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**Hampshire
& Isle of Wight**
FIRE & RESCUE AUTHORITY

NOTICE OF MEETING

<i>Meeting</i>	Hampshire and Isle of Wight Fire and Rescue Authority	<i>Clerk to the Hampshire & Isle of Wight Fire and Rescue Authority</i> CFO Neil Odin
<i>Date and Time</i>	Tuesday 10th October, 2023 10.30 am	<i>Fire & Police HQ</i> <i>Leigh Road,</i> <i>Eastleigh</i> <i>Hampshire</i> <i>SO50 9SJ</i>
<i>Place</i>	Room X - Hampshire & IOW Fire & Police HQ, Eastleigh	
<i>Enquiries to</i>	<u>members.services@hants.gov.uk</u>	

The Openness of Local Government Bodies Regulations are in force, giving a legal right to members of the public to record (film, photograph and audio-record) and report on proceedings at meetings of the Authority, and its committees and/or its sub-committees. The Authority has a protocol on filming, photographing and audio-recording, and reporting at public meetings of the Authority which is available on our website. At the start of the meeting the Chairman will make an announcement that the meeting may be recorded and reported. Anyone who remains at the meeting after the Chairman's announcement will be deemed to have consented to the broadcast of their image and anything they say.

Agenda

1 **APOLOGIES FOR ABSENCE**

To receive any apologies for absence.

2 **DECLARATIONS OF INTEREST**

To enable Members to disclose to the meeting any disclosable pecuniary interest they may have in any matter on the agenda for the meeting, where that interest is not already entered in the Authority's register of interests, and any other pecuniary or non-pecuniary interests in any such matter that Members may wish to disclose.

3 **MINUTES OF PREVIOUS MEETING - 25 JULY 2023** (Pages 5 - 8)

To approve the minutes from the previous meeting on the 25 July 2023.

4 **DEPUTATIONS**

Pursuant to Standing Order 19, to receive any deputations to this meeting

5 CHAIRMAN'S ANNOUNCEMENTS

To receive any announcements the Chairman may wish to make.

6 MEMBER DEVELOPMENTS

To receive any updates from Members of the Combined Fire Authority.

7 Q1 BUDGET UPDATE REPORT (Pages 9 - 40)

To consider a report from the Chief Financial Officer, which sets out the quarter one forecast position for the Authority and provides financial updates following the Budget Report in February 2023.

8 FUNDING FOR IN-HOUSE HR TEAM (Pages 41 - 50)

To consider a report from the Chief Fire Officer, which outlines the options for establishing an in-house HR team.

9 SAFETY PLAN 2025-30: APPROVAL OF STAGE 1 REPORT AND AGREEMENT TO STAGE 2 (Pages 51 - 134)

To consider a report from the Chief Fire Officer on the 2025-30 Safety Plan.

10 MINUTES FROM THE STANDARDS & GOVERNANCE COMMITTEE - 24 JULY 2023 (Pages 135 - 138)

To receive the minutes from the Standards and Governance Committee, which took place on the 24 July 2023.

11 MANAGING FIRE CONTAMINANTS (Pages 139 - 152)

To consider a report from the Chief Fire Officer, which updates the Fire Authority on the work and action taken to date and continued action required to further mitigate and manage the complex impacts of fire contaminants.

12 EXCLUSION OF PRESS AND PUBLIC

To resolve that the public be excluded from the meeting during the following items of business, as it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during these items there would be disclosure to them of exempt information within Paragraphs 1 and 3 Part 1 of Schedule 12A to the Local Government Act 1972, and further that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons set out in the reports.

13 **Q1 BUDGET UPDATE REPORT - EXEMPT APPENDIX** (Pages 153 - 156)

An exempt appendix for item 7 on the agenda.

14 **MANAGING FIRE CONTAMINANTS - EXEMPT APPENDIX** (Pages 157 - 158)

An exempt appendix for item 11 on the agenda.

15 **EXEMPT MINUTE FROM FULL AUTHORITY - 25 JULY 2023** (Pages 159 - 160)

To approve the exempt minute from 25 July 2023 Full Authority meeting.

16 **EXEMPT MINUTE FROM FULL AUTHORITY - 25 JULY 2023 - MEMBERS ONLY**

To approve the exempt minute from 25 July 2023 Full Authority meeting for Members only.

ABOUT THIS AGENDA:

This agenda is available through the Hampshire & Isle of Wight Fire and Rescue Service website (www.hantsfire.gov.uk) and can be provided, on request, in alternative versions (such as large print, Braille or audio) and in alternative languages.

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Agenda Item 3

AT A MEETING of the Hampshire and Isle of Wight Fire and Rescue Authority (HIWFRA) held at Fire & Police HQ, Eastleigh on Tuesday 25 July 2023

Chairman:

* Councillor Rhydian Vaughan MBE

* Councillor Zoe Huggins
* Councillor Fran Carpenter
Councillor David Drew
* Councillor Sally Goodfellow
Councillor David Harrison

* Councillor Karen Lucioni
Councillor Hugh Lumby
* Councillor George Madgwick
* Councillor Derek Mellor
* Councillor Roger Price

Also present at the meeting: Dr Julian Commons, HMICFRS Service Liaison Lead

188. APOLOGIES FOR ABSENCE

Apologies were received from Councillors David Drew, David Harrison, Hugh Lumby and also Donna Jones, Hampshire Police and Crime Commissioner.

189. DECLARATIONS OF INTEREST

To enable Members to disclose to the meeting any disclosable pecuniary interest they may have in any matter on the agenda for the meeting, where that interest is not already entered in the Authority's register of interests, and any other pecuniary or non-pecuniary interests in any such matter that Members may wish to disclose.

190. MINUTES OF PREVIOUS MEETING – 20 JUNE 2023

The minutes of the last meeting were reviewed and agreed.

191. DEPUTATIONS

There were no deputations for the meeting.

192. CHAIRMAN'S ANNOUNCEMENTS

The Chairman shared that he had attended the Local Government Association (LGA) conference on 27 June that explored the issues and the leadership role as Fire and Rescue Authority Members in driving improvements in culture. It was also confirmed that the Safety Plan consultation was live and available for the public across Hampshire and the Isle of Wight to complete until 30 July.

The Chairman also thanked the Fire Service for their hard work responding to the increase in open and wildfires following the warm, dry weather. The Service had shared simple tips that would help the public stay safe in the countryside and protect it for others to enjoy.

193. **MEMBER DEVELOPMENTS**

Members shared the following updates:

- The Chairman and the Chief Fire Officer had visited Newport, Ryde and Bembridge Fire Stations on the Isle of Wight as well as attended Sandown Fire Cadets Passing Out parade, which was the first to take place on the Island.
- Cllr Lucioni had attended the LGA Equality and Diversity Conference on the 27 June in place of Cllr Huggins as well as the Passing Out Parade in Sandown, as well as arranging a visit at Newport Fire Station in the coming weeks.
- Cllr Goodfellow had attended the Sandown Passing Out Parade
- Cllr Price had attended the LGA meeting on 27 June with Cllr Lucioni and the Chairman as well as the LGA conference in Bournemouth and provided a summary of the event.
- Cllr Huggins had met with officers in her capacity as the Children and Young People Member champion to plan ahead for the next academic year and look at ways to strengthen and grow.
- Cllr Mellor had attended the Rushmoor Passing Out Parade and had plans to attend the Princes Trust event in Basingstoke
- Cllr Madgwick informed the Authority of plans to feedback the work and remit of the HIWFRA at a future Portsmouth City Council meeting to increase knowledge and awareness to other PCC Members and officers.

194. **POLICY FRAMEWORK FOR FIRE SAFETY**

The Authority considered a report from the Chief Fire Officer (item 7 in the minute book), which detailed statutory duties under primary fire safety legislation to inform, educate, and work with responsible persons.

It was highlighted that a Bill was in progress asking for lithium iron to be regulated and for there to be more control over how and where lithium batteries were to be stored.

Members were supportive of a single policy and how it would deliver fire safety and fulfil its statutory requirements under fire safety law and wider legislation, whilst simultaneously looking forward to future service needs.

RESOLVED

a) The policy for fire safety was approved by HIWFRA Full Authority

b) The policy for fire safety was agreed to be published appropriately to ensure clarity of the Authority's position.

195. HMICFRS NATIONAL CULTURE AND VALUES REPORT

The Authority considered a report from the Chief Fire Officer (item 8 in the minute book), which detailed progress against the recommendations in the HMICFRS spotlight report on culture and values within fire services, as well as describing further activity intended in relation to the cultural health of the organisation.

Members were reassured that any negative feedback was addressed and used to ensure positive change and learned that the whistleblowing procedure provided confidence and anonymity to staff at all stages of the process. It was agreed that progress could be discussed further at APAG at a future meeting.

RESOLVED

The Hampshire and Isle of Wight Fire and Rescue Authority (HIWFRA) noted the progress and breadth of work to improve the cultural health of the organisation.

196. EXCLUSION OF PRESS AND PUBLIC

It was agreed that the public be excluded from the meeting during the following items of business, as it was likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during these items there would be disclosure to them of exempt information within Paragraphs 1, 3 and 4 of Part 1 of Schedule 12A to the Local Government Act 1972, and further that in all the circumstances of the case, the public interest in maintaining the exemption outweighed the public interest in disclosing the information, for the reasons set out in the reports.

197. COMMAND AND CONTROL SYSTEM PROCUREMENT

The Authority considered a report from the Chief Fire Officer (item 10 in the minute book) on the command and control system procurement [SEE SUMMARY OF EXEMPT MINUTE]

198. PRINCIPAL OFFICER PAY REVIEW (MEMBERS ONLY)

The Authority considered a report from the Chief Finance Officer on the Principal Officers pay review (Item 11 in the minute book) [SEE SUMMARY OF EXEMPT MINUTE]

Chairman,

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**Hampshire
& Isle of Wight**
FIRE & RESCUE AUTHORITY

HIWFRA Full Authority

Purpose: Noted

Date: **10 October 2023**

Title: **Q1 BUDGET UPDATE REPORT**

Report of Chief Financial Officer

SUMMARY

1. This report sets out the quarter one forecast position for the Authority and provides financial updates following the Budget Report in February 2023.
2. An underspend of £889,000 is currently forecast against the revenue budget (1.01%) although this position is still subject to some degree of uncertainty, particularly around non-pay inflation and the outcome of the pay award for non-operational staff. A number of delivery pressures have also been identified and are discussed in more detail below.
3. An efficiency plan is in place to deliver cashable efficiencies and as a means of reinvesting in enhancing the Service, with progress being made in delivering these efficiencies in line with the Efficiency Plan.
4. An update on the delivery of the capital programme is also included in this report and highlights that approximately £37m of expenditure is currently expected to take place this year with a further £36m in future years, although the timing of expenditure across years may vary.
5. The report also meets the requirements of the Prudential Code and Treasury Management Code by reporting on the prudential indicators and providing a treasury management update including the treasury management indicators.
6. Updates on reserves and the latest position with the 2022/23 statement of accounts are also included within the report.

BACKGROUND

7. The Authority approved the 2023/24 revenue budget and precept in February 2023, alongside an updated Medium Term Financial Plan (MTFP). The Authority also approved updates to the capital programme, the Reserves Strategy, the Treasury Management Strategy and the Capital and Investment Strategy and received the Efficiency Plan for 2023/24.

2023/24 BUDGET MONITORING

8. This section covers the overall monitoring position. The forecast position for the Authority in 2023/24 is an underspend of £862,000. A breakdown of the position is set out below:

Table 2	Budget	Forecast	Over / (under) spend
	£'000	£'000	£'000
Wholetime Firefighters	40,427	40,196	5
On-call Firefighters	9,011	7,309	(1,702)
Staff	16,448	16,866	182
Other Employee Costs	2,147	2,147	0
Premises	8,003	7,918	(85)
Transport	1,779	1,887	108
Supplies and Services	9,444	9,708	264
Third Party Payments	2,619	2,799	180
Income	(3,352)	(3,167)	185
Net Service Expenditure	86,525	85,663	(862)
Contingency	500	500	0
Capital financing	1,029	1,029	0
Net Expenditure	88,054	87,192	(862)
Funding	(88,054)	(88,081)	(27)
Net Position	0	(889)	(889)

9. The overall forecast is an underspend of £0.889m. This is made up of a significant underspend on on-call firefighters, partially offset by small overspends elsewhere. The position is still subject to some degree of uncertainty, particularly around non-pay inflation and the outcome of the pay award for non-operational staff.
10. Recruitment and retention of on-call firefighters remains a challenge for our service and nationally for the sector. Additionally, the first quarter of the year was relatively quiet in terms of incidents for the on-call teams. The

investment in on-call teams made by the Authority in this financial year will see a series of improvements, including targeted On-call Support Officers, delivered throughout the year. Improved recruitment and retention will likely reduce this underspend, as will any peaks of operational activity.

11. The position on wholetime firefighters is balanced. There is a small pressure on staff costs, mainly driven by the higher than anticipated green book pay offer, which is yet to be agreed.
12. There is a small pressure on transport, which mainly relates to travel costs for firefighters. The supplies and services overspend is partly driven by an assumption that non-pay inflation will continue at a high level. It is challenging to budget for inflation as standard inflation in the economy does not translate into inflation on fire service spend in a straightforward way. With general inflation in the economy slowing, this will be an area of focus for the remainder of the year.
13. The third party payments overspend is a result of higher than budgeted costs of the Networked Fire Services Partnership. Work is ongoing to understand this position and to make sure that the partnership costs are contained within the budget.

EFFICIENCIES

14. The Efficiency Plan for 2023/24 was presented to the Authority as part of the budget report in February 2023, setting out how the service has delivered and plans to deliver efficiency improvements.
15. Efficiencies are intended to achieve at least one of the following objectives:
 - (a) Deliver cashable savings that reduce the overall service spend
 - (b) Limit future cost increases
 - (c) Enable our people to support our communities more effectively.
16. This is the second year of a two year efficiency plan which will deliver £1.3m in order to balance the budget. The bulk of these savings have been delivered by the removal of a senior management post, property related savings, additional income and focused management of resources within the Operations Directorate.
17. In addition, the Safety Plan Year 4 priorities include the delivery of 3% efficiencies during the year across workforce and non-pay headings. These efficiencies will be used to reinvest in the service to deliver improved outcomes for our communities. A programme of work within the Operations

Directorate to better target resources to need will make a significant contribution towards this total. Other examples of efficiencies delivered to date include savings on IT contracts and anticipated efficiencies delivered in operational training by realising the benefits of the new live fire training facility.

