



**South Yorkshire
FIRE & RESCUE**

SOUTH YORKSHIRE FIRE & RESCUE

INTEGRATED RISK MANAGEMENT PLAN

Making
**SOUTH
YORKSHIRE
SAFER &
STRONGER**



FIRE

“ Our ongoing challenge is to address the risks we’ve identified in our area, with fewer resources. ”

OUR CHALLENGE

Our ongoing challenge is to address the risks we've identified in our area, with fewer resources.

Our greatest resource is our people, and we can afford far fewer of them as a result of a significantly diminishing budget. By risk, we mean the potential for emergencies to occur- everything from fires and road traffic collisions to flooding and terrorism.

We would prefer to have the level of resources available in other metropolitan (predominantly urban) areas. The Government works out our funding using a formula which favours high density population areas though. This means South Yorkshire ends up less well provided for than elsewhere. We adopt a 'county-wide' approach to providing our service, meaning our fire stations are more widely distributed. Clearly, if we had more money, we would be able to provide our service in a different way, with more fire stations, more firefighters and more safety staff. Unfortunately, that is not the case.

As is the case with all public services, we have to work within our available budget. Our budget has shrunk considerably recently, with large cuts to the funding we receive from Government.

We know we are facing further cost pressures in the future. These include:

- No longer being able to rely upon a 'Close Proximity Crewing' system we had introduced to protect the immediate response from four of

our wholtime stations, and which generated £1.4 million savings every year. This system has been deemed unlawful in the absence of an agreement with the relevant trade union

- A pensions' deficit which public sector organisations across the country, including fire and rescue services, have been advised they will have to fund. This could cost us up to £3 million extra a year.

In addition to these two specific pressures, there is still widespread uncertainty about how public services will be funded beyond 2020/21, making it even more important to plan our service in a responsible, sustainable manner.

We are continuing to explore opportunities for making savings elsewhere - this includes the potential for reducing spending on things other than pay, scrutinising every job vacancy which arises to ensure that the position is genuinely required and collaborating with other public services to save money when we buy services and equipment.

We're investing more in digital technology in a bid to modernise and automate paper-based processes, which we think will help improve productivity and help us become more efficient and, ultimately, save us money.

The Fire Authority has also increased our council tax precept to offset some of the impact of our financial challenges.

However, despite these efforts to minimise the impact of our financial situation, there will remain a significant shortfall that can only be met through further changes to our 'emergency response' provision- in other words, our frontline, 999 service.

Careful spending throughout austerity has helped us to build up fairly substantial reserves. Like any savings though, our capital reserves can only be spent once. We don't think it's prudent therefore to use our reserves to 'prop up' our annual (revenue) spending- effectively postponing the inevitable.

Instead, we are spending the bulk of our reserves on one-off (capital) investment projects to ensure our fire stations, fire engines, equipment and technology are up to date, fit for purpose and properly equip our firefighters for their role. These investments could not be achieved through our annual spending and we will avoid having to borrow and repay debt.

OUR APPROACH

Our approach is designed to:

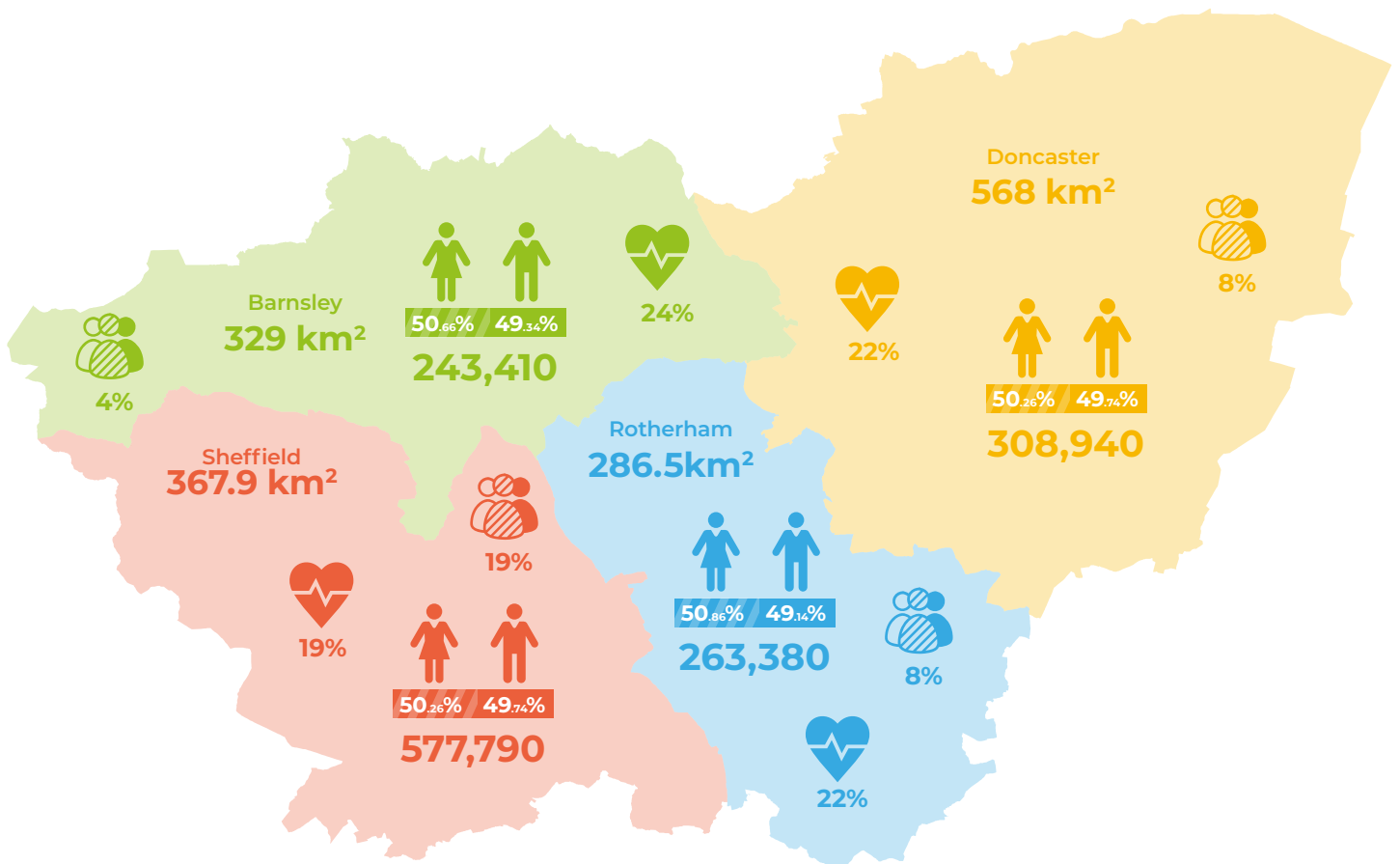
Protect frontline services – so far as we are able, our focus remains protecting our immediate 999 response service, continuing our lifesaving community safety initiatives and working to safeguard our buildings.

