order to monitor and record operational competence and a fire-fighter's commitment to professional development, SYFR has developed an electronic training recording system which allows both managers and operational staff to monitor, plan and review training. This system has been adopted by a number of other fire and rescues services and has been recognised as best practice for maintaining and recording operational competency. SYFR will continue to monitor and review all aspects of operational training to ensure its fit for purpose and encompasses all new and emerging risks.

## **Operational Standards and Effectiveness**

Performance management is paramount to maintaining and improving operation standards. In 2011 SYFR developed a Watch Performance System to aid managers in the greater scrutiny of performance at a watch level and to identify areas of both good and substandard practice. The system is designed to encourage local managers to take ownership for the performance at their station and empower them to drive up standards. The system is used in conjunction with a series of watch audits conducted on a quarterly basis which focuses on the following key areas:

- **Cleanliness of station and equipment**
- **Maintenance of standard test records**
- **The planning and conducting of training sessions**
- **Community safety activity**
- **The update of risk critical information**

Moving forward we continue to monitor and challenge performance to ensure the highest standards are maintained to ensure optimum operational effectiveness. Future developments will include further enhancements of the Watch Performance System integrating it into the latest Human Resource systems to provide a more holistic view of performance.

## **Continuing our Prevention, Protection and Response work**

All of the functions above are designed to meet our statutory duties or to address identified risks or needs.

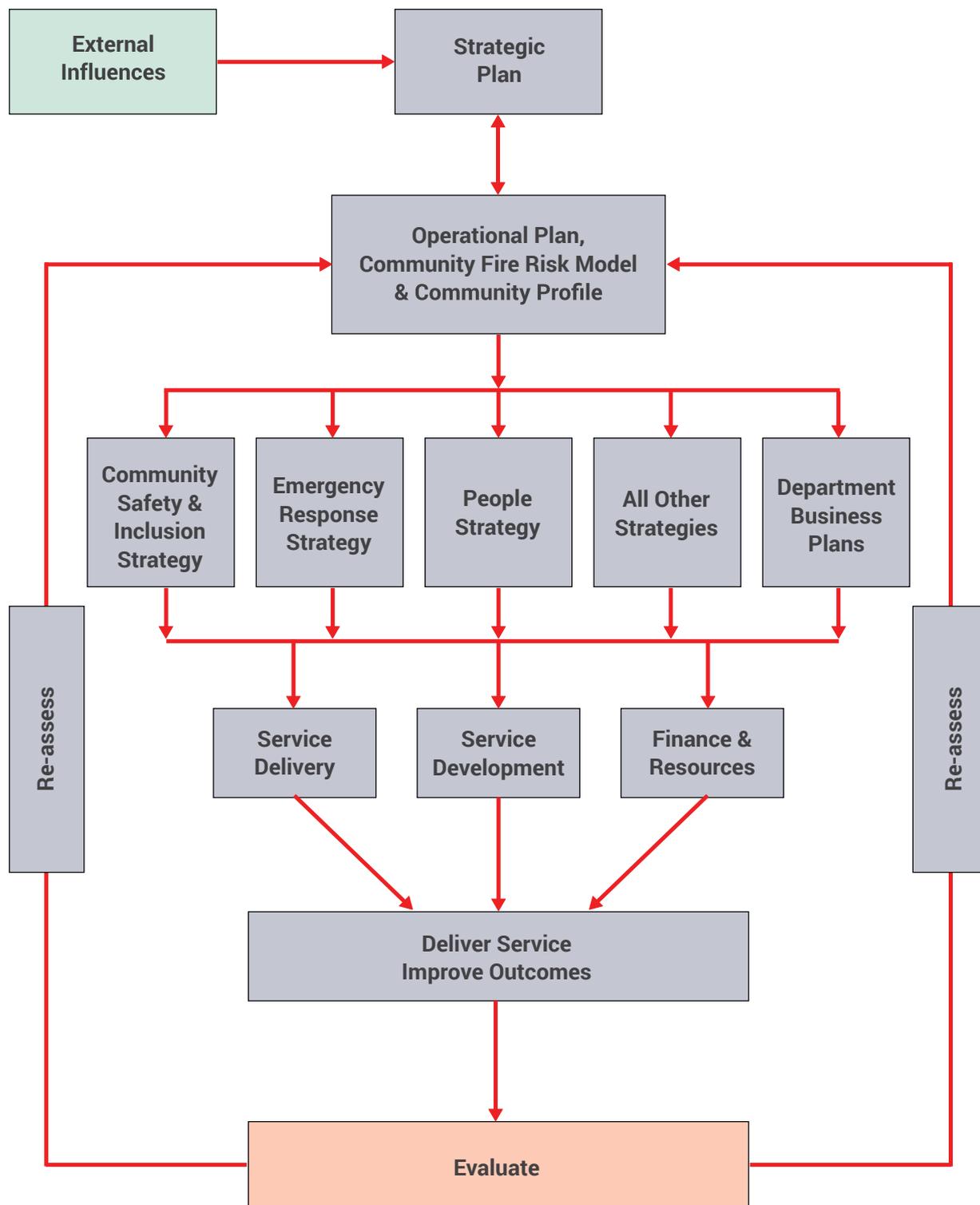
However in order to continue to provide best value for money for the people of South Yorkshire, SYFR will look at innovative ways to maximise efficiency savings. We will look at all the possible ways of delivering our services to enhance effectiveness and efficiency.

Some of these initiatives may include the co-location of stations with other emergency providers such as South Yorkshire Police and the sharing of specialist vehicles like command support units and welfare facilities. We will also look at the location of all our assets and the provision of specialist teams to ensure we have the suitably trained personnel with the right equipment in the right location at the right time. SYFR will continue to look at a variety of innovative options in order to provide the most efficient and effective service possible.

As part of each function's ongoing work we constantly look to new and innovative equipment or practices and remain vigilant to all new or emerging risks to our communities; or to any opportunities for us to improve our efficiency and effectiveness.