DELIVERY PRESSURES

18. There are a number of anticipated delivery pressures that will need to be considered within the budget setting process for 2024/25. Based on the Medium Term Financial Plan, approved by the Authority in February 2023 there is a forecast deficit of £2.068m for next financial year. As detailed budget setting is carried out and more information about funding becomes available the forecast budget gap for 2024/25 will be refined.
19. An important part of this process annually is to consider areas where spend may need to increase to ensure that service delivery can continue effectively. There are a number of potential pressures outlined in the following paragraphs. In line with practice in previous years, a list of delivery pressures will be considered by the Fire Authority as part of the December Budget Update, for inclusion in the forward budget subject to affordability.
20. At its July meeting, the Authority considered an exempt item about the procurement of the control system. This procurement is ongoing and information about any costs will be included within the December budget update.
21. On this agenda for this meeting there are proposals relating to an enhancement of the HR service. Should these proposals be approved by the Authority they will be included within the proposed budget.
22. A further paper of on this agenda considers the potential financial implications of work relating to fire contaminants. The total cost of this work is high and it exceed available budgets in the medium term. However, subject to Fire Authority decision making on the paper, it may be possible to include elements of this work within the 2024/25 budget, subject to affordability.

CAPITAL PROGRAMME

23. The Authority approved updates to the capital programme as part of the outturn report in June 2023. The most significant elements of the Authority's forward capital programme relate to the vehicle replacement programme and investment in the estate, as well as investments in carbon reduction to support the approved Carbon Reduction Pathway. The latest forecasts for

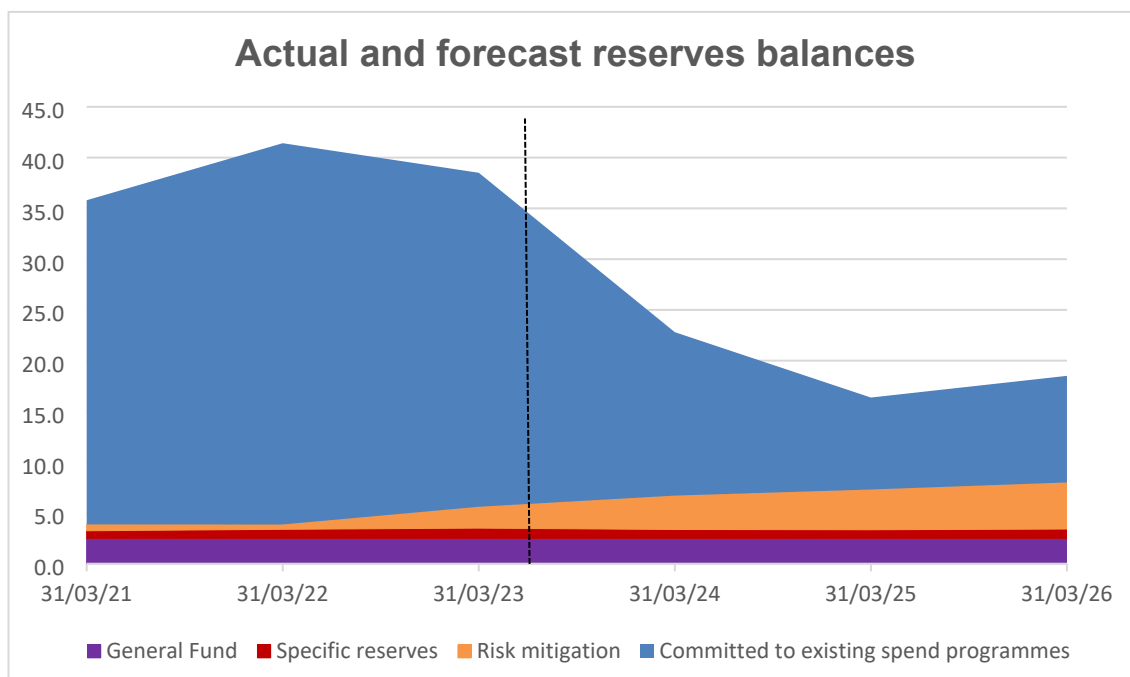
the timing of expenditure are shown in the table below with more detail in appendix A1 and A2 (confidential) for approval by the Authority.

Prior years £'000		Forecasts			
		2023/24 £'000	2024/25 £'000	2025/26 £'000	Future £'000
19,405	Estate	21,437	7,628	6,532	310
11,864	Vehicles	14,694	12,293	5,104	1,854
439	Carbon reduction	841	500	500	1,000
31,708	Total capital	36,972	20,421	12,136	3,164
2,499	Revenue CPR investments	425	411	0	0
34,207	Total	37,397	20,832	12,136	3,164

24. As reported in June, inflationary pressures continue to create risks to the capital programme. These risks related to the potential for increased costs for schemes that have not yet been tendered and/or that do not have fixed prices, and also the impact inflation has on interest rates, as the Authority has approved prudential borrowing of up to £37.45m as part of the approved programme. The delivery of the programme to date has not yet required the Authority to take on new external borrowing and the Chief Financial Officer continues to be advised by Arlingclose on the most cost-effective way to undertake borrowing.

RESERVES, BALANCE SHEET AND TREASURY MANAGEMENT

25. Alongside setting the budget and updating the Medium Term Financial Plan (MTFP) in February 2023, the Authority updated the following strategies: the Reserves Strategy, the Capital and Investment Strategy, and the Treasury Management Strategy. These three documents help to support the overall planning and financial management of the Authority, including by giving due consideration to financial sustainability, risk management and the health of the Authority's Balance Sheet.
26. The anticipated contributions to and draws from reserves were profiled through to 2026/27 in the **Reserves Strategy**. The graph below reflects the most recent projections and shows the planned significant reduction in balances projected by the end of the forecast period due in particular to expenditure on the approved capital programme.



27. The Reserves Strategy in February set out that an additional one-off contribution to the Capital and Investment Risk Reserve of £1.5m would be made in 2023/24, subject to affordability. Given the slower than originally planned expenditure on capital schemes to be funded from borrowing, capital financing costs are lower in the short term than budgeted, allowing this contribution to be made. This does not affect the chart above because it had already been assumed this contribution would be made.

28. The **Capital and Investment Strategy** includes the prudential indicators required by the CIPFA Prudential Code (2021). Starting in 2023/24, there is a requirement to report against these indicators on a quarterly basis. This reporting is included in Appendix B and shows the impact of the planned capital expenditure on the Authority’s debts and capital financing costs over time. The indicators continue to be in line with the agreed strategy and requirements of the Prudential Code, demonstrating that capital expenditure, investment and borrowing decisions are prudent, sustainable and affordable. The indicators reflect the later than previously planned capital expenditure as set out earlier in this report.

29. The Treasury Management Code (2021) also includes a requirement to regularly report on treasury management indicators set within the **Treasury Management Strategy** (TMS). This reporting is included within the treasury management update report at Appendix C and provides a commentary on treasury management activity during the first quarter of 2023/24. Timing differences between income and expenditure mean that investment balances fluctuate over the course of a year, however trend analysis shows

that balances are starting to trend downwards as would be expected in line with the planned use of reserves to fund capital expenditure.

30. As set out in the TMS the CIPFA Code requires the Authority to invest its funds prudently and have regard to the security and liquidity of investments before seeking the highest yield. Investments in externally managed pooled funds offer the potential for enhanced returns over the longer term but are more likely to be volatile in the short term. The TMS therefore sets out that for these investments to be appropriate it must be the case that the Authority plans to hold them for at least the medium term. This is to ensure that any initial costs of any investment and any periods of falling capital values can be overcome and mitigates the risk of having to sell investments at a loss for liquidity purposes.
31. Given the anticipated ongoing reduction in balances over time as a result of the approved capital programme and other planned expenditure from reserves, the Chief Financial Officer has, after taking advice from Arlingclose, therefore determined it to be prudent to reduce exposure to pooled fund investments, from £7m down to £3.25m, with the redemption of these investments taking place during August 2023.
32. The redemptions resulted in a small loss on the principal sum invested of £18,532 (or less than 0.5% of the £3.75m invested) however the Authority has received approximately £1m in dividends from these pooled funds since purchase, giving a total return of c.25% over an average holding period of between 5 and 6 years. The Chief Financial Officer will continue to seek the advice of Arlingclose on the ongoing suitability of the remaining pooled fund investment balance. In addition, the Capital and Investment Risk Reserve continues to provide mitigation for investment risks. The current higher interest rate environment means the small loss on the principal sum invested can be covered from additional interest income generated this year.

STATEMENT OF ACCOUNTS

33. As reported to the Authority in June, the draft Statement of Accounts was published on 31 May 2023 in accordance with the statutory deadlines. The external auditor's audit planning report setting out the planned timescales for the audit of the accounts was included in the papers for the Standards and Governance Committee meeting in July, however EY reported at the meeting that this plan is now subject to change. This is because of developments at a national level, whereby the Department for Levelling Up, Housing and Communities (DLUHC) has communicated its proposals to address the well-publicised backlog with local authority audits. DLUHC is currently engaging in dialogue with stakeholders, including those from the

fire sector, ahead of a planned formal consultation period in the autumn. At this stage it is unknown when the 22/23 accounts will be audited.

34. The external auditor presented the auditor's annual report on the 2021/22 accounts to the July Standards and Governance Committee meeting. This report included EY's Value for Money (VFM) assessment and commentary, reiterated the auditor's unqualified audit opinion, and confirmed that the auditor had not identified any VFM or public interest issues to report in reviewing the 2021/22 accounts.
35. The Authority's 2022/23 unaudited accounts were presented to the Standards and Governance Committee for consideration and approval on 27 September 2023.

SUPPORTING OUR SAFETY PLAN AND PRIORITIES

36. Strong financial management and a stable medium term financial position are key enablers of our safety plan and priorities, with funding allocated to priority areas.

RESOURCE IMPLICATIONS

37. This report covers the forecast financial position for 2023/24 as at the end of Quarter 1 alongside updates on the capital programme, reserves, and treasury management.
38. The section on efficiencies sets out how objectives for 2023/24 set out within the Efficiency Plan are being implemented, while the section on delivery pressures highlights areas in which additional resources are being identified as being required to meet service priorities.
39. The sale of pooled funds generated a small loss (£18,532 on the principal sum originally invested) however the investments have delivered significant additional income over the holding period and the loss on the principal sum invested can be covered from higher investment income this year without the need to call upon the Capital and Investment Risk Reserve.

IMPACT ASSESSMENTS

40. This report does not propose the implementation of a new change activity, and/or introducing, or amending, a Service Policy, Procedure or Guidance document.
41. Where change occurs as a result of the delivery of the Efficiency Plan, delivery pressures, or the capital programme any impact assessment will

be considered as part of the individual change project rather than as part of this budget update report.

LEGAL IMPLICATIONS

42. The Local Government Act 1972 requires local authorities to make arrangements for the proper administration of their financial affairs. This report is one of the ways in which the Authority meets this requirement.
43. The Authority is required to approve and publish its Statement of Accounts in accordance with the Accounts and Audit Regulations. The authority to approve the accounts is delegated to the Standards and Governance Committee and was dealt with as part of the 27 September 2023 meeting of the Standards and Governance Committee.
44. Any legal implications relating to the delivery of the Efficiency Plan or the identified delivery pressures will be considered within specific appraisals of the individual items within these areas.
45. There are no new legal implications specifically as a result of this report.

RISK ANALYSIS

46. Risks relating to reduced central government funding and pay and price inflation are included within the organisational risk register. Strong financial management, including the regular monitoring and reporting against approved budgets and strategies as covered in this report, is an important part of mitigating these risks.

EVALUATION

47. Washup sessions are held by the finance team at key points within the budget cycle as part of continuously improving the way in which the finance service is provided by evaluating what has been successful and what lessons can be learned for the future.

CONCLUSION

48. The Authority approved the 2023/24 revenue budget and precept in February 2023, alongside an updated Medium Term Financial Plan (MTFP). The Authority also approved updates to the capital programme, the Reserves Strategy, the Treasury Management Strategy and the Capital and Investment Strategy and received the Efficiency Plan for 2023/24. This report provides an update as at the end of the first quarter of 2023/24.

49. This report provides an update at the end of the first quarter of the year on each of these items. It highlights a projected underspend against the revenue budget and provides details of the work being undertaken to deliver efficiencies within the Service. It also highlights delivery pressures that have emerged. The report also meets the requirements of the Prudential Code and Treasury Management Code in terms of monitoring and reporting on prudential and treasury indicators on a quarterly basis. A quarterly update on treasury management is included as well as an update on the annual accounts and audit process.
50. The report includes a number of recommendations for the Authority to note the contents of this report and the forecast position at the end of quarter one.