Plan for the worst, but hope for the best – we have to plan responsibly for the future and consider all possible future funding scenarios. Whilst we would rather not have to develop some of the options we are presenting, it is important that we are frank about some of the changes we may have no choice but to make.

Plan according to risk – the people we serve should expect us to provide our firefighters and fire stations in the places they are needed the most. Identifying those places requires analysis of historical incident statistics and various datasets including population density and types. We use computer software to model a variety of scenarios, helping us to understand the effect any changes are likely to have on how quickly we can respond to emergencies.

OUR COUNTY

As a metropolitan county, South Yorkshire has the usual mix of risks associated with large, urban areas. Our risks include sports stadia, shopping centres, various 'Control of Major Accident Hazard' (COMAH) sites, high rise buildings, historic buildings and an international airport. Our population density is more than double the average for England, with significant areas of deprivation and inequality spread across the four local authority areas - Barnsley, Doncaster, Rotherham and Sheffield.



Long-Term Health Problem or Disability
Day-to-Day Activities Limited a Lot &
Day-to-Day Activities Limited a Little

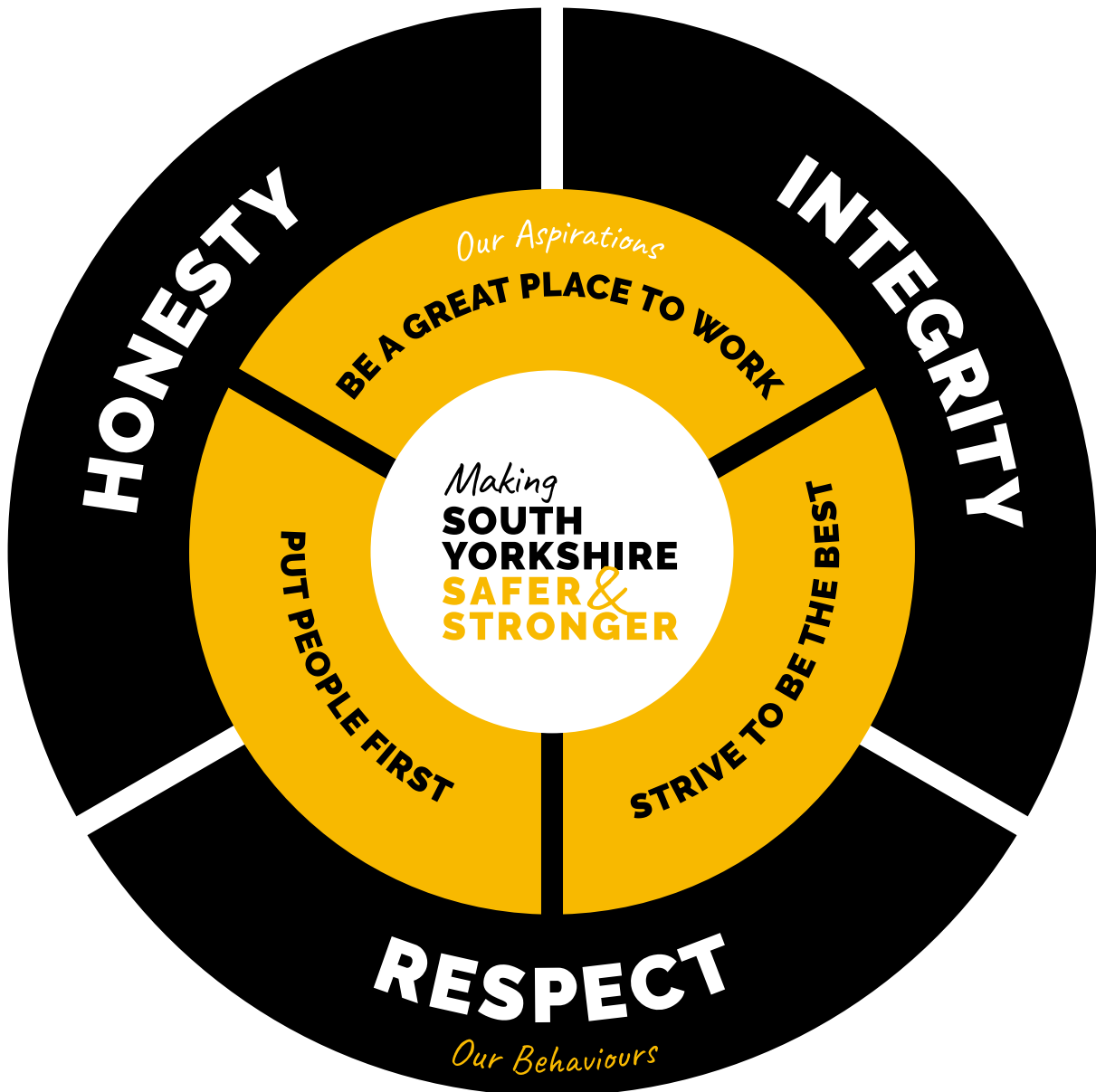


Ethnic Diversity
Black Asian Minority Ethnic Groups
(BAME)

OUR SERVICE

We have recently developed with our workforce a fresh, long term vision which explains how we aspire to become a leading fire and rescue service.

It clearly sets out the behaviours we expect our staff to display, regardless of rank or role, and describes our aspirations for the future. These aspirations, in conjunction with our established objective of 'Making South Yorkshire safer and stronger', will form an essential part of everything we do over the next ten years.



As a fire and rescue service we are responsible for delivering a wide range of services to our communities. These are set out clearly in the Fire and Rescue Service Act 2004.

Our responsibilities include:

- **Firefighting** – extinguishing fires and protecting life and property in the event of fires
- **Road traffic collisions** – protecting and rescuing people from serious harm in the event of a road traffic collision
- **Fire safety** – promoting fire safety, including provisions taken to prevent fires and means of escape from buildings in the event of fire
- **Response to other civil emergencies** – like flooding
- **National Resilience** – supporting the national infrastructure in response to major incidents

Our firefighters respond to a wide range of emergencies including road traffic collisions, water rescues and many other types of 'special service' incidents.

Whilst our traditional responsibility for responding to 999 calls is both well-known and well valued by the public, far more of the contact we have with local people is achieved through our varied and extensive effort to prevent life threatening incidents from happening in the first place.

To undertake this community safety work, we employ more than 600 people, most of whom are firefighters. The majority of these are 'wholetime' firefighters, which means they are full time employees, available to attend emergency incidents 24 hours a day, every day of the year.

A smaller number are 'on-call' firefighters who have other, primary jobs within the communities they serve and provide on-call emergency cover in addition to those other commitments.

Our operational firefighters are supported by teams of specialist staff who provide a wide range of support services. These include our life saving community safety work and our responsibility to enforce business fire safety laws. We also work with a network of volunteers to further extend the reach of our work to educate the public and prevent emergencies.