# South Yorkshire Fire and Rescue Strategic Planning Model



## Strategic Planning Model

All of South Yorkshire Fire and Rescue's strategies, policies and plans both inform, and are informed by, the Strategic and the Operational Plan.

- **Strategic Plan** – This sets the context and direction of the organisation – it both informs, and is informed by, the Operational Plan.
- **Operational Plan** – This links together all functions of the organisation, analyses current and future risk, and is the place where the evaluation of what has been delivered, and the reassessment of what is required will take place. This is done using the Community Profile and the continuous development of the Community Fire Risk Model. These risk modelling techniques will also be utilised to look at all areas of risk.
- **Community Safety and Inclusion Strategy** – This will be informed and driven by the Strategic Plan and the Operational Plan. Risk reduction activities will be evaluated and refreshed priorities and objectives will be established.
- **Training Strategy** – It is imperative that this is aligned to the Strategic Plan and the Operational Plan to ensure that appropriate training and development of all staff is carried out to make sure that they are able to fulfil their role in its delivery.
- **People Strategy** – It is essential that the People Strategy supports a workforce that has the right skills and profile to deliver the Operational Plan and Strategic Plan.
- **Other Strategies and Departmental Business Plans** – At all levels in the Service these are driven by, have to be aligned to, and must support the delivery of the Strategic Plan and the Operational Plan.
- **External Influences** – There are a number of external influences that are taken into consideration in our planning, for example, Government legislation, emerging national risks and financial settlements and grants.

# Risk Analysis and Management

## Risk Modelling

In 2013 we have developed a new South Yorkshire Community Fire Risk Model which draws from sector best practice and improves upon it. The methodology has been validated by an external body – Risktec – who are experienced in this field and have worked with many Fire and Rescue Services.

This model will enable us to target resources at high risk areas much more effectively, and ensure that the targeting of community fire safety work such as home safety checks and smoke alarm fitting is as effective as possible, prioritising particularly vulnerable groups and individuals.

We now have the ability to identify and map key indicators of fire risk down to household level. This will enable us to identify those people who are at high risk, but who may be living in a traditionally low risk area.

We are using this model to drive and target our dwelling fire risk reduction activities. This will be done, as stated, at household level, and also at a more strategic level. We will “zoom out” from the household level to a level called “Lower Super Output Area”. These are essentially blocks of 1,500 people – the physical size of the areas depends upon population density – they are far smaller in the city centres than out in the countryside.

At this level we can identify larger areas of risk and determine an appropriate level of response – perhaps an advertising campaign in an area instead of knocking on a door as we would at household level.

Using these blocks of 1,500 people we can also identify higher risk areas that we may need to respond to faster than other low risk areas.

We will also transfer these analytical techniques to our other identified areas of risk – such as Non-Domestic Property Fires and Road Traffic Collisions. Using these techniques we can identify higher risk locations and target our prevention activity accordingly.

The Community Fire Risk Model will be subject to continuous improvement and development – primarily due to new data becoming available but also because new techniques are being regularly developed.

Once such development already planned is that of the creation of a feedback loop linked to our risk reduction activities.

The majority of these types of models are relatively static – utilising data over long periods. We are keen to develop a dynamic system that reflects the most up-to-date picture of risk in a given area. This is best achieved by quantifying and factoring in our own risk reduction activities (smoke alarm fitting, education activities etc) and then re-running the model to measure their impact.

The results will not only help us to evaluate what has worked and what has not – they will enable members of the public to see the impact of our activities in their communities.

## Risk Model Methodology

We have built on existing models within other Fire and Rescue Services to develop a model which takes into account the wealth of socio-demographic data that we have available to us, which can be used to build up a unique profile of our communities in South Yorkshire, and help us to target our work much more effectively.

The data we have used is called 'Mosaic' Public Sector, supplied by a company called Experian, which is widely used by Local Authorities to target services. It draws on a wealth of data sets from financial information to local health data and the British Crime Survey to build up a picture of different Groups and Types of people across the UK.

We have produced a risk model and associated risk maps based on dwelling fire incident rates, casualty rates and this Mosaic data to give each Lower Super Output Area (LSOA) a risk score.

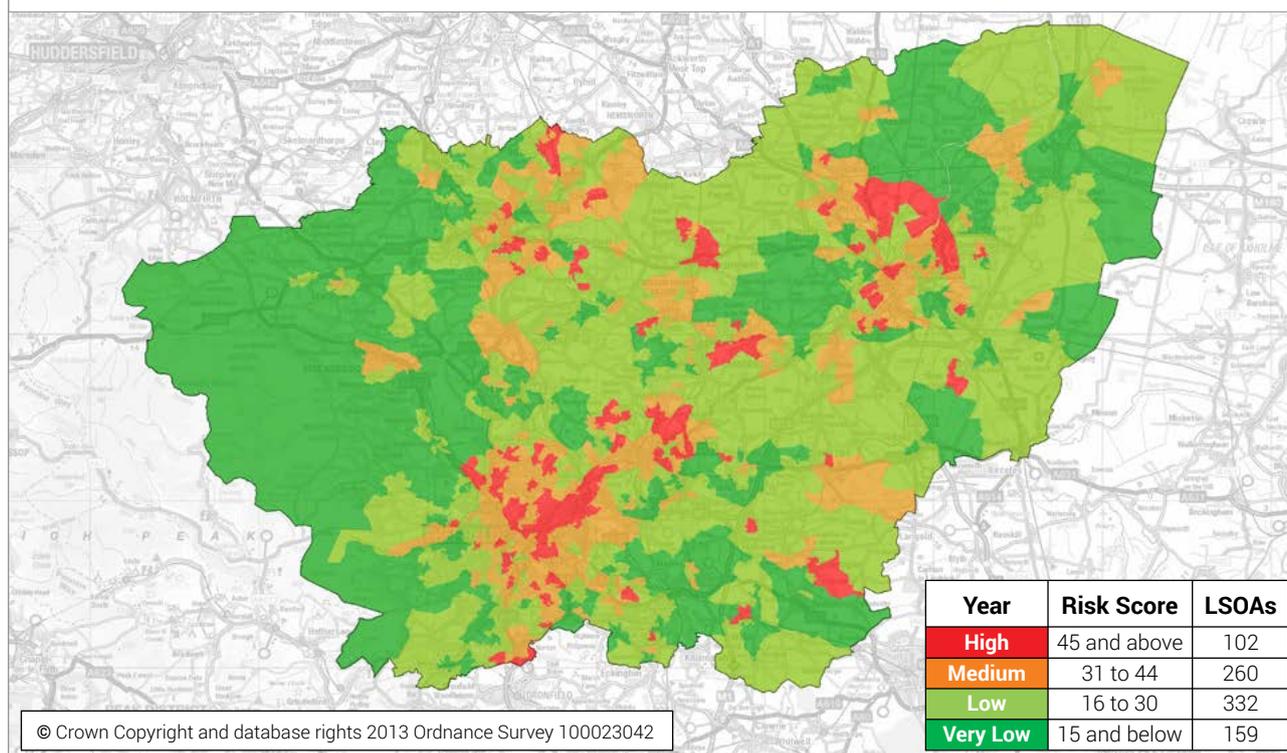
The maps below show the overall South Yorkshire risk picture and the risk picture for each District within South Yorkshire. The risk maps are based on three years' data from 1 April 2010 to 31 March 2013.