RECOMMENDATION

51. That the forecast outturn position for financial year 2022/23 be noted by the HIWFRA Full Authority
52. That the updated capital programme forecasts (appendices A1 and A2) be noted by the HIWFRA Full Authority
53. That the quarterly prudential indicators (appendix B) be noted by the HIWFRA Full Authority
54. That the quarterly treasury management update report including the treasury management indicators (appendix C) be noted by the HIWFRA Full Authority
55. That the sale of pooled fund investments (paragraph 32) be noted by the HIWFRA Full Authority

APPENDICES ATTACHED

Appendix A1 – Capital Programme Update

Appendix A2 – Capital Programme Update (confidential)

Appendix B – Prudential Indicators (Q1)

Appendix C – Treasury Management Update Report (Q1)

BACKGROUND PAPERS

[Budget and Precept Requirement 2023/24 including Medium Term Financial Plan \(MTFP\)](#)

Contact: Catherine Edgecombe, Chief Financial Officer,
Catherine.edgecombe@hants.gov.uk, 0370 779 6214

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Appendix A1 – Capital outturn, forecast and funding

<i>Project Details:</i>	Approved Spend £'000s	Previous Years' Spend £'000s	Annual Spend Forecasts					Total £'000s
			2023/24 £'000s	2024/25 £'000s	2025/26 £'000s	2026/27 £'000s	2027/28 £'000s	
Basingstoke Fire Station	6,955	6,844	111	0	0	0	0	6,955
Estates Transformation - HQ Phase 2	4,571	4,571	0	0	0	0	0	4,571
Vehicles	45,809	11,864	14,694	12,293	5,104	1,854	0	45,809
Electric Vehicle Charging points	780	439	341	0	0	0	0	780
Carbon Reduction	2,500	0	500	500	500	500	500	2,500
Estates Programme	43,786	7,990	21,326	7,628	6,532	310	0	43,786
Subtotal - Capital Projects	104,401	31,708	36,972	20,421	12,136	2,664	500	104,401
Revenue Investments funded from CPR	3,335	2,499	425	411	0	0	0	3,335
Total Programme Cost	107,736	34,207	37,397	20,832	12,136	2,664	500	107,736
Financed by:								
Capital Payments Reserve	67,976	26,389	19,838	13,291	5,604	2,354	500	67,975
Prudential Borrowing	37,450	5,508	17,559	7,541	6,532	310	0	37,450
Revenue Grant Unapplied Reserve	0	0	0	0	0	0	0	0
Revenue Contribution to Capital	0	0	0	0	0	0	0	0
Capital Receipts	1,770	1,770	0	0	0	0	0	1,770
Capital Grant	0	0	0	0	0	0	0	0
Partner Contributions	540	540	0	0	0	0	0	540
Total financing	107,736	34,207	37,397	20,832	12,136	2,664	500	107,736

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Prudential Indicators Q1 2023/24

The Prudential Code requires the Authority to ensure that capital expenditure, investment and borrowing decisions are prudent, sustainable and affordable. There are a number of prudential indicators that must be set prior to the start of each financial year, which is done as part of the Capital and Investment Strategy, which is an appendix to the February budget setting report.

The Prudential Code also then requires the Chief Financial Officer to establish procedures to monitor and report performance against these performance indicators. From 2023/24 this reporting must be on a quarterly basis and the intention is to report this information to the Authority alongside the scheduled budget updates in October (Q1) and December (Q2) of 2023, and February (Q3) and June (Q4) of 2024.

1. Capital programme forecast expenditure (Prudential Indicator 1)

1.1 The most significant elements of the Authority's capital programme related to the vehicle replacement programme and investment in the estate in addition to investment in carbon reduction and EV charging.

1.2 Table 1 shows the forecast capital expenditure flows relating to the approved capital programme. The latest forecast suggests capital expenditure will happen later than previously anticipated.

Table 1: Capital programme forecast expenditure flows (Prudential Indicator 1)

	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	Future years Estimate	Total
	£'000	£'000	£'000	£'000	£'000	£'000
February 2023 forecast	18,705	35,660	22,359	6,845	2,854	86,423
Latest forecast	13,144	36,972	20,421	12,136	3,164	85,837

2. Ensuring Borrowing is only for capital purposes (Prudential Indicator 2)

2.1 The Capital Financing Requirement (CFR) is the cumulative outstanding amount of debt finance. The CFR increases with new debt-funded capital expenditure and reduces through annual Minimum Revenue Provision (MRP) charges to the revenue budget and any capital receipts or other contributions used to replace debt.

2.2 The Prudential Code states that a local authority must ensure that gross debt is only for capital purposes over the medium term, which means that gross external debt must not exceed the total of the CFR from the preceding year plus the

estimates of any additional CFR for the current and next two financial years, except in the short term. This is a key indicator of prudence.

2.3 Actual figures for the CFR and debt at 31 March 2023 and forecasts for the next three years are shown in Table 2 and confirm that the Authority expects to remain compliant with the requirements linked to this indicator.

2.4 The CFR is expected to rise as the Authority progresses with the delivery of the approved capital programme, which includes the approval for up to £37.45m of prudential borrowing. External debt will increase as the Authority takes on new borrowing to fund this expenditure, resulting in additional capital financing costs to the revenue budget. The CFR and associated borrowing are now expected to rise less quickly than previously forecast in line with the updated capital expenditure forecasts in Table 1.

Table 2: Ensuring Borrowing is Only for Capital Purposes (Prudential Indicator 2)

	31/03/23 Actual £M	31/03/24 Estimate £M	31/03/25 Estimate £M	31/03/26 Estimate £M
CFR	15.0	32.1	39.2	44.8
Debt				
Borrowing	5.9	17.5	32.2	39.8
Leases	0.0	0.0	0.4	0.4
Total Debt	5.9	17.5	32.6	40.2

3. Affordable borrowing limits (Prudential Indicators 3 and 4)

3.1 The Authority is legally obliged to set an Authorised Limit for the maximum affordable amount of external debt. In line with statutory guidance, a lower 'Operational Boundary' is also set as a warning level should debt approach the limit. The Operational Boundary is based on the Authority's estimate of the most likely (i.e. prudent but not worst case) scenario for external debt. It links directly to the Authority's estimates of capital expenditure, the CFR and cash flow requirements, and is a key management tool for in-year monitoring.

Table 3: Affordable Borrowing Limits (Prudential Indicators 3 and 4)

	2022/23 £M	2023/24 £M	2024/25 £M	2025/26 £M
Authorised limit	32.3	51.0	60.1	60.3
Operational boundary	27.1	45.8	54.9	55.1
Maximum total borrowing (incl leases)	6.7	17.5	32.6	40.2
Compliance with authorised limit?	Yes	Yes	Yes	Yes

4. Ratio of financing costs to net revenue stream (Prudential Indicator 5)

- 4.1 Capital expenditure is not charged directly to the revenue budget, however the interest payable on loans and the annual MRP are charged to revenue, as are other financing costs such as interest payable under finance leases and amounts relating to the early settlement of borrowing. In aggregate these costs are known as financing costs. The impact of these costs needs to be well understood prior to making capital investment decisions and then closely monitored.
- 4.2 Table 4 shows the proportion of the Authority's net revenue stream (Council Tax, business rates and general government grants) required to meet financing costs. This is an indicator of the affordability of the Authority's capital programme. The forward estimates are based on a prudent assessment of the timings of expenditure funded from borrowing and the interest rates to be paid on that borrowing. There is significant uncertainty about future interest rates and this is being carefully monitored by the Chief Financial Officer with support from the Authority's treasury management advisors, Arlingclose.

Table 4: Ratio of Financing Costs to Net Revenue Stream (Prudential Indicator 5)

	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Ratio - budget Feb 2023	0.9%	2.9%	3.5%	4.0%
Ratio – current forecast	0.8%	2.7%	3.2%	3.6%

5. Net income from commercial and service investments to net revenue stream (Prudential Indicator 6)

- 5.1 The update to the Prudential Code in 2021 introduced a new prudential indicator intended to show how reliant a local authority is on income from commercial and service investments, and therefore how exposed the authority is to the loss of this income.

Table 5: Net Income from Commercial and Service Investments to Net Revenue Stream (Prudential Indicator 6)

	2022/23 Actual	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Ratio - budget Feb 2023	0.0%	0.0%	0.0%	0.0%
Ratio – current forecast	0.1%	0.1%	0.1%	0.1%

- 5.2 The Authority has two discrete buildings at fire station sites classified as investment properties on its Balance Sheet. These buildings are at the Winchester and Redbridge fire stations and have excess capacity not needed in the operation of the Fire and Rescue Service. This excess capacity has been rented out to other public sector organisations. This benefits the partners in

providing space at an appropriate site, whilst also generating additional income for the Authority to benefit the revenue budget. These sites are classified as investment properties within the Authority's accounts as they are discrete assets now held primarily for financial return. Although classed in this way, using surplus assets in this way is a very different situation from a risk management point of view from the Authority actively going out to buy and/or develop commercial property for investment purposes. The income from these rental agreements is a very small proportion of the overall financing of the Authority.

Treasury Management Q1 Report 2022/23

Purpose of the Report

1. Hampshire and Isle of Wight Fire and Rescue Authority has adopted the Chartered Institute of Public Finance and Accountancy's Treasury Management in the Public Services: Code of Practice (the CIPFA Code) which requires the Authority to approve, as a minimum, treasury management semi-annual and annual outturn reports.
2. This quarterly report provides an additional update and includes the new requirement in the 2021 Code, mandatory from 1st April 2023, of quarterly reporting of the treasury management prudential indicators. The non-treasury prudential indicators are incorporated in the Authority's normal quarterly monitoring report.

Summary

3. The Fire and Rescue Authority's treasury management strategy was most recently updated and approved at a meeting of Hampshire & Isle of Wight Fire & Rescue Authority in February 2023. The Fire and Rescue Authority has borrowed and invested sums of money and is therefore exposed to financial risks including the loss of invested funds and the revenue effect of changing interest rates. The successful identification, monitoring and control of risk are therefore central to the Fire and Rescue Authority's treasury management strategy.
4. Treasury management in the context of this report is defined as: "the management of the organisation's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."
5. Overall responsibility for treasury management remains with the Fire and Rescue Authority. No treasury management activity is without risk and the effective identification and management of risk are therefore integral to the Fire and Rescue Authority's treasury management objectives.
6. All treasury activity has complied with the Fire and Rescue Authority's Treasury Management Strategy and Investment Strategy for 2023/24, and all relevant statute, guidance and accounting standards. In addition, support in undertaking treasury management activities has been provided by the Fire and Rescue Authority's treasury advisers, Arlingclose.
7. The Prudential Code includes the requirement to produce a Capital Strategy, a summary document to be approved covering capital expenditure and

financing, investments and treasury management. Government statutory guidance on local government investments also requires the production of an Investment Strategy. The Authority produces a combined Capital and Investment Strategy to meet these requirements, the most recent of which was approved by the Authority in February 2023.

External Context

8. The following sections outline the key economic themes in the UK against which investment and borrowing decisions have been made so far in 2023/24.

Economic commentary

9. From the start of the quarter until May it looked like peak global monetary policy rates were in sight as inflation continued to ease and central banks turned more dovish in tone. Only a few weeks later, stronger and more persistent inflation data, particularly in the UK, changed the picture. Central Bank rhetoric and actions remained consistent with combatting inflation. The Bank of England, US Federal Reserve, and European Central Bank all increased interest rates over the period, even in the face of potential economic slowdowns in those regions.
10. Inflation fell from its peak of 11.1% reached in October 2022, but annual headline CPI in May 2023 was higher than the consensus forecast at 8.7% (8.4% expected), largely driven by services inflation, while the annual measure of underlying core inflation rose to 7.1% from 6.8%.
11. After a sharp rise in interest rate expectations, with clearly serious implications for mortgage markets due to higher inflation and wage data, the Bank of England's Monetary Policy Committee reaccelerated monetary policy tightening over the period with a 0.25% rise in May to a 0.5% rise in June, taking the Bank Rate to 5.0%. At both meetings the vote was 7-2 in favour of increasing rates, with the two dissenters preferring to keep rates on hold.
12. Interest rate expectations priced in further hikes in policy rates. Arlingclose, the authority's treasury adviser, revised its forecast to include a further 0.5% of monetary tightening to take Bank Rate to 5.5%. The risks, however, are that rates could be higher; financial markets are forecasting policy interest rates above 6%.
13. With many mortgages at low fixed rates now systematically being re-set over the next 12-24 months at higher rates there has been a lagged effect of the feed through of monetary policy on households' disposable income. The economic slowdown is expected to develop over time and therefore, despite the GfK measure of consumer confidence improving to -24 in June 2023, it is likely confidence will be negatively affected at some point. The manufacturing sector contracted during the quarter according to survey data, which will

eventually feed into services, whose expansion is slowing.

Financial markets

14. Financial market sentiment and bond yields remained volatile, the latter continuing their general upward trend as uncertainty and concern over higher inflation and higher interest rates continued to dominate.
15. Gilt yields rose over the period. The 5-year UK benchmark gilt yield rose from 3.30% to 4.67%, the 10-year gilt yield from 3.43% to 4.39%, and the 20-year yield from 3.75% to 4.51%.

Credit review

16. Having completed a review of its credit advice on unsecured deposits at UK and non-UK banks following concerns of a wider financial crisis after the collapse of Silicon Valley Bank purchase of Credit Suisse by UBS, as well as other well-publicised banking sector issues, in March 2023 Arlingclose reduced the advised maximum duration limit for all banks on its recommended counterparty list to 35 days. On the back of this, Arlingclose reduced its recommended maximum duration limit for unsecured deposits for all UK and Non-UK banks/institutions on its counterparty list to 35 days as a precautionary measure. No changes were made to the names on the list.
17. Arlingclose continued to monitor and assess credit default swap levels for signs of ongoing credit stress but made no changes to the counterparty list or recommended durations over the quarter. Nevertheless, heightened market volatility is expected to remain a feature, at least in the near term and, as ever, the institutions and durations on the Authority's counterparty list recommended by Arlingclose remains under constant review.

Local Context

18. On 31 March 2023, the Fire & Rescue Authority had net investments of £28.4m arising from its revenue and capital income and expenditure. The underlying need to borrow for capital purposes is measured by the Capital Financing Requirement (CFR), while balance sheet resources are the underlying resources available for investment. These factors are summarised in Table 1 below.

Table 1: Balance sheet summary	31/03/23 Balance £m	31/03/24 Forecast £m
CFR	15.0	32.1
Less: External borrowing		
- Public Works Loan Board	(5.9)	(5.6)
Internal Borrowing	9.1	26.5
Less: Balance sheet resources	(37.5)	(21.7)
Net (Investments)/Borrowing	(28.4)	4.8

19. The treasury management position at 31 March 2023 and the change over the quarter is shown in Table 2 below.

Table 2: Treasury management summary	31/03/23 Balance £m	Movement £m	30/06/23 Balance £m	30/06/23 Rate %
Long-term borrowing	(5.6)	0.0	(5.6)	4.59
Short-term borrowing	(0.4)	0.0	(0.4)	5.88
Total borrowing	(5.9)	0.0	(5.9)	4.66
Long-term investments	7	0.0	7.0	4.73
Short-term investments	5.0	(1.9)	3.1	4.72
Cash and cash equivalents	16.5	(4.1)	12.3	4.69
Total investments	28.5	(6.0)	22.5	4.71
Net investments	22.6	(6.0)	16.6	

Note: the figures in Table 2 are from the balance sheet in the Fire and Rescue Authority's accounts, but adjusted to exclude operational cash, accrued interest and other accounting adjustments.