The services our staff provide across South Yorkshire cover some key areas. These are:

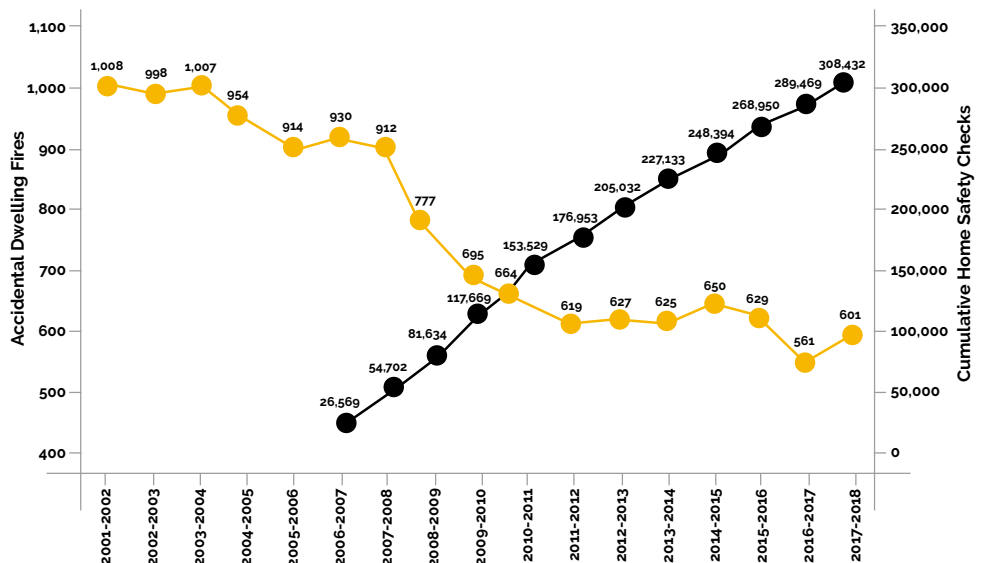
PREVENTION

Our work to reduce the number of life threatening incidents we are required to attend is supported by almost every part of the organisation and we engage with the members of the public at almost every stage of their lives. Key areas of this work include:

- Home Safety Checks
- Road Safety Education
- Arson Reduction
- Schools Fire Safety Education
- Youth Engagement
- Community Engagement

We believe that this work has, and continues to be, absolutely vital in making the people of South Yorkshire safer. In recent years we have worked hard to target our efforts yet further to those who are at greatest risk of fire.

South Yorkshire Fire and Rescue Cumulative HSCs and Accidental Dwelling Fires



PROTECTION

We are responsible for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005, the legislation which applies to virtually every building other than single private homes. We are also committed to supporting South Yorkshire's businesses. This work includes:

- Enforcing fire safety legislation
- Fireworks and petroleum licensing
- Business engagement
- Promoting sprinklers
- Reducing unwanted fire signals (false alarms)
- Forming Primary Authority Schemes

There has been a renewed focus on fire safety in buildings recently, particularly following the Grenfell Tower disaster and subsequent Independent Review of Building Regulations and Fire Safety led by Dame Judith Hackitt. Our risk based audit programme of non-domestic premises already addresses some of the issues arising from this, but we must remain able to respond to any changes in the law in this area in the future.

RESPONSE

We respond to a wide variety of incidents, with our response supported by several different parts of the service. From firefighters on

fire stations who provide the initial response to an incident, to more senior officers who take charge where incidents escalate, to our Control room operators who receive 999 calls, support the public with fire survival guidance and mobilise our resources to the relevant address. Incidents we respond to include:

- Fires
- Road traffic collisions
- Specialist rescues, including from water and height
- Flooding
- Animal rescue
- Gaining access to assist other agencies

All incidents attended within South Yorkshire calendar years 2016, 2017 & 2018

FIRES

- Primary Fire
- Secondary Fire
- Chimney Fire

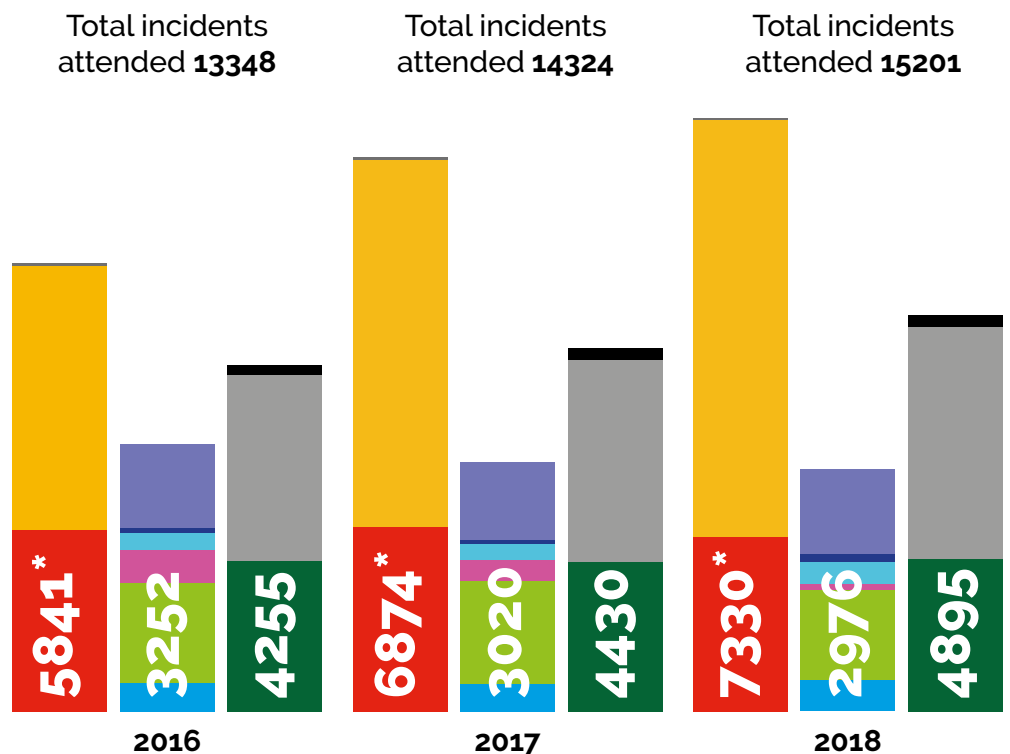
*949 (2016), 948 (2017), 926 (2018) of which were Vehicle Fires.

SPECIAL SERVICE

- RTC
- Assist other agencies
- Medical Incident - First responder
- Effecting entry/exit
- Flooding
- Other Special Service

FALSE ALARMS

- False Alarm due to Apparatus
- False Alarm Good Intent
- False Alarm Malicious



Whilst the number of incidents we attend has, in general, reduced over the last 15 years, the risk of incidents occurring still exists. We have a responsibility to provide appropriate resources to address the broad range of risks that exist within our county. Significant incidents around the country demonstrate the ongoing potential for life threatening incidents to occur. We also know that some types of incident increase periodically - for example, we attended large numbers of grass fires during the summer of 2018 as a result of unusually dry weather conditions. We are informed by the Environment Agency that such circumstances are likely to become more frequent.