Full details of our Risk Model can be found in the [Community Fire Risk Model](#).

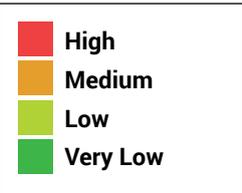
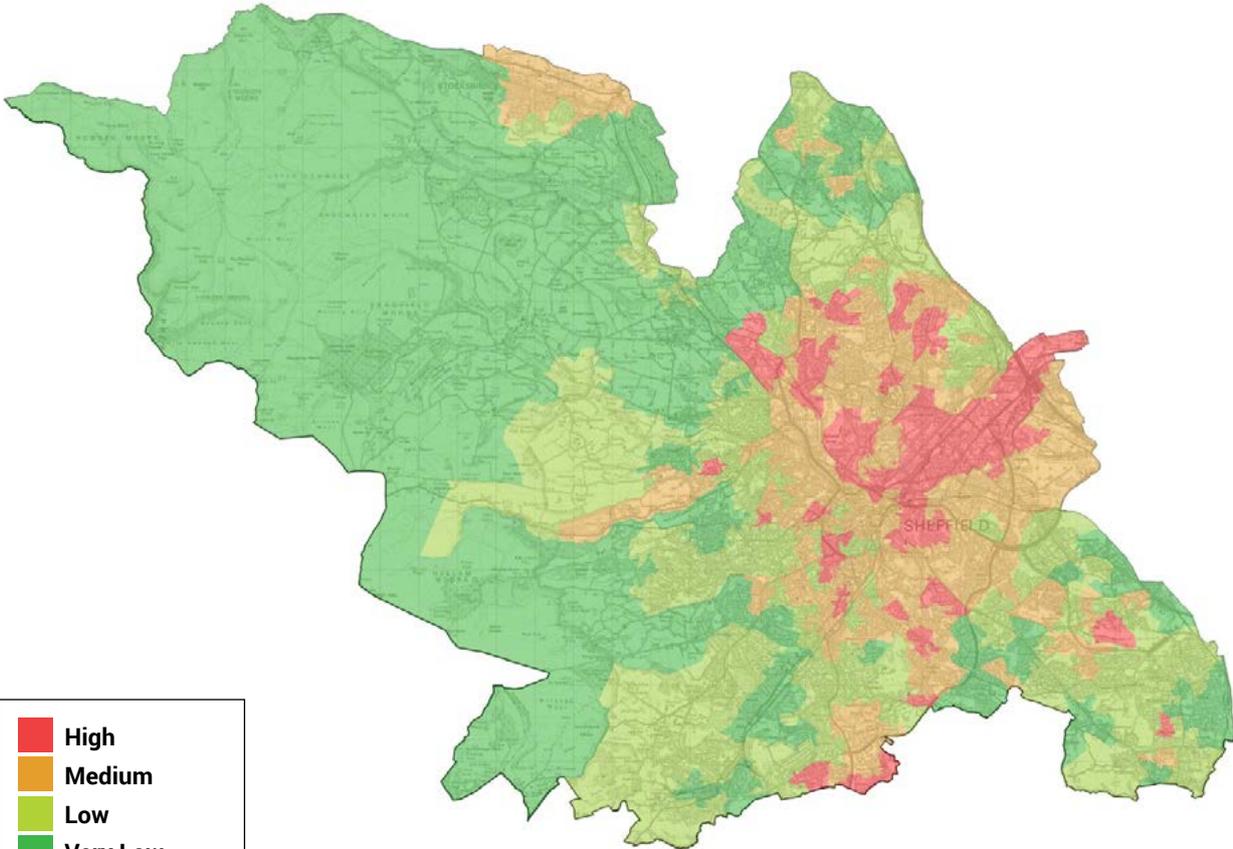
The model has been reviewed and validated by an external company called Risktec Solutions, who provide specialist risk management consultancy, and have experience in the fire sector having worked with other Service's to validate their risk models.

More details about Risktec can be found at [www.risktec.co.uk](http://www.risktec.co.uk) and their report can be found by [clicking here](#).