20. The decrease in net investments of £6.0m shown in Table 2 can be attributed to a decrease in investment balances of £6.0m which reflects the Fire & Rescue Authority's normal pattern of activity, along with capital expenditure incurred in the first quarter of the year. No repayment of borrowing has been made in the first three months of 2023/24.

Borrowing Update

21. The Fire and Rescue Authority has no plans to borrow to invest primarily for commercial return and so is unaffected by the changes to the Prudential Code.
22. The Fire and Rescue Authority is not planning to purchase any investment assets primarily for yield, so is able to retain full access to the PWLB.

23. It is expected that during 2023/24 the CFR will rise as the Authority delivers the estates elements of its capital programme. Balance sheet resources are anticipated to drop which is expected to result in a positive liability benchmark as at 31 March 2024, which generally means an authority is required to take external borrowing to fund the gap between its resources and the CFR. Although the Fire and Rescue Authority currently holds external borrowing from its historic capital programme, this is not predicted to be sufficient to meet the CFR and therefore as a result further borrowing will be considered by the Chief Financial Officer for the delivery of the approved capital programme, if required.

24. Borrowing Strategy

25. At 30 June 2023 the Fire and Rescue Authority held £5.9m of loans as part of its strategy for funding previous years' capital programmes, representing no change since 31 March 2023. Outstanding loans are summarised in Table 3 below.

Table 3: Borrowing position	31/03/23 Balance	Net movement	30/06/23 Balance	31/03/23 Weighted average rate	31/03/23 Weighted average maturity (years)
	£m	£m	£m	%	
Public Works Loan Board	(5.9)	0.0	(5.9)	4.66	9.7
Total borrowing	(5.9)	0.0	(5.9)	4.66	9.7

Note: the figures Table 3 are from the balance sheet in the Fire and Rescue Authority's accounts but adjusted to exclude accrued interest.

26. The Fire and Rescue Authority's chief objective when borrowing has been to strike an appropriately low risk balance between securing low interest costs and achieving cost certainty over the period for which funds are required. The flexibility to renegotiate loans should the Fire and Rescue Authority's long-term plans change is a secondary objective.

27. The cost of carry (the difference between the interest paid on long-term borrowing versus short-term investments) continues to make taking out new long-term borrowing in advance of need not cost effective. The Authority has therefore considered it to be more advantageous in the near term to use internal resources than to use additional borrowing.

Treasury Investment Activity

28. CIPFA published a revised Treasury Management in the Public Services Code of Practice and Cross-Sectoral Guidance Notes on 20 December 2021. These define treasury management investments as investments that arise from the organisation's cash flows or treasury risk management activity that

ultimately represents balances that need to be invested until the cash is required for use in the course of business.

29. The Fire and Rescue Authority holds invested funds representing income received in advance of expenditure plus balances and reserves held. During the year, the Fire and Rescue Authority's investment balances have ranged between £18.6m and £30.8m due to timing differences between income and expenditure. The investment position is shown in Table 4 below.

Table 4: Treasury investment position	31/03/2022 balance	Net movement	31/03/2023 balance	31/03/23 Income return	31/03/23 Weighted average maturity (years)
	£m	£m	£m	%	
Short term investments:					
Banks and Building Societies:					
- Unsecured	2.0	(0.3)	1.6	4.18	0.00
- Secured	1.0	0.1	1.1	5.13	0.54
Money Market Funds	15.1	(4.3)	10.7	4.77	0.00
Government:					
- Treasury Bill	3.5	(1.5)	2.0	4.51	0.23
Total	21.5	-6.0	15.5	4.70	0.07
Long term investments – higher yielding strategy:					
Pooled Funds					
- Pooled property*	3.3	0.0	3.3	3.50	N/A
- Pooled equity*	2.0	0.0	2.0	6.24	N/A
- Pooled multi-asset*	1.8	0.0	1.8	5.29	N/A
Total	7.0	0.0	7.0	4.73	N/A
Total investments	28.5	(6.0)	22.5	4.71	0.05

* The rates provided for pooled fund investments are reflective of annualised income returns over the year to 30 June 2023 based on the market value of investments at the start of the year.

Note: the figures in Table 4 are from the balance sheet in the Fire and Rescue Authority's accounts, but adjusted to exclude operational cash, accrued interest and other accounting adjustments.

30. The CIPFA Code and government guidance both require the Fire and Rescue Authority to invest its funds prudently, and to have regard to the security and liquidity of its treasury investments before seeking the optimum rate of return, or yield. The Fire and Rescue Authority's objective when investing money is therefore to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults alongside managing the risk of

receiving unsuitably low investment income. The Fire and Rescue Authority's Treasury Management Strategy Statement (TMSS) sets out how it will manage and mitigate these risks.

31. As demonstrated by the liability benchmark in this report, the Fire & Rescue Authority expects to be a long-term borrower and new treasury investments are therefore primarily made to manage day-to-day cash flows using short-term low risk instruments. The existing portfolio of strategic pooled funds has been reviewed in Q2 of 2023/24 with advice from Arlingclose. £3.75m was disinvested from the funds to utilise more favourable rates of return on shorter dated investments and increase liquidity ahead of capital expenditure outflows in the near future.
32. The progression of risk and return metrics are shown in the extracts from Arlingclose's quarterly investment benchmarking in Table 5 below.

Table 5: Investment benchmarking (excluding pooled funds)	Credit rating	Bail-in exposure	Weighted average maturity (days)	Rate of return
		%	(days)	%
31.03.2023	AA-	79%	15	4.04%
30.06.2023	AA-	80%	26	4.72%
Police & Fire Authorities	A+	84%	35	4.21%
All Las	A+	63%	11	4.44%

33. Table 5 shows the average credit rating of the portfolio has remained consistent at AA-. Bail-in exposure has risen in comparison to the end of March 2023, however this does not reflect that a significant proportion of liquid balances are invested in money market funds, which are technically exposed to bail-in risk however these are diversified products and are considered by Arlingclose to be 'bail-in risk light'. The Fire and Rescue Authority compared favourably with all other police and fire authorities included in the benchmarking exercise when looking at credit rating and rate of return.

Externally managed pooled funds

34. In order to minimise the risk of receiving unsuitably low investment income, the Fire and Rescue Authority has continued to invest a proportion of steady core balances in externally managed pooled funds as part of its higher yielding strategy.
35. Financial market conditions were volatile during the quarter, but favourable in some areas. Resilient economic data, which led to diminishing talk of recessions at a time when interest rate peaks are thought to be near, initially

helped UK, euro-area and US equity markets. However, UK equities fell in May (sterling's strength weighed on some sectors) and ended the quarter marginally lower. Eurozone equities were slightly higher but did not match the larger global rally in US equities (helped by a soft-landing scenario for the economy and enthusiasm over AI) and Japanese equities.

36. UK property markets continued to struggle as higher interest rates and bond yields and higher funding costs weighed on the sector. There was some improvement in May, building on signs of returning investor interest and transactional activity in calendar Q1 and a perception that the downturn in commercial real estate may be bottoming out. This has helped support capital values and rental income. The additional move upwards in yields in late May/June and the prospect of sluggish economic growth however constrained the outlook.
37. The combination of the above had a marginal negative effect on the combined value of the Fire & Rescue Authority's pooled funds since March 2023. Income returns remained broadly consistent, but capital values have decreased particularly in the pooled property and multi-asset funds held by the Fire & Rescue Authority.
38. Because these funds have no defined maturity date, but are available for withdrawal after a notice period, their performance and continued suitability in meeting the Fire & Rescue Authority's medium-to long-term investment objectives are regularly reviewed.
39. This report covers the period to the end of June 2023, however given the timescales for reporting to the Authority, it is worth noting that in August 2023 the Authority divested £3.75m of the £7m invested in pooled fund investments. After taking advice from Arlingclose, the Chief Financial Officer determined it to be prudent to reduce exposure to pooled fund investments, taking the decision in accordance with the delegated authority granted by the Authority as part of the Treasury Management Strategy.
40. The decision to sell the investments was linked to the anticipated ongoing reduction in balances over time as a result of the approved capital programme and other planned expenditure from reserves. The redemptions resulted in a small loss on the principal sum invested of £18,532 (or less than 0.5% of the £3.75m invested) however the Authority has received approximately £1m in dividends from these pooled funds since purchase, giving a total return of c.25% over an average holding period of between 5 and 6 years.
41. The Chief Financial Officer will continue to seek the advice of Arlingclose on the ongoing suitability of the remaining pooled fund investment balance of £3.25m.

42. In April 2023 the Department for Levelling Up, Housing and Communities published the full outcome of the consultation on the extension of the statutory override on accounting for gains and losses on pooled investment funds through the in-year revenue account. The override has been extended for 2 years until 31 March 2025 but no other changes have been made; whether the override will be extended beyond the new date is unknown but commentary to the consultation outcome suggests not. The Fire & Rescue Authority will discuss with Arlingclose the implications for the investment strategy and what action may need to be taken.
43. The Authority's Capital and Investment Risk Reserve, created during 2022/23, is in place to mitigate inflationary and interest rate risks to the capital programme and risks related to investments held by the Authority, including those related to pooled funds and the IFRS 9 statutory override.

Non-Treasury Investments

44. The definition of investments in CIPFA's revised Treasury Management Code now covers all the financial assets of the Fire and Rescue Authority as well as other non-financial assets which the Fire and Rescue Authority holds primarily for financial return. Investments that do not meet the definition of treasury management investments (i.e. management of surplus cash) are categorised as either for service purposes (made explicitly to further service objectives) and or for commercial purposes (made primarily for financial return).
45. Investment Guidance issued by the Department for Levelling Up Housing and Communities (DLUHC) and Welsh Government also broadens the definition of investments to include all such assets held partially or wholly for financial return.
46. This could include the direct purchase of land or property and any such loans and investments will be subject to the Fire and Rescue Authority's normal approval processes for revenue and capital expenditure and need not comply with the treasury management strategy. The Fire and Rescue Authority has two properties classified as investment properties on its Balance Sheet, relating to the use of parts of existing sites that were deemed surplus to requirements to provide accommodation to partner organisations and bringing in rental income to the Authority.

Compliance Report

47. The Fire and Rescue Authority confirms compliance of all treasury management activities undertaken during the quarter with the CIPFA Code of Practice and the County Council's approved Treasury Management Strategy.
48. Compliance with specific investment limits is demonstrated in Table 6 below.

Table 6 – Investment limits	2023/24 Maximum £m	30/06/23 Actual £m	2023/24 Authorised Limit	Complied
The UK Government	3.5	2.0	n/a	✓
Local authorities & other government entities	0.0	0.0	Unlimited	✓
Secured investments	2.1	1.1	Unlimited	✓
Banks (unsecured)	3.1	1.6	Unlimited	✓
Building societies (unsecured)	0.0	0.0	£6m	✓
Registered providers	0.0	0.0	£6m	✓
Money market funds	19.3	10.7	Unlimited	✓
Strategic pooled funds	7.0	7.0	£24m	✓
Real estate investment trusts	0.0	0.0	£6m	✓
Other investments	0.0	0.0	£6m	✓

49. Compliance with the authorised limit and operational boundary for external debt, is demonstrated in Table 7.

Table 7 – Debt limits	Q1 2023/24 Maximum £m	30/06/23 Actual £m	2023/24 Operational Boundary £m	2023/24 Authorised Limit £m	Complied
Total debt	6.3	6.3	45.8	51.0	✓

50. Since the operational boundary is a management tool for in-year monitoring it is not significant if the operational boundary is breached on occasions due to variations in cash flow, and this is not counted as a compliance failure. However this limit was not breached during the financial year to date.

Treasury Management Indicators

51. The Fire and Rescue Authority measures and manages its exposures to treasury management risks using the following indicators.

Liability benchmark

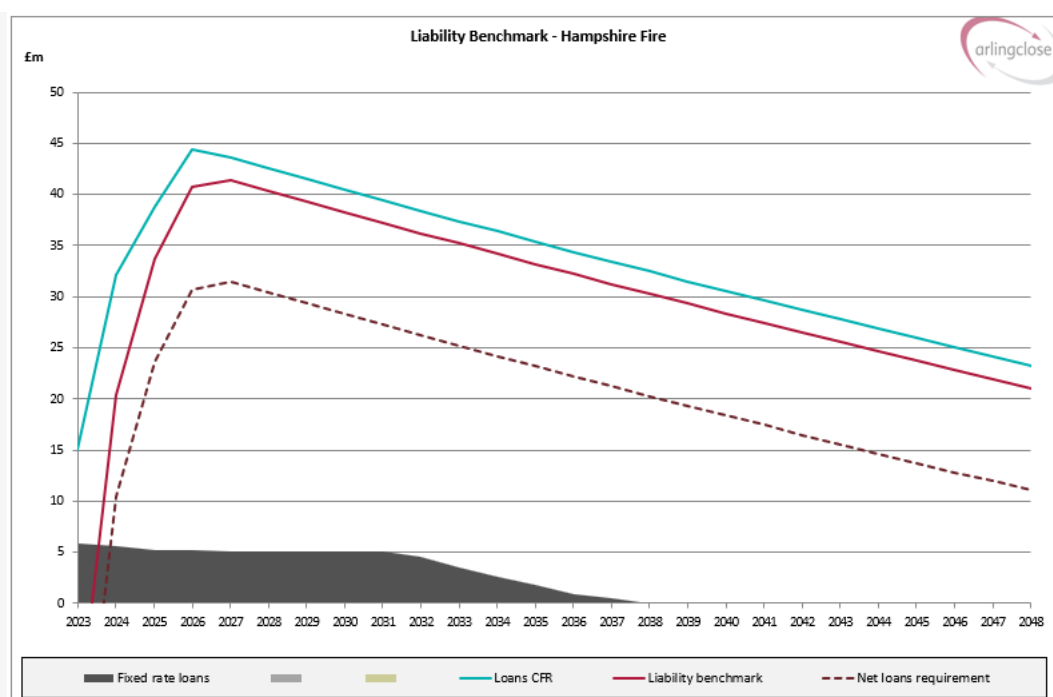
52. This new indicator compares the Authority's actual existing borrowing against a liability benchmark that has been calculated to show the lowest risk level of borrowing. The liability benchmark is an important tool to help establish whether the Authority is likely to be a long-term borrower or long-term investor in the future, and so shape its strategic focus and decision making. It represents an estimate of the cumulative amount of external borrowing the Council must hold to fund its current capital and revenue plans while keeping treasury investments at the minimum level required to manage day-to-day cash flow.