Despite eight years of austerity, we have managed to protect the immediate response from all of South Yorkshire's previously full time stations- albeit by introducing alternative response arrangements, like Close Proximity Crewing. Having saved money from elsewhere so far, we are concerned that few 'other' options remain.

In 2013, we asked the public whether they thought we should have a response time target and, if so, what it should be. The feedback we received was very clear- that instead of focussing on targets and standards, we should simply try to get to life threatening incidents as quickly as we can. Our position remains the same today- we aim to get to emergencies as fast as we can, every time.

RESILIENCE

The National Risk Register takes into account all national risks, although not all apply to South Yorkshire. These risks are nationally graded

and then locally analysed to see if and where they sit within our local community risk register. The risks which currently feature highly for South Yorkshire are:

- Pandemic Flu
- Coastal Flooding
- Widespread Electricity Failure
- Catastrophic Terrorist Attacks
- Poor Air Quality Events
- Crowd Related Disorder
- Severe Weather Flooding
- Dam Reservoir failure or collapse

Locally, we currently chair the South Yorkshire Local Resilience Forum (LRF) and are active members of the LRF's associated sub-groups. The forum was formed to meet the requirements of the Civil Contingencies Act 2004 and brings together all those agencies with a significant role to play in responding to, and recovery from, local emergencies. The forum's function is to ensure that all responders work together to minimise community risk and respond collectively in the most appropriate and effective manner when emergencies occur.

National resources are strategically located within fire and rescue services across the UK to provide a collective emergency response to larger scale incidents and disasters.

In South Yorkshire, we host an Incident Response Unit (IRU) which is used for mass decontamination and a High Volume pump (HVP) which is used for widespread flooding incidents where greater pumping capacity is required. We also have a Detection Identification and Monitoring Unit (DIM), which can be used to identify a wide range of hazardous substances.

Regional and national mutual aid arrangements can be activated in support of fire and rescue services elsewhere. They also provide a way for us to bring additional resources into the county as and when necessary.

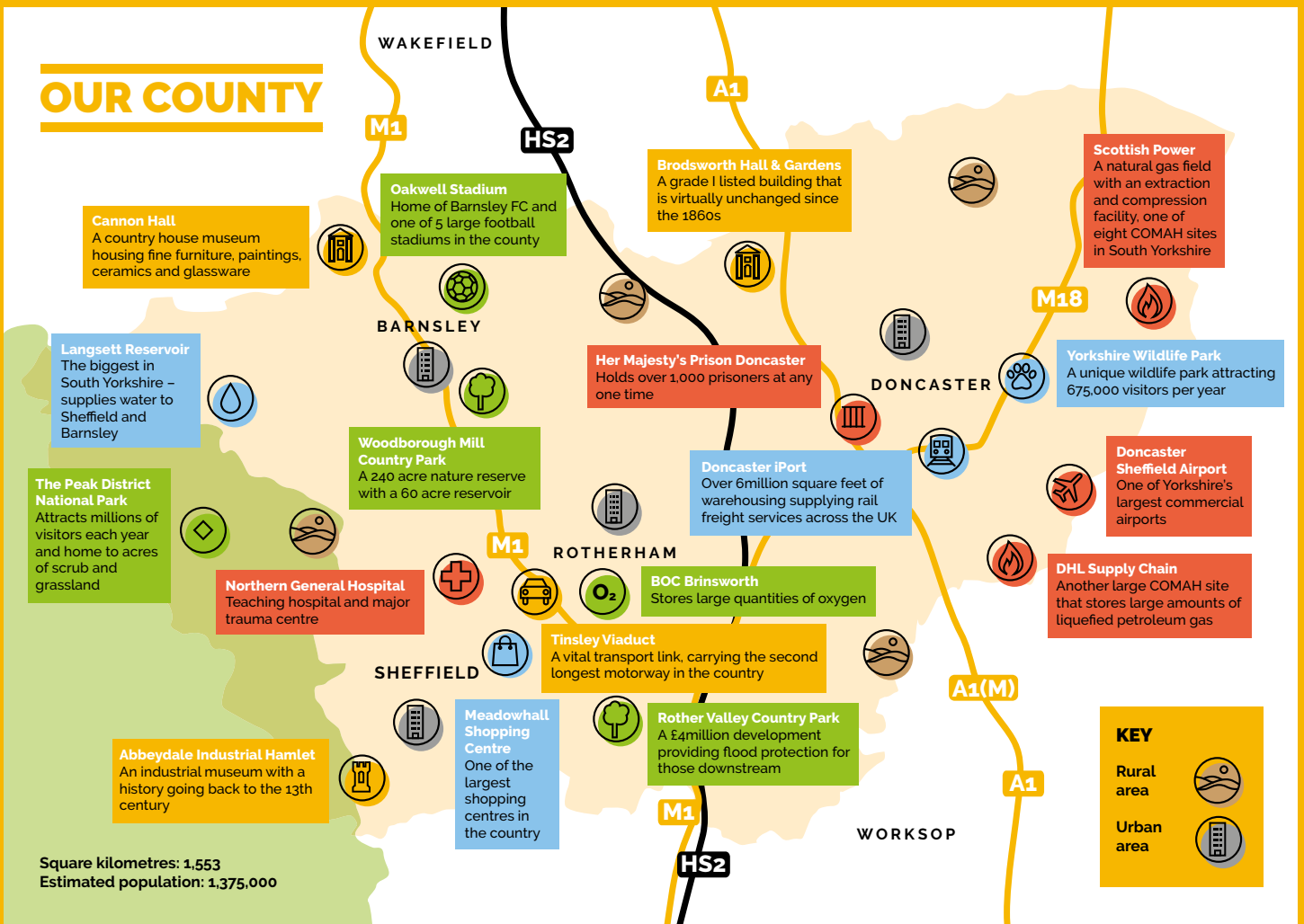


OUR RISKS

Managing risk is not as simple as just counting the number of incidents we attend and putting fire stations in the places where we are busiest.

There are a wide variety of different factors that we have to consider when deciding how best to deliver our service to local people.

Though this map is not a literal representation of all the risks in South Yorkshire, it offers a flavour of the different things we have to think about when providing our service- from motorways, sports stadiums and shopping centres, to moorland, stately homes and an airport.