### SYFR Fire Risk Map (Fire Rate per Household by Lower Super Output Area)

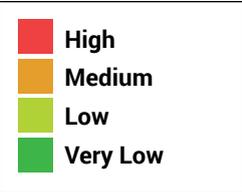
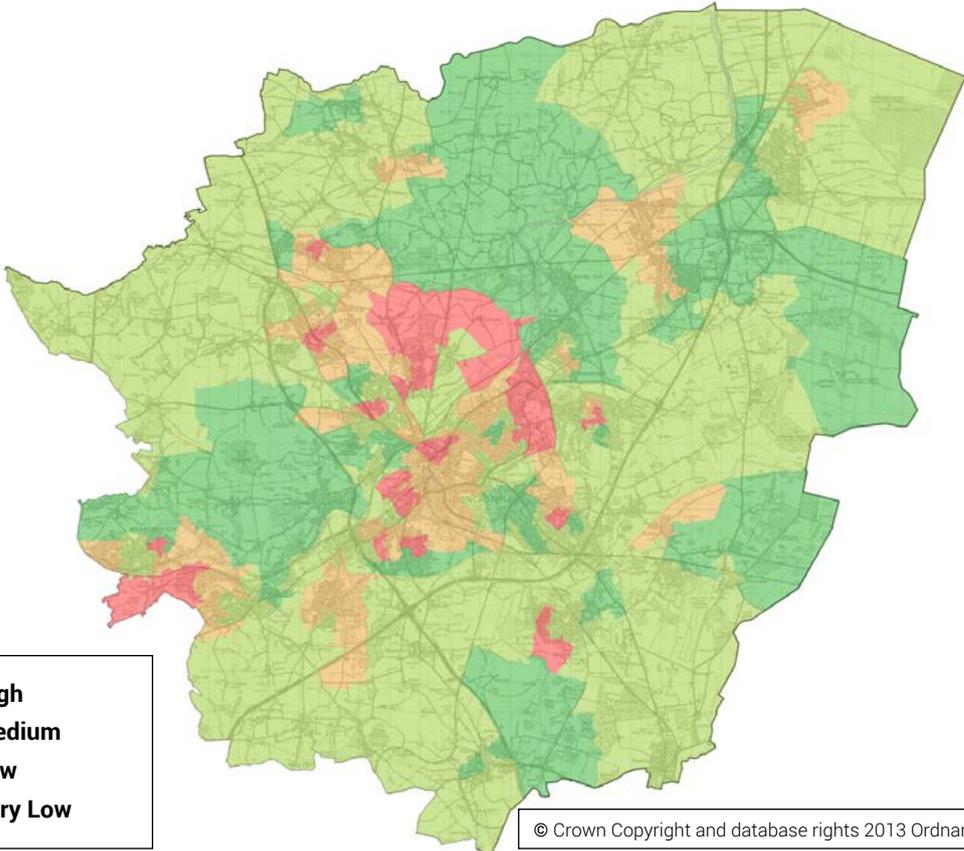


**Sheffield – Fire Risk Map (Fire Rate per Household by Lower Super Output Area)**



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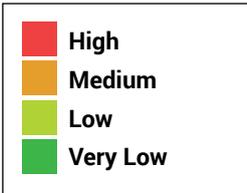
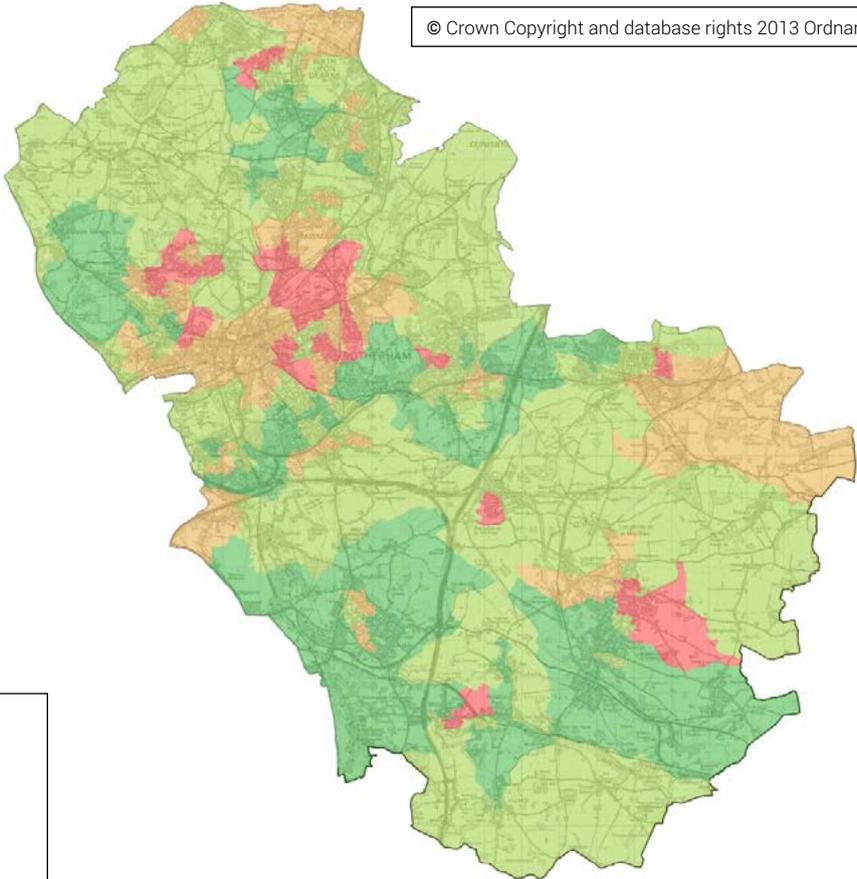
**Doncaster – Fire Risk Map (Fire Rate per Household by Lower Super Output Area)**