Table 8: Liability benchmark	31/03/2023 Actual £m	31/03/2024 Forecast £m	31/03/2025 Forecast £m	31/03/2026 Forecast £m
Loans CFR	15.0	32.1	38.8	44.4
Less: Balance sheet resources	(37.5)	(21.7)	(15.2)	(13.7)
Net loans requirement	(22.5)	10.4	23.6	30.7
Plus: Liquidity allowance	10.0	10.0	10.0	10.0
Liability benchmark	(12.5)	20.4	33.6	40.7
Existing borrowing	5.9	5.6	5.2	5.2
New borrowing given liability benchmark	0.0	14.8	28.4	35.5

53. The **Loans CFR** (Capital Financing Requirement) is the cumulative outstanding amount of debt financed from borrowing (it excludes leases). The Authority has approved up to £37.45m of prudential borrowing to support the existing capital programme and the CFR therefore increases over the forecast period in line with the capital programme plans.
54. The amount of external borrowing required can be lower than the CFR as the Authority has resources on its Balance Sheet (usable reserves and working capital). The **Net Loans Requirement** represents the level of external borrowing required if the Authority first uses all its Balance Sheet resources to cover the CFR.
55. Differences in timing between income and expenditure mean the Authority cannot use up all of its Balance Sheet resources as it needs to keep a balance for day to day liquidity to ensure it can meet its financial obligations. The **Liability Benchmark** is therefore the amount of borrowing that means the Authority can meet its net loans requirement plus hold an appropriate amount of liquidity.
56. As set out in the Reserves Strategy and the February 2023 revenue budget and capital programme, the Authority expects to reduce its reserves balance

over the coming years. Reserves held to smooth the expenditure on IT and equipment (which involves large but infrequent spend) and the Capital Payments Reserve (supporting expenditure on the estate and vehicle purchases) are all expected to reduce over time.

57. As would be expected, reducing reserves balances plus planned expenditure funded from prudential borrowing means the Authority will not have the Balance Sheet resources to internally borrow (as has been the strategy in recent years) and instead will need to commit to new external borrowing.
58. This is shown in the Liability Benchmark chart below, which shows a sharp increase in the CFR as expenditure funded from borrowing occurs, with the Liability Benchmark increasing similarly based on expected reductions in Balance Sheet resources. Minimum Revenue Provision (MRP) payments mean the CFR reduces over time and the liability benchmark also falls as borrowing is assumed to be repaid (the liability benchmark should never be above the CFR if the Authority is to meet the requirements of the Prudential Code only to borrow for capital purposes except in the short term).



59. The need to take out new external borrowing will be considered by the Chief Financial Officer to ensure borrowing is undertaken at the most appropriate time.

Maturity structure of borrowing

60. This indicator is set to control the Fire and Rescue Authority’s exposure to refinancing risk. The upper and lower limits show the maximum and minimum

maturity exposure to fixed rate borrowing as agreed in the Treasury Management Strategy Statement:

Table 9 – Refinancing rate risk indicator	30/06/23 Actual	Upper Limit	Lower Limit	Complied
Under 12 months	6%	50%	0%	✓
12 months and within 24 months	6%	5%	0%	✓
24 months and within 5 years	2%	50%	0%	✓
5 years and within 10 years	27%	75%	0%	✓
10 years and within 20 years	59%	75%	0%	✓
20 years and above	0%	100%	0%	✓

Principal sums invested for periods longer than a year

61. The purpose of this indicator is to control the Fire and Rescue Authority's exposure to the risk of incurring losses by seeking early repayment of its investments. The limits on the long-term principal sum invested to final maturities beyond the period end were:

Table 10 – Price risk indicator	2022/23	2023/24	2024/25
Principal invested beyond year end	£7m	£3m	£3m
Limit on principal invested beyond year end	£12m	£12m	£12m
Complied?	✓	✓	✓

62. The table includes investments in strategic pooled funds of £7m at 30 June 2023 as although these can usually be redeemed at short notice, the Fire and Rescue Authority intends to hold these investments for at least the medium-term.

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**Hampshire
& Isle of Wight**
FIRE & RESCUE AUTHORITY

HIWFRA Full Authority

Purpose: Approval

Date: **10 October 2023**

Title: Funding for In-house HR Team

Report of Chief Fire Officer

SUMMARY

1. This report outlines the options for establishing an in-house HR team, and the benefits and risks of each option. Members are asked to consider and approve funding for resourcing an embedded function that best meets the requirements of the Service now and into the future, including addressing a number of people challenges the Authority are already aware of such as increased sickness levels, improving our manager's confidence in HR processes, providing additional support for on-call employees, and responding to sector wide concerns about culture and behaviours in fire services.
2. Members are also asked to approve funding for an HR management IT system, and potential one-off redundancy costs associated with the withdrawal from using HR Operations (Ops) within the Shared Services Partnership (SSP).

BACKGROUND

3. HR Ops is currently one of the functions delivered for Hampshire and Isle of Wight Fire and Rescue Service (HIWFRS) through the SSP. HR Ops includes the activities listed below. It should be noted that this does not include recruitment activity.
 - (a) HR casework (absence management, capability, misconduct issues).
 - (b) HR policy and reward (HR policy development, pay awards, job evaluation and some pension expertise).
 - (c) Organisational change (restructures and redundancies).

4. The SSP has been in place since 1 February 2014. In 2022, Hampshire and Isle of Wight Constabulary (HIOWC) undertook a review of the services they received via the SSP, which included HR Ops, and concluded that they wished to amend the services delivered and establish in-house teams for HR Ops and Finance.
5. HIOWC's decision meant that the services delivered by the SSP would need to be changed, particularly for HR Ops which operated as a shared team for all three partners. As a result, it was not sustainable for HIWFRS to continue to use HR Ops. It was possible for us to remain using financial services from the SSP, because the delivery model had a distinct HIOWC team which did not impact upon the service received by HIWFRS.
6. Therefore, HIWFRS gave notice to withdraw from HR Ops (only) on 15 February 2023 and the decision was ratified on 31 March 2023. There is a notice period to withdraw from HR Ops, to allow for the design and on-boarding of the in-house HIWFRS HR function. The go-live date for a new embedded HR team is 1 April 2024.

CONSIDERATIONS FOR ESTABLISHING AN EMBEDDED HR FUNCTION

7. Since the Shared Services partnership was created, there have been significant developments within the Fire Sector, particularly since the introduction of HMICFRS and Fire Standards. There are now Fire Standards specifically on the issue of Leading and Developing People, and Leading the Service. HIWFRS must demonstrate how it meets these standards through the leadership of its People and Organisational Development (POD) Directorate. This has created different expectations of an HR service and is likely to continue to do as more Fire Standards are developed.
8. Members are also aware of HMICFRS' sector wide concerns in relation to values and behaviours. HIWFRS is committed to understanding and improving the cultural health of our organisation. In addition to the cultural review we are undertaking this year, an important way of understanding culture is to be able to interpret and analyse HR data to identify trends or patterns in people issues. It is critical that the HR team are connected to and understand this work so they can provide thematic information to support organisational learning, nuance their professional guidance in line with our cultural aspirations, and help improve managerial practice through training.
9. In addition to sector wide considerations, there are specific challenges within HIWFRS that have been previously reported to the Fire Authority and which would benefit from enhanced support for managers to improve their confidence using HR processes. For example, we have seen increased

sickness levels, much of which is related to long term complex absences, often associated with poor mental health. Therefore, in considering a future HR service, it was important that we asked our managers what they would most value in a new HR delivery model.

10. We spoke to 52 supervisory and middle managers across the Service and listed below are the requirements that were most consistently mentioned.
 - Improved HR support – a proactive, partnership approach to HR support for managers.
 - Increased access to HR support – face to face and telephone contact with HR advisors and support beyond core office hours for on-call teams and watches coming onto night shift.
 - Drop-in sessions for advice and guidance.
 - Ability to attend meetings within geographical groups to understand their specific challenges and meet at locations and times more convenient for managers, particularly for on-call managers.
 - HR advisors to deliver training on a range of issues, but particularly focussed on sickness and performance management.
 - More proactive support from HR advisors in managing HR cases and processes.
11. We shared the management feedback with senior managers and Heads of Service. They supported the requirements listed above and were particularly passionate about the delivery of training to upskill and improve the confidence of managers across the Service in tackling people challenges. They believed this would directly improve the culture and performance of teams across the Service and therefore should be prioritised.

ANTICIPATED BENEFITS OF AN EMBEDDED HIWFRS HR TEAM

12. Having considered the sector wide and internal people challenges, the Director of People and Organisational Development (POD), has developed three options for establishing an in-house HR function for Members to consider. If the recommended option is approved by Fire Authority, there are a number of anticipated benefits to HIWFRS that the Director of POD has identified, and which are listed below.
 - Bespoke provision of professional HR services for HIWFRS.
 - Improved understanding and awareness of people challenges within HIWFRS.
 - HR advice that is aligned to the strategic and cultural direction of HIWFRS.
 - Retain expertise of current resource.

- Increased support for managers from a proactive, leading (rather than manager self-serve) service.
 - HR Advisors able to deliver face to face support across the whole workforce (including on-call, Isle of Wight).
 - Greater flexibility and adaptability to respond to changing priorities across HIWFRS.
 - Resilience of HR support and across the wider POD Directorate.
 - Develop managers' capability through training and coaching leading to improved performance of teams.
 - Improved access to information to enable organisational learning related to HR activity.
 - Ongoing support to significant change programmes or projects across the Service.
13. In respect of benefit realisation, the expected tangible outcomes of the recommended option are listed below. These outcomes will be captured in future performance reports to the Fire Authority.
- A reduction in absence.
 - Quicker resolution of cases.
 - Improved data and insight in respect of people/HR related trends.
 - Levels of managers participating in training and development associated with HR/people practices.
14. In addition, we will seek feedback from managers about whether their requirements are being met and in relation to their confidence levels in managing HR process and tackling people challenges. The evaluation of these less tangible outcomes will occur 18-24 months post establishment of the embedded HR team.

ESTABLISHING AN EMBEDDED HR FUNCTION

15. In determining options for an embedded HR function, it is important to understand current resources and costs to create a baseline structure which aligns with the current HR Ops model.
16. The current HR Ops model delivered via SSP provides approximately 7.2 FTE resource at a charge of £389,000. This includes 2.4 FTE resource which are posts that work wholly or mostly to deliver services for HIWFRS. There is also a 0.4 FTE of a pensions specialist. The remaining funding is used to contribute to the broader HR Ops team and ensures we have access to HR Advisors to support with casework and restructure/redundancies when required. Over the past seven years, it has been calculated that our costs increase by approximately 4.4% a year. Therefore, it is reasonable to assume that our costs for 2024/25 would be £406k.

17. In addition to the baseline resource as outlined above, over the last four to five years, we have spent approximately £100k per annum more on HR support to deliver significant change (combination with Isle of Wight FRS) or cross-organisational projects (introduction of PPG framework), or large HR projects (on-call ways of working).

BASELINE MODEL – OPTION 1 (NOT RECOMMENDED)

18. It would cost £410k per annum to establish a baseline structure that most closely matches the capacity and delivery of the current HR Ops provision. This is an increase of £4k per annum against our current estimated charge for 2024/25.

Benefits	Risks
<p>Minimal increase in budget.</p> <p>Bespoke provision of professional HR services for HIWFRS.</p> <p>Improved understanding and awareness of people challenges within HIWFRS.</p> <p>HR advice that is aligned to strategic and cultural direction of HIWFRS.</p> <p>Improved access to information to enable organisational learning related to HR activity.</p>	<p>Insufficient capacity to provide increased support for managers.</p> <p>Limited ability to deliver face to face support across the whole workforce (including on-call and Isle of Wight).</p> <p>Unable to retain expertise, particularly in respect of pensions.</p> <p>Reduced resilience for sickness or leave as will not have access to broader HR Ops team.</p> <p>Insufficient capacity to develop managers' capability through training.</p> <p>Change activity will require additional funding for temporary resource which may be harder to recruit as will not have access to broader team of HR Ops.</p>

19. Given the risks associated with this option, and that it does not meet the requirements identified by HIWFRS managers, this option is not recommended.

IMPROVED MODEL – OPTION 2 (NOT RECOMMENDED)

20. This option would cost an additional £201k and would create additional capacity to meet the requirements of HIWFRS managers. It would not provide sufficient capacity to deliver significant change activity, so this would need to continue to be funded from reserves or from separate budgets agreed for project work/teams.

Benefits	Risks
<p>Bespoke provision of professional HR services for HIWFRS.</p> <p>Improved understanding and awareness of people challenges within HIWFRS.</p> <p>Flexibility to respond to changing priorities.</p> <p>HR advice that is aligned to strategic and cultural direction of HIWFRS.</p> <p>Improved access to information to enable organisational learning related to HR activity.</p> <p>Capacity to provide increased support for managers, including face to face across the whole workforce.</p> <p>Resilient HR function.</p> <p>Ability to deliver training and coaching to upskills managers and improve performance.</p>	<p>£201k additional funding required.</p> <p>Change activity will require additional funding for temporary resource which may be harder to recruit as will not have access to broader team of HR Ops.</p>

21. This option is not recommended because, whilst it meets the requirements of HIWFRS managers, it will not have the capacity to deliver significant change activity which we have needed to fund separately for the last five years. Accessing additional capacity during this time has been relatively straightforward as we have been able to ‘buy’ additional resource from within the broader HR Ops team. However, this access will not be possible in the future and, therefore, if we are unable to recruit to temporary roles, we will have to compromise the business-as-usual delivery of the HR function.

22. Executive Group cannot foresee change activity significantly reducing over the next two to five years, particularly as we will develop and implement a new CRMP/Safety Plan during this time. Therefore, having a flexible and adaptable HR function with the capacity to lead and support organisational change is an ongoing priority.