Some of the key things we think about when considering the risks in our area are:

COMMUNITY AND HOUSING RISK

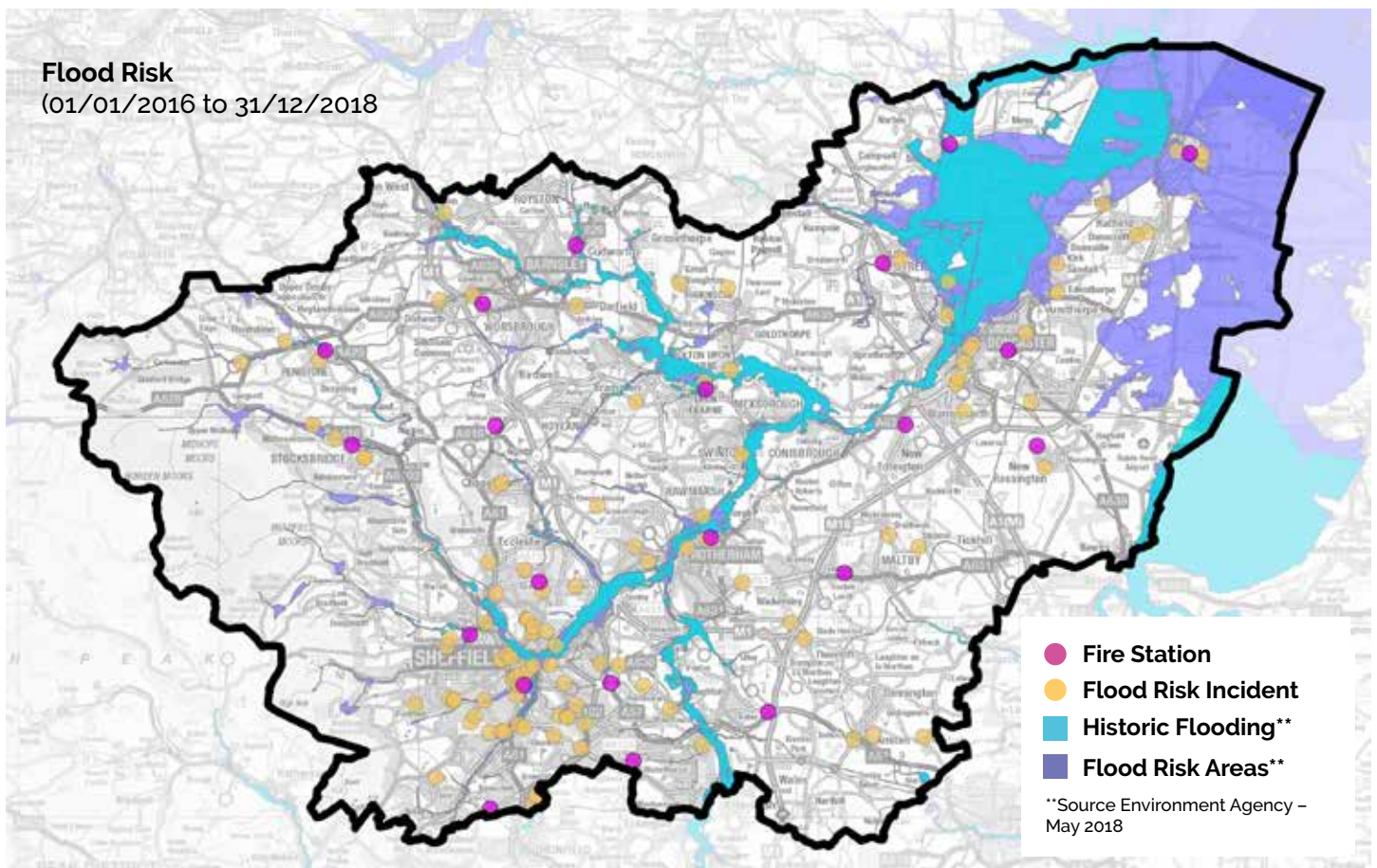
We use information to identify the people, areas and groups that are more likely to be at risk from fire and other emergencies. This allows us to use our resources as effectively as possible to reduce risk in the community. In particular, we use data relating to deprivation, age and lifestyle to inform our decision making.

Almost two thirds of South Yorkshire features in the bottom half of the list of most deprived areas in England, according to the Index of Multiple Deprivation. This is a key factor when assessing the degree of risk from fire.

We also recognise that when it comes to addressing community risk and, ultimately, preventing people from dying in house fires we cannot work in isolation. We desperately need the support of our partner agencies to help us identify those who are at greatest risk and refer them to us for support. This has been a long term aim of ours, but must be brought forward with renewed urgency as part of the delivery of these plans.