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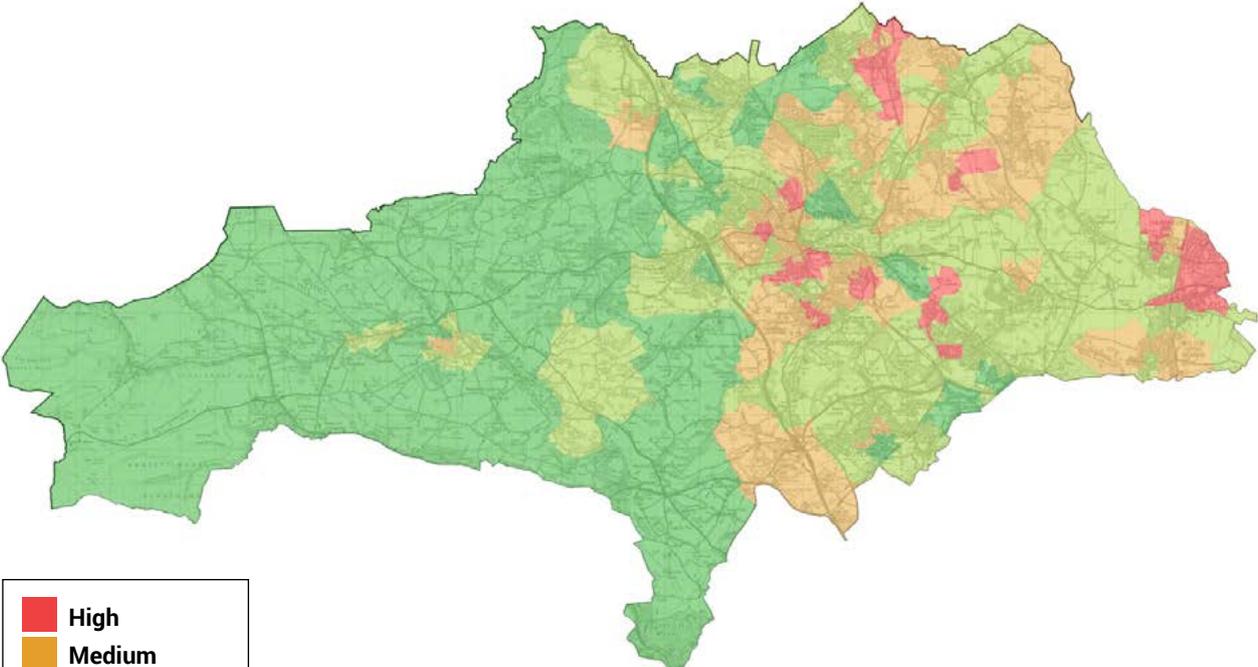
**Rotherham – Fire Risk Map (Fire Rate per Household by Lower Super Output Area)**

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**Barnsley – Fire Risk Map (Fire Rate per Household by Lower Super Output Area)**

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# Response Standard

We have always recognised that the six minute target, that we set ourselves some years ago, is extremely challenging. In fact our six minute target has been one of the most challenging of all the Fire and Rescue Services in the Country.

This has not affected our performance in relation to keeping people safe. In fact, people in South Yorkshire are safer than ever before with injuries and deaths from fires and road traffic collisions falling dramatically over the last ten years.

We will always respond to every life threatening incident as quickly and safely as possible.

## Consultation

This Plan was adopted by the Authority after a total of 22 weeks of consultation – 13 weeks during its development phase, and a further nine weeks in final draft form.

The public element of the consultation focused on people's emergency response time expectations. In 2006 we adopted a target of responding to 80% of life-threatening incidents within six minutes, but had never achieved it. We gave people various options about changing this target, and the response from the public was that they felt we don't need a response time target, because people trust the Fire Service to respond as quickly as possible. However, our staff felt that we still needed a measure of the impact of Government cuts on our emergency service. So we no longer have a target response time, but will continue to publish our performance for information purposes.

We cannot yet identify what our future response standards will be as they are largely dependent on the resources we will have available as a result of the financial situation. However, internally we will monitor and review the situation and consider our future approach to measuring our performance post 2017.

It is envisaged that once we have refined our risk modelling and proved the system internally, then we will look to engage with people over the merits of using the risk based system as a way of the public measuring and scrutinising our attendance times.

Further Consultation feedback on the Equality Assessment indicated that additional consideration should be given to remote communities who live furthest away from Fire stations. This has been taken into consideration in the development of our Community Risk Model and how we will target our Community Fire Safety prevention activity.

### Critical Attendance Standards

We will also produce South Yorkshire Fire and Rescue Critical Attendance Standards (CAST) which will look to define appliance resource requirements for all standard incidents.

### The Role of a Fire-fighter

When we consulted on this Plan, we carried out some additional consultation around the future role of a fire-fighter.

There was general support from the public for the principle of expanding a fire-fighter's role if it could help to protect the service. There was a presumption that the Fire Service should and would respond to all rescue related incidents such as water rescue and terrorism related incidents, and there was support for providing more medical assistance /services through co-responding with the Ambulance Service. There was strong support for cost-recovery where appropriate however, particularly for animal rescues.

Our fire-fighters said that they were willing to consider additions to the fire-fighter role and alternative duty systems.

**Some feedback from the Watch Consultation sessions included:**

*“No matter what the role of a fire-fighter is, a fire-fighter wants to save life”*

*“Co-responding was viewed as a positive step forward and in line with their skills and perceived role in the community”*

*“The watch were very positive towards taking on other roles and responsibilities and used co-responding as a good example. Some commented we should go further and provide paramedics on appliances”*

# Evaluation of Service Delivery Outcomes

## Evaluation of Our Risk Reduction Activities

The risk map will be re-created annually, as a minimum, to evaluate the impact of the prevention work we have done in an identified area.

By incorporating our Home Safety Check data into the model we will be able to demonstrate improved outcomes for the public in terms of reducing risk levels. We will also be able to analyse the impact we have had on particular groups of people who are most vulnerable. This will complement our existing evaluation of our prevention activity that is undertaken on a regular basis, for example following a media campaign to reduce the number of electrical fires, or cooking fires.

## How we monitor and manage performance

We have a suite of corporate level performance measures that reflect our four priority areas – Community, Operations, People, and Finance & Resources. Individual stations and sections are encouraged to develop further local performance indicators relevant to their particular area, which are monitored locally. This data is used to analyse performance trends and underlying causes; and drives improvement across the service. Our performance is regularly reported to the Fire Authority for scrutiny.

Our suite of indicators will be reviewed and updated in line with the Operational Plan and Strategic Plan to ensure that they enable us to effectively monitor our performance against our priority areas. This review will take place in January 2014. We have already started to identify areas where we could introduce new ways of managing performance, in response to future developments and changes.