ENHANCED STRUCTURE – OPTION 3 (RECOMMENDED)

23. This option would cost an additional £298k and improves upon option two as it incorporates the additional HR resources that have been funded in previous years to support significant change and/or large projects.

Benefits	Risks
<p>Bespoke provision of professional HR services for HIWFRS.</p> <p>Improved understanding and awareness of people challenges within HIWFRS.</p> <p>HR advice that is aligned to strategic and cultural direction of HIWFRS.</p> <p>Improved access to information to enable organisational learning related to HR activity.</p> <p>Capacity to provide increased support for managers, including face to face across the whole workforce.</p> <p>Retain expertise of current resource.</p> <p>Flexibility to respond to changing priorities across HIWFRS.</p> <p>Resilient HR function able to support the wider POD Directorate.</p> <p>Ability to deliver training and coaching to upskill managers and improve performance.</p> <p>Ongoing support to change activity.</p>	<p>£298k additional funding required.</p> <p>If change activity reduces, the function may be over-resourced.</p>

24. This option is recommended because the likelihood of change activity reducing is considered low and therefore the additional resources this option provides will be needed. However, Executive Group regularly monitors change activity and if this begins to reduce, we will seek to reduce the resources through natural turnover in the first instance. Only if this is not possible will redundancy be considered.

SUPPORTING OUR SAFETY PLAN PRIORITIES

25. The options outlined in this report to establish an in-house HIWFRS HR department will support the delivery of our Safety Plan priorities.
- Our People – will be supported and provided with HR advice that meets their needs and is both relevant to our policies and procedures, but also aligned to our culture, values and behaviours.
 - Public Value – will be ensured through providing an HR service that is both effective and efficient at meeting our organisational needs.
 - High Performance – our managers will be developed which will enable them to lead high performing teams and tackle under-performance.

CONSULTATION

26. The approach to consultation in relation to the employees affected by the decision to withdraw from HR Ops has been agreed with HCC, HIOWC and HIWFRS. All relevant trade unions have been informed and invited to support employees through the change process which is being conducted in line with agreed HR policies.

ADDITIONAL RESOURCE IMPLICATIONS

27. The SSP may incur potential one-off redundancy costs for employees within the current HR Ops team who are no longer required within the HCC model. Both HIWFRS and HIOWC are committed to reducing the potential for redundancy and will be ring-fencing posts in our new embedded teams for them to transfer to.
28. We are not able to accurately estimate the potential redundancy costs. Therefore, Members are asked to note our commitment to avoiding these whilst approving a potential spend of £0-£250k on one-off redundancy costs.

29. The in-house HR function will require a casework management system that can produce management information and produce trend reports on themes and patterns of people challenges. The annual cost of this system is £18k per annum which Members are asked to approve as an ongoing commitment.

IMPACT ASSESSMENT

30. Stage one and two impact assessments have been completed in relation to the potential impact of withdrawing from HR Ops based on current employees. Appropriate mitigation has been identified to lessen the impact and agreed with the SSP.

RISK ANALYSIS

31. If the Fire Authority do not approve additional funding and the Service has to proceed with option one, there is a risk that this will not achieve the benefits anticipated and may reduce the current resilience levels, thereby reducing the overall HR provision to managers.
32. If the Fire Authority approve the recommended option, there may be logistical risks of establishing the new function if all team members, the handover of the HR service, and casework system all go live on 1 April 2024. To avoid this risk, some employees could be appointed between 1 January 2024 and 31 March 2024 to smooth the transition. They would be funded from reserves.
33. Approval of the recommended option will lead to the establishment of an embedded HR function that provides proactive support to managers. There is a risk that this results in an expectation of changed roles and responsibilities for managers addressing people challenges and HR advisors who are there to coach, guide and support them. This risk will be addressed through preparatory briefing sessions with managers, ensuring clarity of roles in our HR procedures and delivery of training to managers.

EVALUATION

34. If the recommended option is approved, there will be an evaluation in Autumn 2025 to determine whether the anticipated benefits have been realised.

CONCLUSION

35. This report outlines the requirements and options for establishing an in-house HIWFRS HR team, who will meet the changing needs of our Service. If approved, the additional funding requested in this report will ensure the provision of a professional and high performing HR team that is aligned to the strategic and cultural direction of the Service. In turn, it will also develop managers' capability and promote organisational competence in dealing with people challenges.

RECOMMENDATIONS

36. That Option 3 (outlined in paragraph 24) and the required funding be approved by the Fire Authority (subject to affordability).
37. That funding for one-off redundancy costs estimated to be between £0-250k, are approved by the Fire Authority.
38. That ongoing funding for the HR casework system of £18k per annum be approved by the Fire Authority.

Contact: Molly Rowland, Director of People and Organisational Development



**Hampshire
& Isle of Wight**
FIRE & RESCUE AUTHORITY

HIWFRA Full Authority

Purpose: Approval

Date: 10 OCTOBER 2023

Title: SAFETY PLAN 2025-30: APPROVAL OF STAGE 1 REPORT AND AGREEMENT TO STAGE 2

Report of Chief Fire Officer

SUMMARY

1. Earlier this year, the Fire Authority agreed a proposal to produce its next Safety Plan covering 2025-2030. This was based around an innovative two-stage approach: Stage 1 involved assessing all foreseeable fire and rescue related risk with Stage 2 identifying and consulting on possible mitigations.
2. Stage 1 is now complete. This paper seeks Fire Authority approval to publish a report (attached at Appendix A) summarising our findings of what reasonably foreseeable fire and rescue related risks we face in the community.
3. Work will now begin on Stage 2, namely, working with directorates across the Service to identify possible mitigations to the risks we have identified. This work will commence immediately, and a new Safety Plan covering the period 2025-30 will come to the Fire Authority for approval in Autumn 2024.
4. The Safety Plan will provide the Fire Authority's strategy and priorities, as well as strategic work packages and commitments over the period of the plan. In developing priorities and mitigations, we will need to formally consult our communities which we will do next spring/summer. An indicative timetable for Stage 2 is attached at Appendix B.

BACKGROUND

5. Last Summer, Executive Group agreed a business case to produce the Fire Authority's next Community Risk Management Plan ("CRMP"). This plan is known locally as the 'Safety Plan.' The plan will cover a five-year period: 2025–2030. Our two-stage approach will meet – and should exceed - the requirements of the CRMP national fire standard.

Stage 1: ASSESSMENT OF RISK

6. An outcome of Stage 1 is a report detailing our external risk (Appendix A). This is in part based on National Operational Guidance (NOG) hazard groups for fire related risks, as well as other risks affecting Local Resilience Forum partners. This document captures the likelihood and consequence of each risk and if there is a particular geographical area where these are prevalent. It also includes other pertinent additional data analysis outside of NOG hazard groups to provide the fullest possible risk picture. The report is shared with the Fire Authority for approval and follows the design principles of the recently agreed performance report. Should the Authority be content, it will be published on the Service's website.
7. Evidence used to complete the report includes:
 - i. Internal: We sought qualitative assurance from our teams across the organisation to understand the context of the risk in the communities in which they live and work. To do this, our Performance team carried out a significant amount of analysis to split our data into geographical areas around station areas covering elements such as the local risk profile (e.g., those above 70 and known deprivation), local incidents, availability, response times, prevention and protection activity. Staff were asked to provide us with assurance and/or additional local context.
 - ii. Local partners: we wrote to our local partners to understand:
 - (a) the risks that they currently face
 - (b) whether we support them to mitigate these, and
 - (c) what future risks have they identified
 - iii. Communities: in conjunction with the Consultation Institute, we also conducted engagement with our communities to understand their perception of risk. This included running a series of focus groups with under-represented groups including those with cognitive impairments, elderly, those with a disability and individuals where English is not their first language. In July 2023, we also ran an online survey which generated almost 1,200 completed responses.
8. We calculated each hazard's risk score by determining its likelihood and consequence:

Likelihood: our analysts carried out extensive trend analysis and mapping (of our data and, in some cases, data from our partners and other sources), considered national fire risk methodology (where available) and used other forecast data, for example on housebuilding, to predict likelihood. This resulted in a likelihood score of 1 to 5 based upon how many times a year an incident could take place:

Likelihood class	Likelihood Score	Frequency (incidents per year)
High	5	365 or more
Medium high	4	52-364
Medium	3	12-51
Medium low	2	1-11
Low	1	Less than 1

Consequences: we used a business standard strategic tool (PESTLEO covering seven factors: political, economic, social, technological, legal, environmental and organisational impact) to identify the consequence from a worse-case scenario with no fire service involvement/mitigations. This assessment was carried out by the risk team and validated by those across the Service. Each factor was scored between 1 to 5, with 1 being very low impact up to 5 being very high. These scores were then used to calculate an average.

9. **Headline findings include:**

- We found that fires in residential tall buildings and wildfires are our highest risk hazards. In addition, health related risks which we can influence also scored highly.
- Our communities appear to be strongly influenced by what is topical in the media with concern being raised about wildfires, climate change and electric batteries. However, they are also concerned around broader public issues such as anti-social behaviour and the pressures on the NHS.
- Our staff were largely focused on impacts that were happening now and the impacts this would have on risk. Teams were concerned with the volume of new housing increasing demand, the impacts of climate change and local concerns such as the type and cargo of vehicles on our busy A roads (e.g., specifically the A34) and the seasonal impacts of tourism in the New Forest and on the Isle of Wight.
- Our partners are similar to ourselves in that they are looking ahead to plan effectively, however planning cycles differ. Key areas identified were the

impacts of an ageing population, increasingly unhealthy communities and the impacts of climate change on our environment and individuals.

- Our communities were surprised at the breadth of activity we carry out and welcomed the opportunity to engage with us on a more regular basis.
 - Most of the under-represented groups we engaged with spoke about the difficulties they faced accessing information digitally.
 - Our partners told us they recovered at difference speeds from the pandemic. Most have now returned to business as usual, but some remain in recovery stage and anticipate remaining that way for some years.
10. The National Framework requires all fire and rescue services to make their assessment of risk publicly available. The report has been designed for that purpose, enabling our communities, as well as Fire Authority members, other political representatives and others, to understand what risk we are facing. While this report may be a snapshot in time, we want to enable regular consultation to continually inform our view of the world.

Stage 2: IDENTIFICATION OF MITIGATIONS

11. Stage 2 involves writing the Safety Plan and designing mitigations. The Safety Plan provides the Fire Authority's strategy and priorities, as well as strategic work packages and commitments over the period of the Plan. The Plan needs to be in place by 1 April 2025 on the expiry of the exiting Plan, however there is no need to wait until the commencement of the new Plan to implement any improvements which can benefit our communities now. This can be whilst design and implementing mitigations for the new Plan continues.
12. An important element of this work will be to identify mitigations. For each community risk identified, we will map:
- i. What we must do – our statutory and regulatory responsibilities
 - ii. What we should do – sector guidance/approved codes of practice
 - iii. What we could do – the options available to the Service
 - iv. What we can do – what we could do when considering our resources and other risks we need to mitigate
13. We anticipate being able to replicate this approach across the totality of the Service including corporate and people areas. By mapping what we must and should do, we may find we are over-resourced in some areas, enabling us to make informed decisions about where and how best to use our resources.

ONGOING ACTIVITY

14. Since beginning the project, we have recognised the value in the above activity becoming more frequent rather than a once in five-year event to keep up with a rapidly changing world. We are working with directors to identify appropriate resources to establish a permanent function and how we can routinely engage with our communities and hear more from our staff, including through our existing staff network groups. Work is underway to consider changes to the Policy, Planning and Assurance Directorate, including whether to re-prioritise existing resource where it is considered necessary.

SUPPORTING OUR SAFETY PLAN AND PRIORITIES

15. This project will develop the priorities and improvements for the 2025 – 2030 Safety Plan. Stage 2 will ensure full alignment with both the CRMP Fire Standard and the Fire and Rescue National Framework. The project will demonstrate our commitment to our existing priorities of Our People, Our Communities, Public Value and Learning and Improving and may identify alternatives.

CONSULTATION

16. Engagement has formed an important element of Stage 1. We have engaged extensively with staff, partners, representative bodies, and our communities throughout Stage 1 to both enhance our understanding of risk and develop pathways for effective Stage 2 consultation.
17. We commissioned the Consultation Institute to support us develop an approach to effective consultation. We have benefitted from their expertise and propose procuring further support for the remainder of the project. They are also contributing to our Stage 1 evaluation.
18. Effective consultation in Stage 2 is arguably more important than in Stage 1 as we seek views on proposals and future mitigations. We will ensure our learning is reflected in our consultation plan as in some instances we did not get the engagement from some groups we had hoped (e.g., young persons). While we will consult during Stage 2 to get a mandate for priorities and proposals, as part of our routine change activity, mitigations will need to be consulted upon separately when it is appropriate to do so.

COLLABORATION

19. The two-stage approach to develop the Safety Plan was designed through learning from our previous risk programmes and alignment to national best practice. We have collaborated with a number of fire services and the NFCC through family groups, our regional liaison officer and the NFCC's risk lead to design our approach.

20. In September, Kent Fire and Rescue Service peer reviewed Stage 1 with their findings forming part of our evaluation. We received a positive outcome whereby they recognised the breadth and innovation of our approach to date.

RESOURCE IMPLICATIONS

21. In Summer 2022, Executive Group agreed the Business Case for Stage one of this project and agreed in principle the approach for Stage two, albeit it may need to change depending on the outcome of Stage one. Now that Stage 1 is complete, we are content that our original design for Stage 2 remains appropriate. Funding is being provided through existing annual Safety Plan funds and has been part of the routine annual budget setting process.
22. Future work, including the implementation of mitigations, should be considered business as usual and be part of our normal planning and budget setting process. Depending on the nature of particular work packages, some may come to Fire Authority for approval, for example, if they require financial approval.
23. We are considering how to make this a permanent – rather than a time limited – function. The DCFO intends to shortly bring forward a plan to fund a small team to provide a continuous planning function.