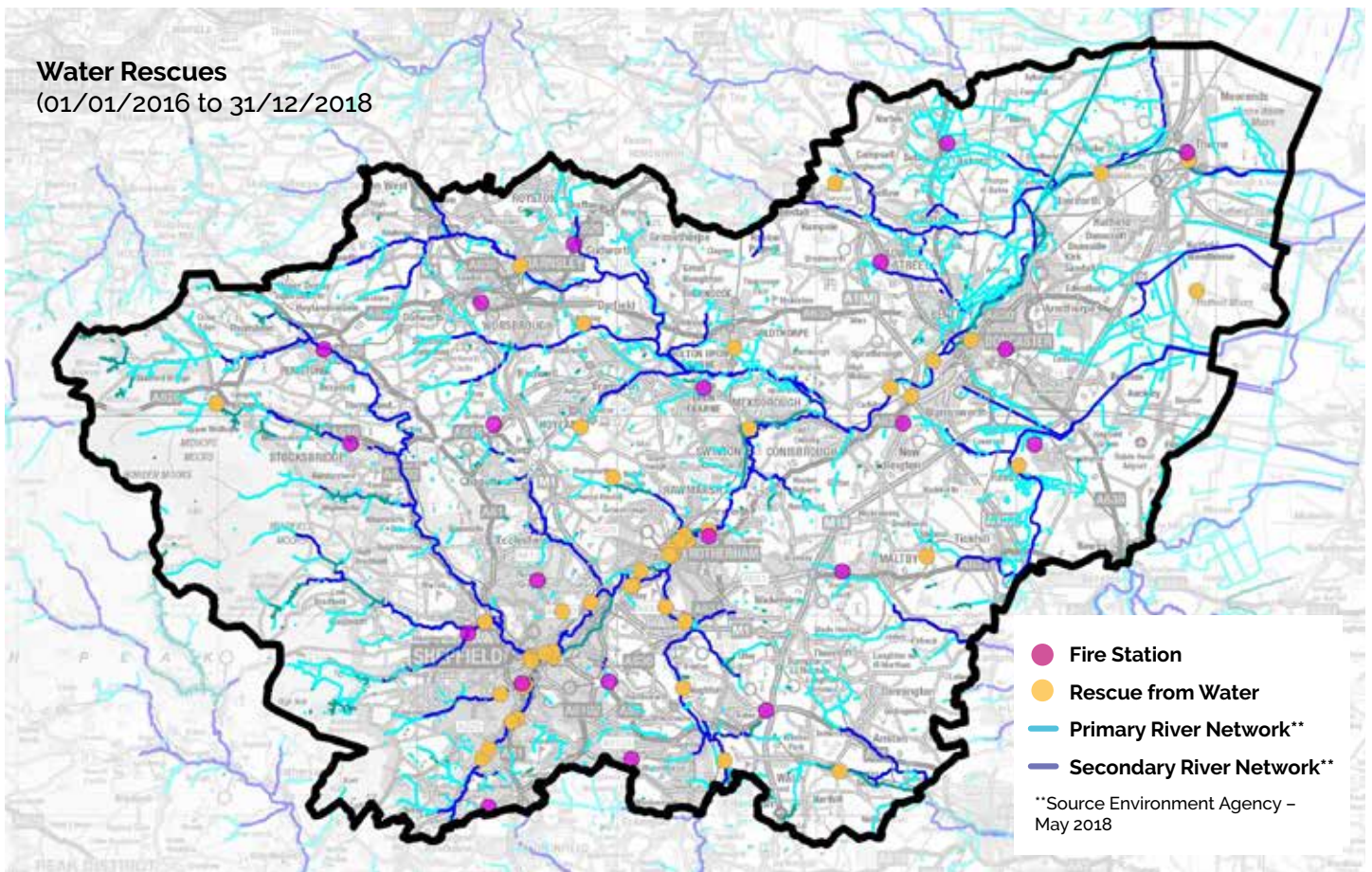
ENVIRONMENTAL RISK

The impact of climate change and projected extreme weather conditions has the potential to increase incidents such as flooding, which may place extra demands upon our scarce resources. In recent months, we have also experienced high demand on our service because of spells of both very hot and very cold weather. We need to make sure we have enough fire engines to respond to increased demand.



WATER RELATED RISK

On occasions, our firefighters attend incidents which involve working in or around water, ice and deep mud. These are dangerous environments and specialist crews and equipment are required to satisfactorily deal with these types of incidents. The speed of response is often a critical factor.



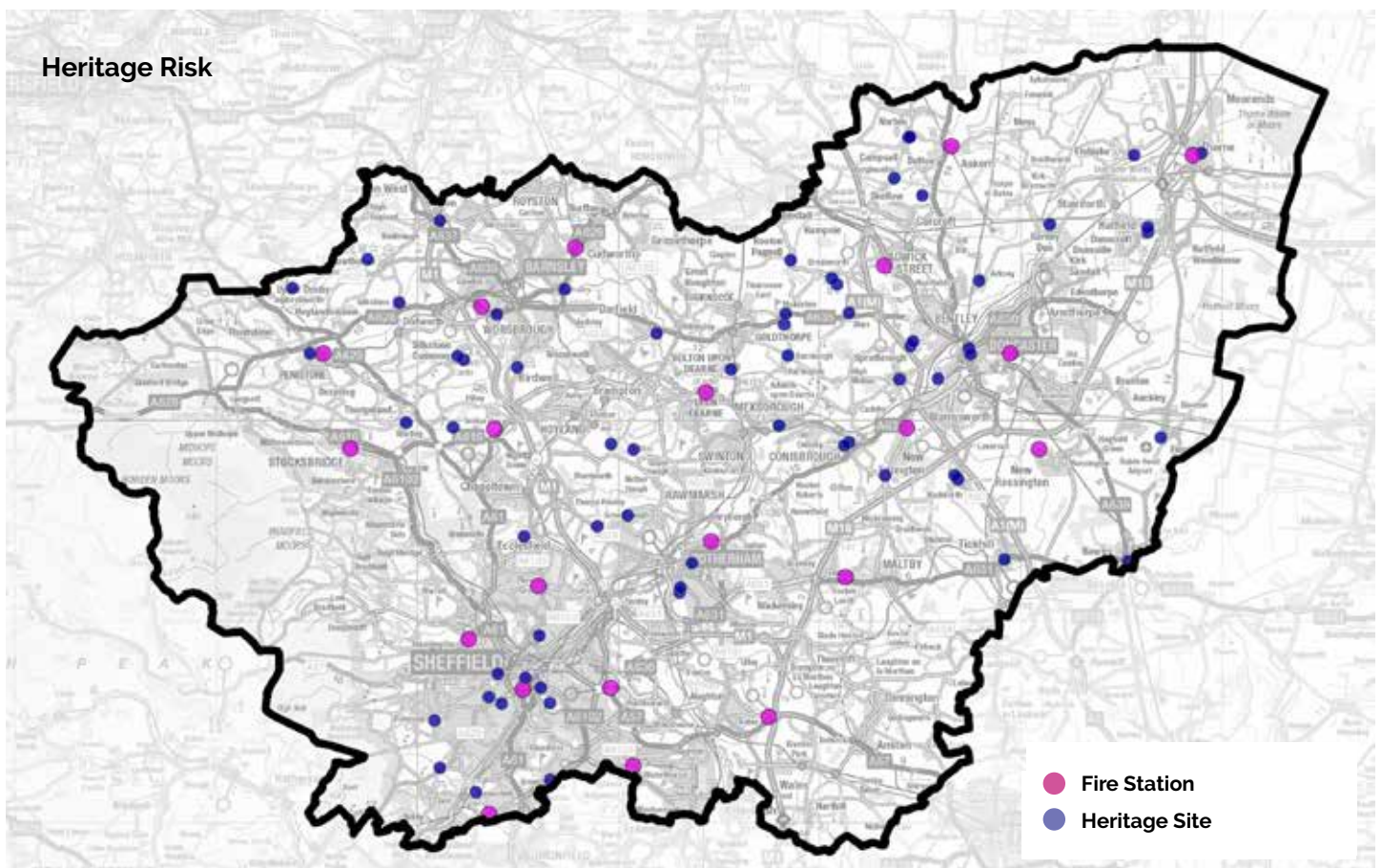
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HERITAGE RISK

The term 'heritage risk' relates to historic buildings, stately homes, monuments, museums, historic parks and other attractions. There were 823 Grade I and II* listed buildings, monuments, archaeological sites, landscapes and conservation sites across the wider Yorkshire region in 2016.

South Yorkshire itself is home to a number of national heritage sites and although the number of these sites in comparison to domestic dwellings is few, we recognise the unique risk they pose if involved in fire.

Sites remaining on the 'at risk' register in South Yorkshire include Brodsworth Hall, Conisbrough Castle, Monk Bretton Priory, Roche Abbey, Oakes Park at Heeley, and structures within Sheffield General Cemetery, Sharrow. The most important buildings have their own salvage plans should a disaster occur, which are made available to us and enable us to mitigate the damage in the event of fire, flooding or any other emergencies.



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OUR OPTIONS

We have already described our challenges, our approach to addressing them and the context behind our county and our service.

ALTERNATIVES HAVE WE CONSIDERED

In preparing this plan, we have carried out a thorough and sophisticated analysis of the available data and financial information.

This has involved modelling our incident data against the fire station duty systems available to us under current firefighter terms and conditions. In the absence of us being able to use the bespoke Close Proximity Crewing duty system, we believe that this is only option available to us which provides an immediate 24/7 response.