One example is how we measure and monitor our Call Management (999 calls we receive).

### Emergency Call Management

Our 2012 mobilising figures show that each call had an average duration of **96.7 seconds**, from the time the call was taken to the time that the appropriate vehicle was mobilised.

The technology in our existing Control system does not allow us to performance-manage the handling of Emergency Calls in any great depth.

We will internally performance manage Emergency Calls along the following lines:

**60% of all calls handled\* in 60 seconds**

**90% of all calls handled in 90 seconds**

**95% of all calls handled in 120 seconds**

\* Handled – means the call is answered, information obtained and an appropriate response is mobilised.

We will begin to report externally on our Emergency Call performance after the implementation of our new Control system in collaboration with West Yorkshire Fire and Rescue. We know that this new system will allow us to performance manage each individual aspect of an Emergency Call.

The new functionality will be delivered in 2014 and we will incorporate the new reporting capabilities into the first review of this Operational Plan.

One of the key improvements delivered by the new Control system will be the Pre-Alert function. When Control receive an emergency call, the system will automatically pre-alert the nearest fire service resources, getting them ready to respond immediately, should they be selected to attend by the Control Operator. This Pre-Alert will significantly improve our mobilising and attendance times.

## **External Review and Evaluation**

We will be undertaking an Operational Assessment Peer Review in early 2014, which is Fire Service assessment process co-ordinated by the Local Government Association.

This process both challenges fire and rescue services, and provides suggestions for improvement across a number of key Service areas. The results of the review will be made public, and an action plan drawn up to take forward any recommendations.



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# How We Will Report on Our Performance

## Performance Reporting

For full details of our performance measures and performance achievements for 2012/13, please see our performance reports on the [SYFR Internet](#).

The [2012/13 Annual Performance Report](#) contains detailed reports on performance in the East and West Areas, and the prevention and protection activities that have been undertaken locally.

## Annual Report

Our Annual report to be published in 2013/14 will focus upon our performance and achievements for the previous year, and how we have delivered against the priorities we set out in our previous Service Plan. Going forwards the Annual Plan will provide an update on progress against both the Operational Plan and the Strategic Plan 2013-17.

## Annual Statement of Assurance

The 2012 Fire and Rescue National Framework states that fire and rescue authorities must provide assurance on financial, governance and operational matters and show how they have had due regard to the expectations set out in their integrated risk management plan and the requirements included in the Framework.

One of the main aims of the Statement of Assurance is to provide an accessible way in which communities, Government, local authorities and other partners may make a valid assessment of their local fire and rescue authority's performance.

Our Statement of Assurance will be published in early 2014 and will be a public document.

## Operational Plan Refresh

The Operational Plan will be reviewed and refreshed on an annual basis and made available on our [external website](#).

## Transparency

We strive to be transparent in the way we make decisions and our monthly Fire Authority Meetings are webcast and available to view live, or after the meeting, on the Authority's website. Members of the public can also attend in person in the viewing area at the Joint Secretariat in Barnsley, and are able to submit questions to the Fire Authority in advance of the meetings. Full details can be found on the [Authority's website](#).

# Responding to Changing Risks

As we plan our resources for the next four years we need to take into consideration developments across South Yorkshire that may impact on the services we deliver, and how we deliver them. Developments such as the **Sheffield City Region Enterprise Zone**, which provide sites for businesses including industrial and manufacturing facilities, at locations in Barnsley, Sheffield, Rotherham and Markham Vale at Junction 29A of the M1.

## Local Developments

### Housing

The Waverley development is a 740 acre former coal surface mine site that has been reclaimed to provide both residential and business communities, close to Junction 33 of the M1. Comprising of up to 3,890 homes, and large areas for commercial use, we considered the need to provide fire cover to this area when we were looking at the most appropriate location for a new fire station to replace Darnall and Mansfield Road Stations. The **Advanced Manufacturing Park** (AMP) is already home to research and manufacturing organisations such as Rolls Royce.

### Inland Port

A £300m Inland Port is being created in Doncaster one mile from Junction 3 of the M18, which will be the UK's largest port and logistics complex, providing rail linked warehousing and a rail freight terminal designed to handle national and international consumer freight.

### High Speed Rail Network

Currently the Government are proposing revolutionary changes to the rail network. The High Speed Two (HS2) rail network has a proposed new station located at Meadowhall Shopping centre next to the M1. The proposed HS2 line would enter our region at Killamarsh, past Rother Valley Country Park, through Beighton, toward Swallownest, through Fence, between Orgreave and Treeton, and on to Catcliffe. From there it would continue to Tinsley, Meadowhall and Chapelton, through Hesley Woods, crossing the M1 just before Junction 35a towards Hoyland. From Hoyland Common and Upper Hoyland, it would cross the Dearne Valley Parkway, toward Worsborough, along edge of Wombwell Woods and onto Ardsley and Stairfoot and on through West Yorkshire to Leeds. Formal consultation begins in 2014 and the route is expected to open to passengers in 2033.

### Managed Motorways

The proposals for managed motorways along stretches of the M1 through our county may impact on the way we respond to RTCs on this road. The managed motorway between junctions 32 and 35a is designed to relieve congestion by using technology to vary speed limits and hard shoulder running.

The physical and procedural changes brought about by the move to a managed motorway network have already been analysed and assessed and we are already in the process of changing our internal procedures and guidance to reflect this change.

This is an excellent example of how we continually monitor changes both locally and nationally to ensure that we continue to deliver an excellent service to South Yorkshire. This vigilance also ensures that we have the right equipment, training and procedures in place to enable our fire-fighters to operate safely and effectively.

More information about the new managed motorway development can be found on the **[Highways Agency website](#)**.

# New Ways of Working to Meet Future Risks

As the Fire and Rescue Service has evolved over time, it has accepted a greater range of responsibilities than the traditional fire fighting role. Greater exposure to more complex threats and weather events challenges our existing response. An example of this is the addition of rescues from road traffic collisions, which became widely viewed as a fire-fighter's role, even before it became a statutory function in 2004, additionally attendance at widespread flooding is now commonplace.