IMPACT ASSESSMENTS

24. This project fully complies with the impact assessment and change management procedures. This includes on data protection to reflect our processing of information and on people impact to cover our engagement to add context and validation to the data. This engagement was due to take place in varying forms including face to face, internal comms, a digital survey plus letter direct to external partners. The face-to-face engagement sessions would include external focus groups with members of our under-represented community groups across all four unitary areas.
25. As a result, the CRMP project team worked closely with HIWFRS Equality, Diversity, and Inclusion (EDI) team to ensure a robust and thorough People Impact Assessment Stage 2 document was in place. Taking advice from the EDI team and an external professional from the Consultation Institute, we ensured our approach to the engagement was being conducted in the most appropriate and inclusive way available.
26. At the point work packages and proposed mitigations are agreed, each of these activities will be subject to its own impact assessment ensuring further compliance with the Service's change management procedures and that we are meeting our people and other legal considerations.

LEGAL IMPLICATIONS

27. The Fire and Rescue National Framework for England requires the Fire Authority to have a CRMP. This work will ensure the Fire Authority fulfils this requirement.
28. Through effective evaluation against legislation and regulation during Stage 2 we will ensure all our statutory duties continue to be delivered and current legislation, including those relating to equality, are met throughout this project.

BENEFITS

29. The production of an approved CRMP will provide assurance that our resources and future improvement activity reflect the identified risk across all areas of Hampshire and the Isle of Wight. This will enable an effective improvement plan and optimised provision of services to our communities. This will generate many benefits including:
 - The creation of a new permanent way of identifying and considering internal and external risk and the effectiveness of our mitigations.
 - Ensuring our resources are most appropriately aligned to the risk our communities face, thereby enabling us to respond to the needs of our communities as best we can.
 - Contribution to our People Strategy, ensuring a safe and healthy workplace for HIWFRS personnel.
 - Evidencing ongoing management of risk, and effective planning of improvement activity demonstrating how we meet the CRMP Fire Standard, HMICFRS' assessment of how we assess risk and requirements of the Fire and Rescue National Framework for England.
 - Shaping the Service's approach to strategic assessment of risk, providing an opportunity for organisational learning and effective planning of improvement activity.

OPTIONS

30. We deliberately designed a break point between stages 1 and 2 to assess progress and determine whether any changes are necessary to successfully complete Stage 2.

31. Following a local evaluation and peer review at the end of Stage 1, we are satisfied with progress to date and that the approach and supporting structures are in place to complete Stage 2 as planned. We therefore recommend continuing as planned to produce a high-quality strategic plan to set the Service's direction until 2030. Every fire service needs a CRMP and so we propose to do nothing by ceasing the project is not a valid option. As outlined above, this will create a legal risk. The size of the team is not large and so reducing it in any way will impact upon what its able to achieve. Work is underway to consider how to make this a permanent function.

RISK ANALYSIS

32. The CRMP team is continually capturing learning, risks and issues related to the delivery of the project which are shared across the Service as appropriate for governance, scrutiny and evaluation. All risks are recorded, reported and managed in line with HIWFRS' Risk Management procedure, appropriately reflecting our tolerance, appetite and agreed control measures.
33. As the CRMP methodology is in its infancy there are limited tool kits available from NFCC to provide assurance of the approach, therefore the team is working with the NFCC's liaison, other fire and rescue services, the Consultation Institute and academia to ensure we have access to experienced practitioners and knowledge. This collaboration should assure the Fire Authority that the approach being taken demonstrates good practice and the requirements of the National Fire Standard and National Framework.

EVALUATION

34. While there will be a full evaluation of the whole project post-completion, there will also be a formal evaluation of the effectiveness of Stage 1 in the Autumn 2023. This end of stage evaluation includes a peer review (with Kent Fire & Rescue Service) facilitated by NFCC and assurance from the Consultation Institute. To inform this evaluation, we also completed a gap analysis of our methodology against the National CRMP Fire Standard. The evaluation report will be shared with Executive Group for comment and will be made available to the Fire Authority upon request. Any learning from Stage 1 will be taken forward into Stage 2 where appropriate and relevant.

CONCLUSION

35. While fire authorities have a statutory duty to produce a CRMP, it is also necessary to ensure each fire service and its resource are appropriately aligned to the risks it may face. There are also other benefits including enabling us to consider how we can better forward plan and consider how we are most effectively and efficiently using our resources.

36. We are now well into our project to produce the Fire Authority's next plan having conducted extensive work to build our understanding of local fire and rescue related risk. The next stage will give us the opportunity to consider whether we are using our resources in the most optimal way, ensuring our communities are best served now and in the future. We will ensure the Fire Authority is sighted on progress.

RECOMMENDATION

37. That our continuing approach to produce the Fire Authority's next Safety Plan be noted by the HIWFRA Full Authority.
38. That the Stage 1 report (at Appendix A) capturing our foreseeable fire and rescue related risk be approved by the HIWFRA Full Authority and published on the HIWFRS's website.

APPENDICES ATTACHED

39. Outcome of Stage One Report - [Appendix A](#)
40. Stage 2 Proposed Timeline - [Appendix B](#)

Contact: *Stew Adamson, Director of Policy, Planning and Assurance*
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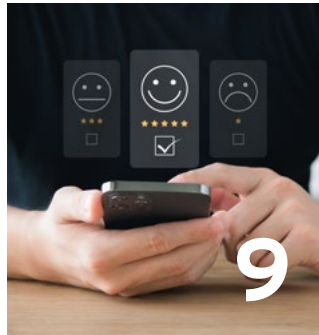
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Identification and analysis of risk to inform the 2025-30 Safety Plan



CONTENTS



Foreword	3
Introduction and Background	4
About Hampshire & Isle of Wight	5
Our Story Hampshire & Isle of Wight Fire and Rescue Service	11
Engagement	14
Risk	19
Findings	23
Next Steps	71



We are delighted to publish the outcome of the first stage of our project to produce our next Safety Plan, which will cover the period 2025-2030.

Every fire and rescue authority is required to routinely assess all its foreseeable fire and rescue related risks, whether they are local, cross-border, multi-authority or national in nature. This enables us to determine how and where our resources could best be used to protect our communities, focusing on those most vulnerable to risk. This is our first joint assessment of risk following the combination of Hampshire and Isle of Wight fire and rescue services in 2021.

Considerable work has gone into producing this assessment and we're grateful to all those who have contributed. We've been guided by the national fire standard and considered what other fire services have done. We have also carefully analysed our data, consulted our staff to understand the local context in which they work, sought information from our local and neighbouring partners to understand what risks they face now and, in the future, and discussed risk with our local communities to understand what they are worried about and how we can help.

Now we will be looking at what we currently do to address the identified risks and come up with a plan of what we could do in coming years. We will then be talking with our staff, partners and communities on a series of proposals and priorities. We're an innovative and ambitious fire service so we hope to identify a range of options, including exploring collaboration and making the most of technological advances.

This is an exciting time for our area with projects such as Hampshire 2050 and Solent 2050 looking to identify opportunities to maximise our potential. We owe it to our communities to adapt to the changing landscape around us.

Our next Safety Plan will set out our five-year strategy for 2025-2030 to ensure we consistently provide a service to our communities that makes life safer and that our staff are proud to provide. We look forward to working with you to develop these proposals.



**Chief Fire Officer
Neil Odin QFSM**



**Chairman Cllr
Rhydian Vaughan MBE**



Sign up for our e-bulletin for updates on this and other HIWFRS news at hantsfire.gov.uk



INTRODUCTION AND BACKGROUND

The Fire and Rescue National Framework for England requires every English fire and rescue service to produce a Community Risk Management Plan. We refer to this as our 'Safety Plan'.

EACH PLAN MUST:

- 1 Use current risk assessments to identify risks which could affect the fire service.
- 2 Explain how we will use our resources - including prevention, protection and response - to reduce risk and respond to emergencies.
- 3 Outline how we will enforce the law that sets out how businesses and organisations manage fire safety in their buildings.
- 4 Cover at least a three-year time span, but be reviewed and revised as often as it is necessary.
- 5 Involve effective consultation with our communities, work-force, their representative bodies, and other partners.
- 6 Be easily accessible and publicly available.

In 2021, the Fire Standards Board published a national fire standard on producing a community risk management plan. Our work is aligned to that fire standard and will meet the requirements of the Fire and Rescue National Framework.

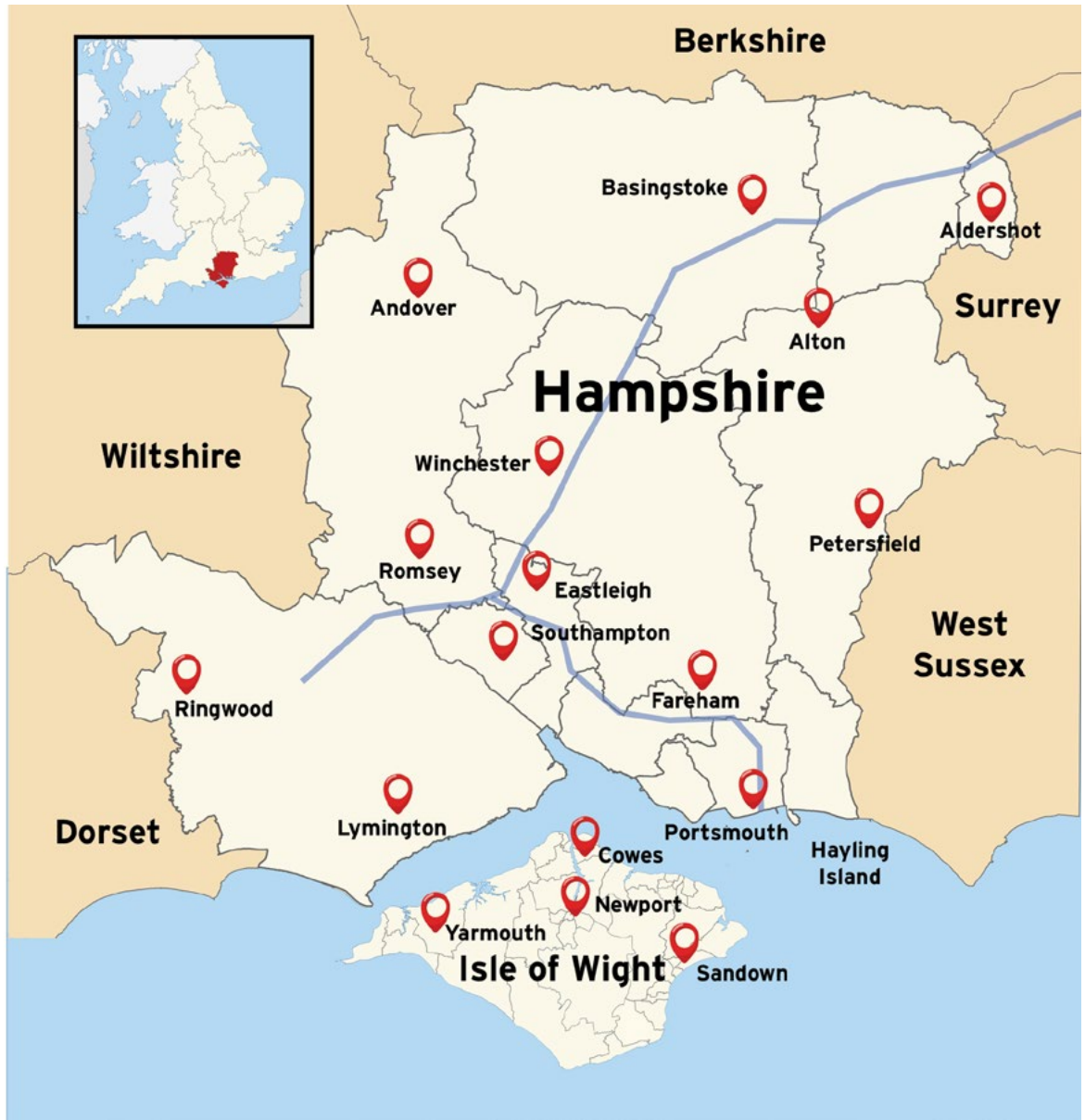
Our project started in September 2022 and will produce the Fire Authority's next Safety Plan by 1 April 2025.

The project is split into;

- **Stage one:** A thorough assessment of community risk across Hampshire and the Isle of Wight
- **Stage two:** Looking at how we can address those risks in our 2025-2030 Safety Plan.

This document captures our stage one risk profile and how we have gone about producing it. Our work has been independently assured by our peers and underpinned by service data, the national fire standard, National Operational Guidance, service learning, our ongoing strategic assessment of risk, plus feedback from our staff, partners and communities.

Over the next twelve months, we will be working on stage two to produce our new Safety Plan by 1 April 2025. We will also be continuing to assess community risk as an ongoing planning function rather than a one off project every five years. This will ensure future change and assurance is well-considered, evidence-based and provides the best public service on behalf of our Hampshire and Isle of Wight communities.



ABOUT HAMPSHIRE AND THE ISLE OF WIGHT

Hampshire and the Isle of Wight is situated in the south of England. The area covers more than 1,500 square miles with a population of around two million people living across our rural, urban and coastal areas. The Isle of Wight is the largest and second most populated island in England, although 80% of its population is based in just 20% of the land mass.

Between 2011 and 2021, the population of our area increased by 5.3% This was an increase of 5.6% on the mainland and 1.5% on the island.

Hampshire and Isle of Wight is bordered by five counties: Dorset, Wiltshire, Berkshire, Surrey, and West Sussex. The Solent, which is the water between Hampshire and the Isle of Wight, is one of the busiest shipping lanes in the world and is predominantly served by the commercial ports of Southampton and Portsmouth.



PORTSMOUTH

ABOUT HAMPSHIRE AND THE ISLE OF WIGHT

Our area is rich in history with national parks, significant places of interest and heritage sites (13,674 in Hampshire) of international importance. The cities of Southampton and Portsmouth are urban areas of growing populations, with universities that are seeing significant growth in student numbers and accommodation requirements.

The Island is a popular tourist attraction with its economy primarily based around light industry, tourism and the service sector. This is a varied area. Industrial growth can be found around the Winchester and Basingstoke areas, yet a short distance away are remote villages with thatched and listed buildings.