Some of the other options we considered in order to achieve the savings we expect to have to achieve include:

- Making some fire stations 'day crewing', with firefighters providing on-call cover at night from houses nearby
- Making some fire stations 'day crewing', with a 'roving' fire engine from another 2 pump fire station in South Yorkshire providing cover at night
- Changing some fire stations from being available 24/7, to only being 'on-call'

Predictably, owing to 'on call' personnel not being immediately available on the fire station, each of the options we considered would have increased the response time from several of our fire stations.

We have previously stated that, in the last 10 years, we have continually sought other ways of reducing our costs. This has included:

- Cutting the number of senior managers we employ
- Reviewing and reducing all our support staff functions, including making redundancies where unavoidable
- Reducing our spending on things other than staff pay
- Saving money by buying equipment in conjunction with other fire and rescue services



The reality is that, with around three quarters of our budget spent on firefighter's salaries, and given the extent of the savings we still need to achieve, the only realistic options left involve changes to the way we provide our 999 service to the public.



In addressing the risks in our area using the resources available to us and having analysed the few options we have left, we intend to make the following changes to our emergency response provision.

FOUR FIREFIGHTERS ON A FIRE ENGINE

We will reduce the number of firefighters riding a fire engine from five to four.

Although we have previously committed to riding with five firefighters on the first available fire engine as often as possible, we no longer have the money required to achieve this without unnecessarily affecting the number of fire engines available to us.

In reaching this conclusion we also recognise that:

- Our fire engines already ride with four firefighters on a notable number of occasions (roughly 34%



of the time based on figures for 2017 and 2018)

- Many fire and rescue services elsewhere in the country have already established four person crews as standard
- It's the only option left to reduce costs without impacting on the speed of our emergency response. We will still commit firefighters wearing breathing apparatus to a house fire where lives are at risk, regardless of whether the fire engine has a four person or five person crew.
- We will review our existing procedures where necessary to ensure the ongoing safety of our firefighters when attending incidents

Importantly, this change will save us more than the £1.4 million we need to save as a result of no longer being

able to use the Close Proximity Crewing system.

It will also allow us to return Aston Park, Edlington, Lowedges and Tankersley fire stations to the traditional wholtime duty system for now. This means that the fire engines there are immediately available, other than when already committed to an incident. If the move to four person crews creates any further capacity beyond this, we will use it to consider what additional resources we might be able to provide in the daytime when our firefighters are busier not just attending incidents, but also carrying out safety work and training.

We also need to recognise though that there may be times when our fire engines are not available- for example when firefighters need to

carry out essential training.

We cannot accurately predict how quickly we will reduce the number of firefighters we employ (through retirements and staff leaving the organisation for other reasons), but expect to have completed this change and therefore realised the savings it will produce within the next three to four years.

The alternative to making this change would be to reduce several of our existing fire engines from wholtime (immediately available 24/7) to day staffing / night time on-call where the response time would be longer during the night time period.

OPERATIONAL CONSIDERATIONS

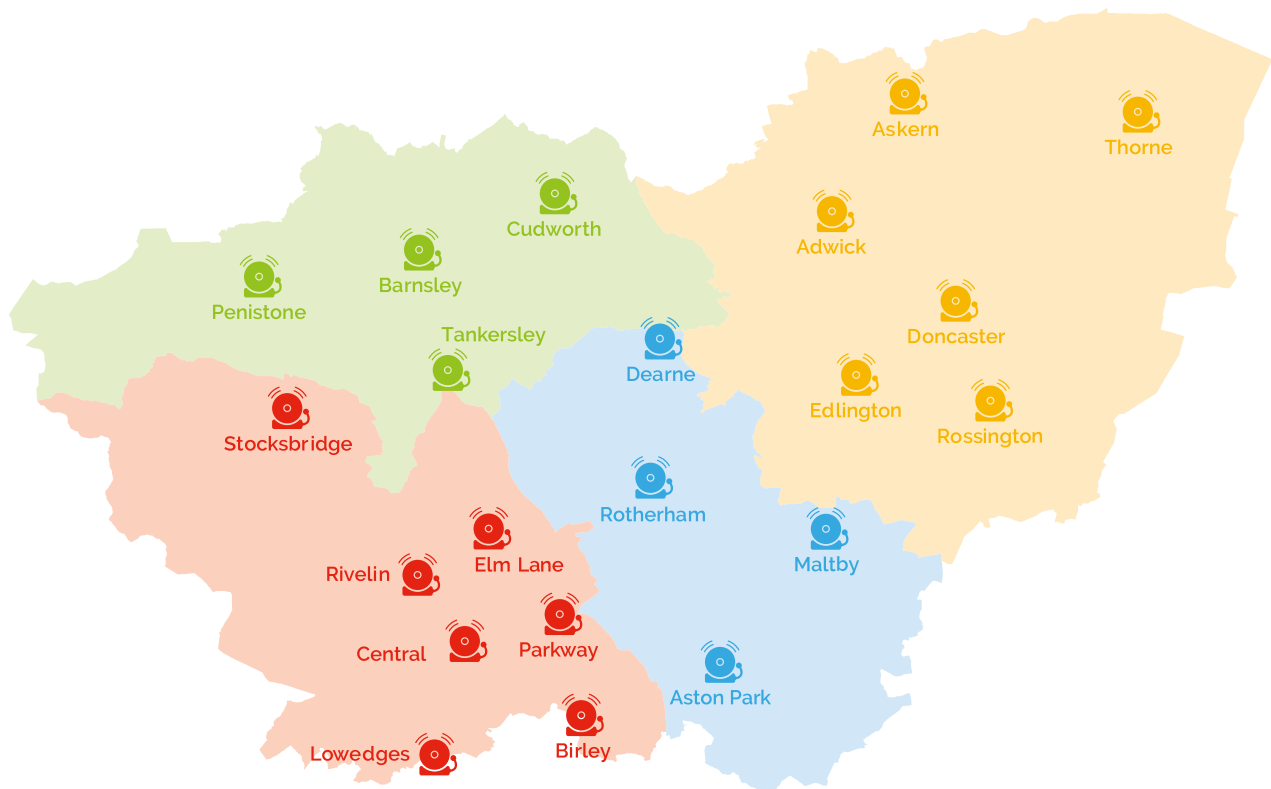
We have considered the impact that the change from five to four person crews will have upon the way we respond to incidents. The deployment of smaller crews to life threatening incidents is already provided for in the available operational guidance for firefighting, as is the use of breathing apparatus. We will still commit breathing apparatus wearers to house fires, regardless of the reduction to four person crews.

We realise this change means that incident commanders will need to consider the numbers of people available to them to undertake necessary tasks. This already happens when our first attending crews arrive at incidents which require a far bigger response. We will consider the extent to which technology might expedite the process, whether through the provision of handheld radios to Incident Commanders so they don't have to return to the fire appliance to send messages to our 999 control room, or the provision of thermal imaging cameras to facilitate the incident ground risk identification process. We will mobilise a third appliance to any report of a 'house fire' so that, ultimately, there will be 12 personnel available to deal with the incident, albeit that the third fire engine will take slightly longer to get there.