We recognise that as incident volumes reduce, we have the capacity to undertake other work.

During our consultation for this Operational Plan, we discussed with fire-fighters their appetite for providing additional services to local communities. As a result of generally positive feedback, in the lifetime of this Plan, we will seek to discuss with representative bodies, and introduce, the following new skills to the Service:-

## **Co-responding/Medical Service Provision**

Fire-fighters are already trained to provide a basic level of emergency first aid. We will seek to provide additional training to enable our staff to provide an enhanced level of care when they are first in attendance at emergency incidents. We will additionally seek to discuss and implement appropriate areas in which our staff may be used to reduce demand on the Ambulance Service.

## **Marauding Terrorist Firearms Attacks (MTFA)**

Some English Fire Services already have staff trained to assist the Police and other agencies in case of a 'marauding terrorist' scenario developing. We will seek to identify and train fire-fighters who are willing to provide similar attributes to protect South Yorkshire communities.

The above builds on an existing framework of multi-agency response to community needs such as our missing person's protocol which enables South Yorkshire police to draw on our resources to assist with locating persons missing from home.

## **Technical Rescue - Heavy Rescue Pumps**

The work of our former Technical Rescue capability is now being mainstreamed using teams and equipment based strategically around the county. Different teams offer different set of skills, being trained to provide attributes such as bariatric rescues, large animal rescues, heavy cutting and trench rescue, rope rescue and confined space working. These teams are supported by Heavy Rescue Pumps which carry all the equipment carried by a standard rescue pump plus additional rescue equipment.

## **Review of Shift Patterns**

As part of the consultation with Watches we also raised the question of shift patterns. We received some feedback from crews that they were in favour of considering alternative shift arrangements. For example, one watch submitted their own proposal for new shift patterns of either 24-hours on/48-hours off, or 48-hours on/96-hours off. It is our intention to review shift patterns in response to local need.

# Glossary

## **Category 1 and Category 2 Responders**

Under the Civil Contingencies Act 2004 a list of Category 1 and 2 Responders are set out, with different requirements for each category. The Fire Service falls under Category 1 as an Emergency Service Provider.

The four South Yorkshire Local Authorities, Police, Fire and Rescue Service, Ambulance Service, Environment Agency, British Transport Police and the NHS are classified as Category 1 Responders.

Examples of Category 2 Responders are Transport Agencies, Airports, Utility Companies and Voluntary Agencies, who have a responsibility to co-operate with Category 1 organisations.

## **Collaborative Working**

Working jointly or co-operating with others.

## **Combined Fire and Rescue Authority**

This is a stand-alone authority covering pre-1992 county council areas, including a combination of residual county councils, district councils and unitary authorities.

## **Co-responding**

Accompanying another in the delivery of services, or providing first response for another organisation (i.e.: Fire Service personnel trained in basic life support to assist the Ambulance Service).

## **County Fire and Rescue Authority**

Fire and Rescue Services are part of a County Council.

## **Establishment**

This is the number of posts that we have. These include both posts that are filled and vacant posts.

## **Fire Appliance**

This is a generic term for any responding fire service vehicle.

## **Fire and Rescue Authority Members**

These are Elected Councillors from each of the four districts in South Yorkshire who sit on the Fire Authority.

## **Heavy Rescue Unit**

A pump which is equipped to carry additional equipment for specialist incidents, such as heaving cutting and trench rescue.

## **Invest to Save**

Funding projects which may require an initial investment but which will return benefits and ongoing savings in the future.

## **IRMP – Integrated Risk Management Planning**

This is the identification and assessment of risks within the community, taking into consideration a broad range of potential threats.

## **Lifewise**

Lifewise is an interactive learning centre for South Yorkshire communities, developed by South Yorkshire Police and South Yorkshire Fire and Rescue. Featuring a purpose-built set, it is used to educate visitors about safety and citizenship with the ultimate aim of reducing crime and improving quality of life.

## **Metropolitan Fire and Rescue Authority**

A stand-alone authority covering the area a number of Unitary Authorities within the Metropolitan Counties set out in 1974.

## **Mobilisations**

Where a rescue pump/appliance has been sent to an incident (even if they are turned back before arrival).

## **Non-Domestic Properties**

These are Commercial Properties such as offices, businesses, warehouses, and hospitals.

## **Personal, Protective Equipment (PPE)**

Equipment used by fire-fighters to protect their safety during an incident, this could be breathing apparatus or clothing for example.

## **Primary Fires**

Primary fires include all fires in buildings, vehicles and outdoor structures or any fire involving casualties, rescues or fires attended by five or more appliances.

### **Rescue Pumps**

Rescue Pumps are used to respond to incidents. These may be standard pumps or have Heavy Rescue attributes.

### **Resilience Pumps**

These are pumps available during the day on a whole-time crewed basis, but on a retained duty system overnight.

### **Response Standards**

Measuring how quickly we respond to incidents.

### **Retained Duty System Fire-fighters**

Retained Duty System Fire-fighters work on a 'standby' basis, for responding to emergency calls. They are paid both an annual retainer and fees for attending training, emergencies and giving fire safety advice. Retained Duty System Fire-fighters usually live or work within five to eight minutes of their local fire station. This enables them to quickly respond to emergency calls.

### **Risk Analysis**

This is the process of examining in detail the risks in our community.

### **Road Traffic Collision (RTC)**

This is an accident involving vehicles on the roads.

### **Secondary Fires**

A Secondary fire is a fire incident that did not occur at a primary location, was not a chimney fire in an occupied building, did not involve casualties (otherwise categorised as a Primary incident) and was attended by four or fewer appliances.

### **Shift Pattern**

The working hours or rota that personnel and Watches work to.

### **Small Incident Unit**

A smaller vehicle (Mercedes Sprinter) than a rescue pump, equipped to deal with small fires such as grass and bin fires.