Whilst we do not have a 'target' for attending emergencies within a specified time frame, we have traditionally monitored the speed of our first response to incidents. In bringing forward this change, we also intend to monitor the response times of our second and third fire engines.








Importantly, we will only reduce fire engine staffing from five people to four as our financial situation dictates. We will definitely need to reduce the number of firefighters at some of our fire stations to meet the funding shortfall resulting from no longer being able to use the Close Proximity Crewing system. We will only need to do this at other fire stations across the county if we do ultimately have to meet the full cost of the Government pensions deficit or we experience other cuts in our funding.

HOW OUR EMERGENCY RESPONSE SERVICE WILL BE PROVIDED



Station	Crewing type (as of 1 January 2019)	Crewing type (after change to 4 'riders' complete)
Barnsley district		
Barnsley		
Cudworth		
Tankersley		
Penistone		
Doncaster district		
Doncaster		
Adwick		
Askern		
Edlington		
Rossington		
Thorne		

Station	Crewing type (as of 1 January 2019)	Crewing type (after change to 4 'riders' complete)
Rotherham district		
Rotherham		
Aston Park		
Dearne		
Maltby		
Sheffield district		
Central		
Birley Moor		
Elm Lane		
Lowedges		
Parkway		
Rivelin		
Stocksbridge		

-  Pump (wholetime)
-  Pump (on call)
-  Pump (wholetime at day, resilience at night)
-  Pump (Close Proximity Crewed)
-  Small Incident Unit
-  Aerial (wholetime)
-  Aerial (retained)

DAY STAFFING / ON CALL AT NIGHT

Whilst we believe the change to the number of firefighters on a fire engine will help us to address our immediate funding pressures, we still have to consider the need to meet the full cost of the pensions shortfall.

Should that be the case, the only realistic way to achieve the level of additional savings necessary would be to staff some of our fire engines in a different way, using one of the duty systems available to us under the current firefighter terms and conditions.

This would mean making a number of our current full time fire engines 'day staffing/night-time on-call' according to the scale of the savings we need to make. This means that those fire engines would be permanently staffed during the day as they are now, but would be available on a delayed 'on call' basis during the night time period.

We cannot yet be certain how many fire engines these changes would apply to, but any changes we did make would be based on analysis of our incident data and risk profile to ascertain where these changes would have least impact. The remaining wholetime, second fire engines at Doncaster and Sheffield Central would inevitably be a starting point for this analysis.

Should this be necessary, we will produce an amendment to this document which outlines our proposals in more detail.

“Importantly, the change to four person crews will save us more than the £1.4 milion we need to save as a result of no longer being able to use Close Proximity Crewing.”

OUR WORK

Redesigning our 999 service in this way- particularly the proposed move to riding with four firefighters on a fire engine, will inevitably involve wider consideration of the way we do our work. This will include:

- Reviewing how and where we provide our 'specialist attributes'- small teams of firefighters who are trained and equipped to respond to unusual incidents like water, rope or bariatric rescues
- Updating how many fire engines we send to different types of incident (our 'pre-determined attendance') to make sure we have the right number of firefighters to deal with the particular incident they are faced with
- Reviewing the way we manage staff sickness to reflect the change in the number of people we have on each fire station watch and to ensure fire engines remain available to attend emergencies as often as possible
- Updating our community risk model and working with partners to better match our resources to local risk. This will involve taking a wider view of the risks to society and, more specifically, the more vulnerable people within our communities
- Reviewing the way we deliver training to firefighters to make sure they continue to maintain high levels of competence for the incidents they attend



ABOUT THIS PLAN

All fire and rescue authorities must produce an Integrated Risk Management Plan (IRMP) which sets out the steps they will take with the resources at their disposal to improve public safety, reduce fires and save lives. The IRMP must be publicly available, reflect consultation with stakeholders and demonstrate the most up-to-date analysis of local risk.

The purpose of this document is to outline how we will meet the requirements of the National Framework 2018, which sets out the Government's expectations and responsibilities for fire and rescue authorities. In addition to the National Framework, all fire and rescue services have duties under both the Fire and Rescue Services Act 2004 and Civil Contingencies Act 2004, to respond to risk.

We have undertaken a process to consider the whole range of foreseeable fire and rescue related risks and have developed this plan to explain how we plan to protect our communities and respond to emergency incidents balancing our service provision against local risk, within the reducing resources available to us.

We quality assure our analysis, to make sure our proposals and decisions are based on sound data and statistics, in addition to our professional judgement. This plan does not describe everything we

will be doing over the next few years. Rather, it focuses on how we will deliver our emergency response service to the public within the resources available to us. Separate plans will be brought forward detailing the other work we are undertaking to continually improve our work as a service, including any recommendations made by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

NEXT STEPS

The service presented its final Integrated Risk Management Plan to Fire Authority members in September 2019.

Alongside the plan itself, the service provided its response to the consultation around its draft plans and an equality impact assessment.

Having discussed issues around this plan, Fire Authority members unanimously approved a motion which stated that:

- a) The remaining period of the 2019/20 administrative year is used to explore alternative methods to achieve the predicted budget shortfall, utilising reserves if necessary to smooth out any financial demand this may create.
- b) If no viable alternative to achieve the level of savings predicted is identified in this period, then the adoption of four riders on all frontline pumps as outlined in the draft IRMP would be implemented in 2020/21 .

- c) In addition the transition away from CPC staffing is placing an unsustainable reliance on overtime payments. To assist the transition there should be a recruitment of firefighters within this administrative year. Again, reserves to be utilised to facilitate this as necessary.

As a result of this decision, the service will now bring forward work which includes:

- Continuing to identify appropriate and sustainable savings which protect its frontline 999 service as far as possible
- Delivering a firefighter trainees course to assist with short term fire station staffing issues
- Reviewing current policies and procedures which impact on our effective use of resources
- Investigating further ways to reduce current sickness levels, which would go a long way towards negating the need to introduce four person crews as standard
- Bringing forward investment in appropriate technological aids to assist in the implementation of four person crews as standard from 2020/21, should this be required

Arabic

"الطلب ترجمة لهذه المنشورة أو للمزيد من المعلومات عن خدمة الإطفاء والإنقاذ في جنوب يوركشاير، يرجى إرسال رسالة إلكترونية إلى: customercare@syfire.gov.uk أو الاتصال بالرقم 0114 253 2209"

Cantonese

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Farsi

"برای درخواست ترجمه این بروشور و یا اطلاعات بیشتر در مورد بخش خدمات آتش نشانی و نجات منطقه جنوب یوركشاير، لطفاً به این آدرس به ما و یا به شماره تلفن 01142532209 زنگ بزنید." customercare@syfire.gov.uk ایمیل بزنید:

French

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Kurdish

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Mandarin

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