### **Technical Rescue Unit/Team**

A specialist unit which provide rescue capability and equipment for a variety of rescues such as confined space rescues and water rescues. The introduction of four Heavy Rescue Pumps will enable these resources and skills to be spread across South Yorkshire.

### **Trading Arm**

This is a separate company which is kept at "arms length" from the fire authority's public remit and which has to operate and be audited in a totally professional and transparent manner. It must also be "function related" in other words it can only offer fire safety related services and can only operate within the geographical area of its own fire authority.

### **Unitary Fire and Rescue Authority**

Fire and rescue services are part of the unitary authority.

### **Watch**

One of four shift groups who provide cover 24 x 7, seven days a week. This could be fire-fighters or Control operators.

### **Welfare Unit**

This is used at large incidents, providing support for personnel with the provision of food and drinks etc.

### **Wholetime**

Permanent contract operational staff.

# Appendix - Action Plan for 2013 to 2017

| <b>Community – Making people safer – working to prevent emergencies</b> |  |                              |
|---|--|------------------------------|
| <b>Priority 1 - Improved Community Risk Analysis and Targeting</b>      |  |                              |
| <b>No.</b>  | <b>Action</b>  | <b>Timescale</b>             |
| 1   | We will further develop our Community Fire Risk Model to incorporate evaluation of our prevention activity in reducing risk, and review the process in 12 months time. We will use the model to target our Community Fire Safety resources, and use our resources where they have the most impact.   | Complete by December 2014    |
| 2   | We will develop a Non-Domestic (Commercial) Property Risk Model to provide predictive risk information for Technical Fire Safety to target their resources in the area of inspections, and to re-evaluate risk taking into account new risk information. This will also incorporate evaluation of the effectiveness of our inspections on reducing risk. | April 2014                   |
| 3   | We will continue to work with partner agencies and seek to further to improve data sharing in order to target our interventions on the most vulnerable in society.   | Ongoing                      |
| <b>Priority 2 - Increased Community Involvement</b>                     |  |                              |
| 4   | We will work with our Communities more closely in reducing risk in areas of greatest need through the use of the 'Stronger Safer Communities Reserve', which provides £2 million of funds to support agencies and community partners in the delivery of projects that support our community safety objectives and priorities.                            | Completion by March 2016     |
| 5   | We will continue to develop our approach to Inclusion by ensuring that it is integrated into all aspects of how we deliver our services, and better understand our communities and the risks they face.  | Ongoing                      |
| <b>Operations – Responding to emergencies – effectively and safely</b>  |  |                              |
| <b>Priority 3 - Review our Operational Response</b>                     |  |                              |
| 6   | We will continue to review and monitor our operational resources to ensure we have the right equipment and appliances to meet the changing risks in South Yorkshire, taking into consideration future local developments such as managed motorways and the High Speed Rail Network.  | Review Annually              |
| 7   | We will produce South Yorkshire Fire and Rescue Critical Attendance Standards (CAST) which will look to define appliance resource requirements for all standard incidents.   | Completion by March 2014     |
| 8   | We will continue to work with our partners through the Joint Emergency Services Interoperability Programme (JESIP) to improve the ways in which we respond to major and complex incidents, feeding into regional and national policy direction.  | Completion by September 2014 |

| <b>Priority 4 - Explore Opportunities to Expand our Services</b>                       |   |                                    |
|--|---|------------------------------------|
| <b>No.</b>   | <b>Action</b>   | <b>Timescale</b>                   |
| <b>9</b>   | <p>We will consider how the provision of specialist teams to respond to incidents can be best achieved, either through training our own staff in these skills, or using external teams of people who have the experience, knowledge and equipment to do the job on our behalf.</p> <p>This will include considering opportunities for expanding the services we currently provide and look at areas such as:</p> <ul style="list-style-type: none"> <li>• Co-responding/ medical service provision.</li> <li>• Marauding Terrorist Firearms Attacks (MTFA)</li> </ul> | <b>Completion by April 2015</b>    |
| <b>People – Valuing People – those we serve and employ</b>                             |   |                                    |
| <b>Priority 5 – Development of our Training Strategy</b>                               |   |                                    |
| <b>10</b>  | We will develop our training strategy and policy in line with our IRMP and identified risks, and reinforce our desire to ensure that all our training is as realistic and relevant as possible.   | <b>Completion by December 2013</b> |
| <b>11</b>  | We will review our training in light of operational learning from incidents that other Services attend, including consideration of training in confined spaces, at specific times of day or night, in heat and smoke, working at height, on water and any other realistic reflection of operational incidents.  | <b>Ongoing</b>                     |
| <b>Finance and Resources – Maximising efficiency – making our resources go further</b> |   |                                    |
| <b>Priority 6 - Service and Efficiency Review</b>                                      |   |                                    |
| <b>12</b>  | <p>We will review our internal structures to identify more efficient ways to provide frontline services, whilst aiming to maintain the same level of stations and rescue pumps we committed to in March 2012. This will include:</p> <ol style="list-style-type: none"> <li>a. A review of Work Patterns</li> <li>b. A review of our business processes</li> <li>c. Continuing to identify efficiencies in non-pay budgets</li> </ol>   | <b>Completion by December 2015</b> |
| <b>13</b>  | We will consider Shared Service Opportunities in areas that support of our frontline services.  | <b>Completion by December 2015</b> |
| <b>Priority 7 – Effective Performance Management</b>                                   |   |                                    |
| <b>14</b>  | We will review our Emergency Call Management Performance systems to ensure that we accurately capture and report our call handling performance following the implementation of the new Control System Software, in collaboration with West Yorkshire FRS.   | <b>Completion by December 2014</b> |
| <b>15</b>  | We will review our approach to benchmarking our performance against others within the Fire Sector, to ensure we are comparing ourselves to 'like' Services, to inform how well we are performing against a number of key indicators. This will include identifying appropriate tools and resources to achieve this, for example exploring the benefits of the new Local Government Association online 'LG Inform Tool' for public sector benchmarking.  | <b>Completion by October 2014</b>  |

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