The area has several significant military bases and ports. There are also eight upper tier Control of Major Accidents and Hazard (COMAH) sites. These locations have specific plans in place to manage the risks they have on site. There is a large and diverse range of commercial and industrial elements with heavy industries, including Fawley oil refinery and BAE systems. There are also several major transport hubs including airports, ferry terminals, commercial ports, major motorways and railway lines, as well as several major hospitals, prisons and key infrastructure.

We have 44 local areas (out of 1,231 local areas in Hampshire and Isle of Wight) within the 10% most deprived in the country, these include: 19 in Southampton, 15 in Portsmouth, six in Havant and three on the Isle of Wight.



Hampshire & Isle of Wight

FIRE & RESCUE SERVICE

ABOUT HAMPSHIRE & ISLE OF WIGHT

15

Local Authorities

Including 1 county council, 3 unitary authorities and 11 districts & boroughs

44

Local areas (out of 1231 local areas in Hampshire & Isle of Wight) are within the 10% of the most deprived in the country



1550 sq. miles

22,325
Incidents on average per year
2018 - 2022

Around **899,000** Households



9.36 Billion
Road miles travelled on average
each year (2018 - 2022)

Population of Two Million



of the population is White British



of the population has a disability



of the population over 65 years old



rural based on population



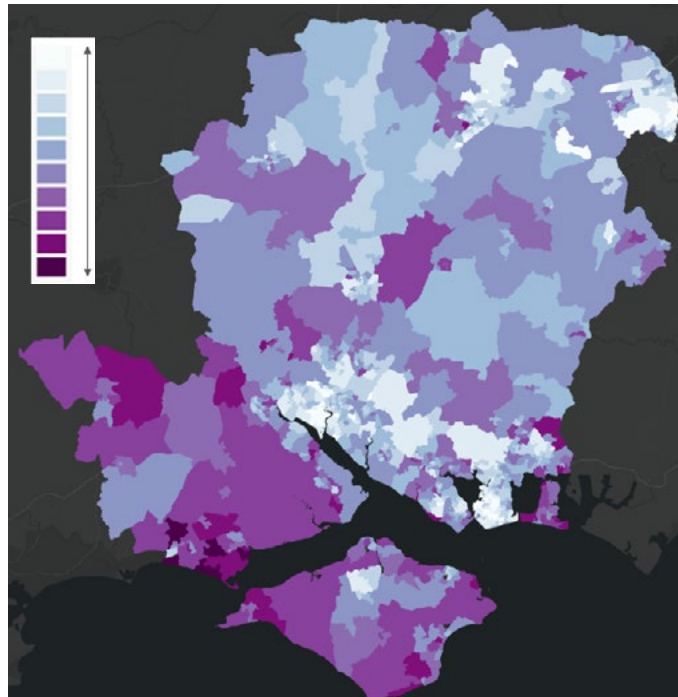
Life Expectancy

♀	Isle of Wight	83.4
	Hampshire	84.6
♂	Isle of Wight	79.6
	Hampshire	81.4



KEY DEMOGRAPHIC RISK FACTORS IN HAMPSHIRE AND THE ISLE OF WIGHT

There are demographic factors which can increase the risk of incidents we, and other blue light organisations, need to respond to. These factors include age, deprivation, and flooding. More information for our area is provided below, with the darker areas on the maps showing where the risk is higher.



Age

The darker areas indicate current higher proportions of over-70s

This map highlights that there are higher proportions of people over 70 years-old across most of the New Forest and the Isle of Wight, with other areas across Test Valley, Havant, Winchester, East Hampshire, and rural areas of Basingstoke and Hart.

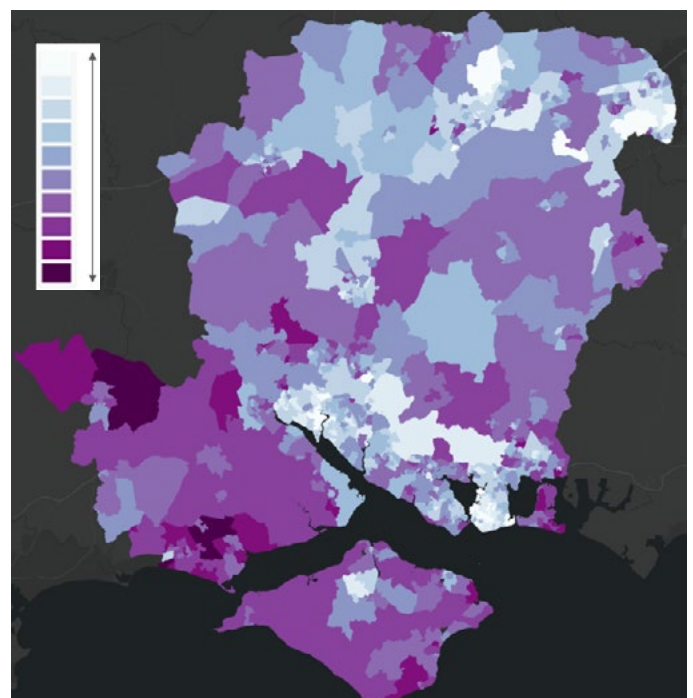
Further information on health is provided later in this report, age is a large contributory factor to many health-related risks. While age is an important factor for fire risks, it is important to consider it alongside mobility and frailty, mental health and learning or cognitive impairments; in addition to behaviour (e.g., drug and alcohol use). It may be these factors, rather than age alone, which increases an individual's risk.

Ageing Population

The darker areas indicate predicted proportions of over-70s in 2029

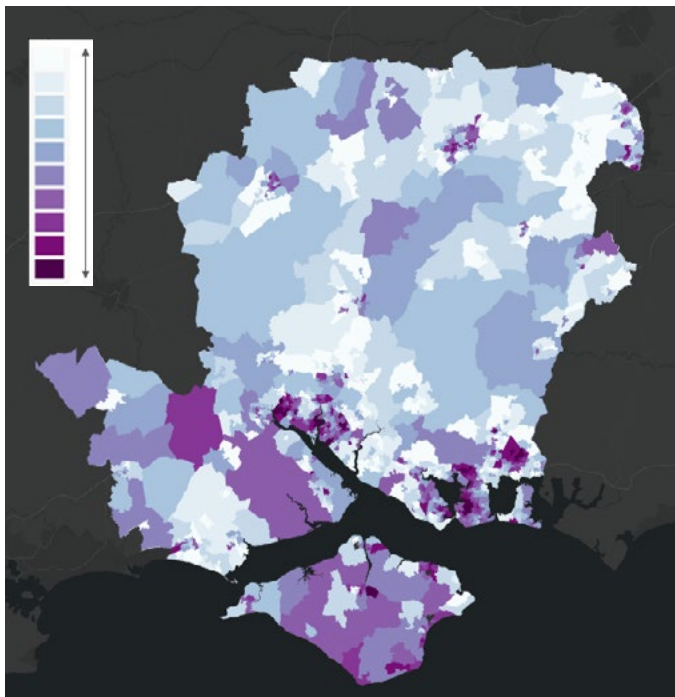
This map predicts that by 2029 most of the New Forest and the Isle of Wight continue to have the highest proportion of over 70 year-olds.

The main change over the next six years is that proportions of over-70s will increase across many other rural parts of the service area, in particular Test Valley, Winchester, East Hampshire, Hayling Island, and rural areas of Basingstoke and Hart.





KEY DEMOGRAPHIC RISK FACTORS IN HAMPSHIRE AND THE ISLE OF WIGHT



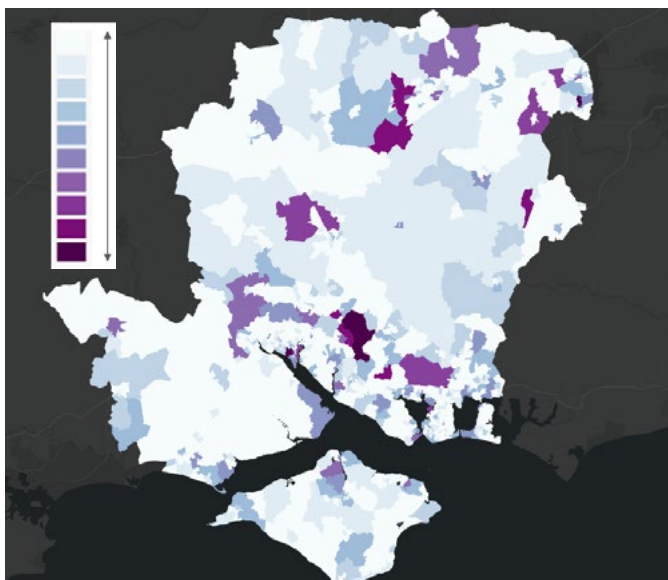
Deprivation

The darker areas indicate higher levels of deprivation

This map highlights that there are higher levels of deprivation in particular parts of Southampton and Portsmouth, as well as in Havant, New Forest, Rushmoor, Basingstoke, and the Isle of Wight.

A wide range of analysis, both in Hampshire and Isle of Wight (and across the country), has illustrated the significant impact that deprivation has on the risk of dwelling fires happening. Therefore, it is a crucial measure that helps to inform how we target our prevention activity, such as through Safe and Well visits, and our wider work with children and young people.

Future development



The darker areas indicate higher areas of proposed development

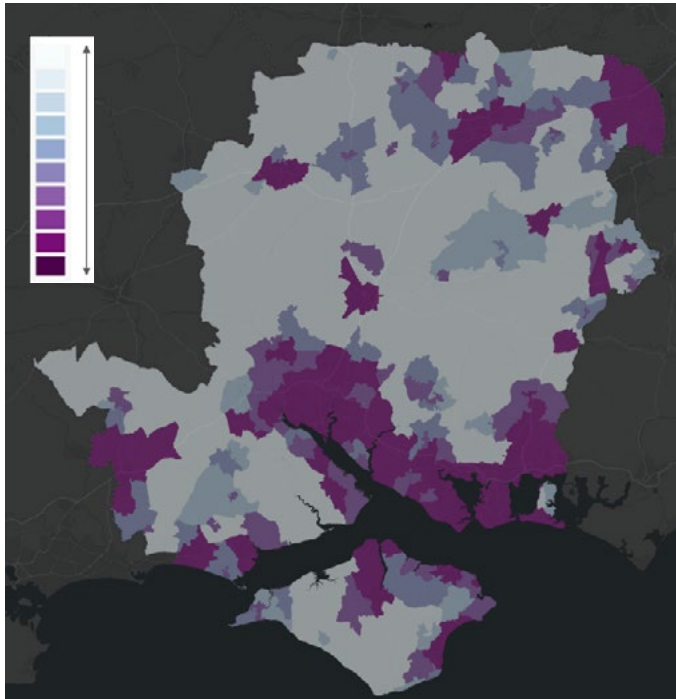
Known areas with possible large scale planned developments include:

- Welbourne (North of Fareham)
- Berewood (West of Waterlooville)
- Boorley Green/West of Woodhouse Lane/One Horton Heath - (Eastleigh/Hedge End area)
- Barton Farm (North of Winchester)
- Basingstoke Golf Course and Hounsme Fields (Junction 7 of M3 near Basingstoke)
- Manydown (West Basingstoke)
- Whitehill Bordon (East Hampshire district)
- Hartland Park (East of Fleet)
- Hitches Lane and Watery Lane (West of Fleet)
- Aldershot Urban Extension (Rushmoor district)
- Southampton City Centre
- Tipner & Horsea Island (Portsmouth)
- Near Fordingbridge & Romsey
- Ryde (IoW) and Cowes (IoW)

During our engagement, future housing development across Hampshire and Isle of Wight was highlighted as a significant concern for our operational crews as well as our partners. In particular, the impact on local infrastructure, road network and other associated risks from more people and buildings. Through working with our partners in our local authorities, we will consider opportunities to improve how this information is shared and fed into future priorities and planning. We will also use it to inform our response across prevention, protection and operational activity.



KEY ENVIRONMENTAL RISK FACTORS IN HAMPSHIRE AND THE ISLE OF WIGHT



Urban and rural breakdown

The darker areas indicate the more urban areas

This map highlights that there are a significant number of urban locations in Southampton, Portsmouth, Basingstoke, and Rushmoor. The more rural parts are across the rest of the service area; in the North, across the middle and the south west of Hampshire, and southern parts of the Island.

As illustrated later in this report, the urban or rural nature of a location impacts the likelihood of certain types of incidents taking place.

Flooding

The darker areas indicate higher levels of impact

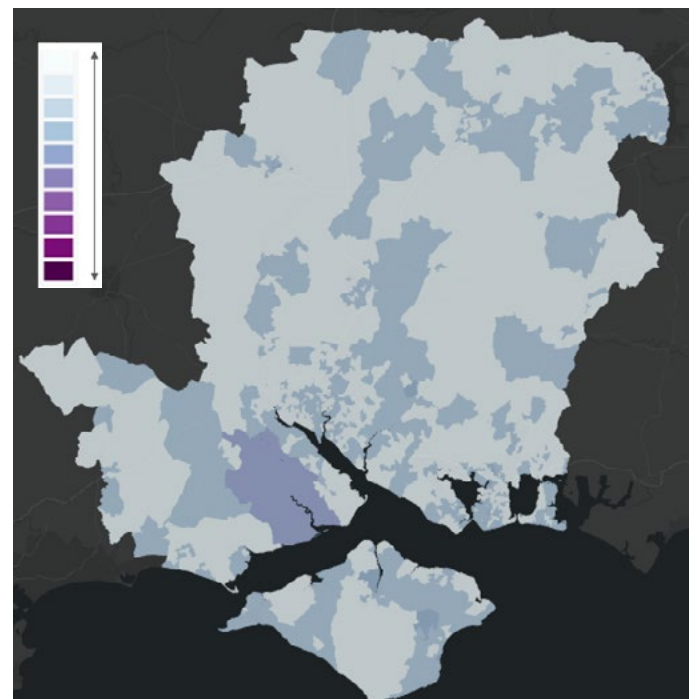
Significant areas of Hampshire and the Isle of Wight are at risk of flooding, with approximately 27,000 properties at risk of coastal flooding.

The densely populated cities of Southampton and Portsmouth both have flood risks. Particularly Portsmouth as it is predominately an island.

Any significant flooding would impact properties, infrastructure and would be likely to affect the delivery of critical services.

There are 101 coastal and fluvial (river) flood risk areas listed in the multi-agency flood plan; and an additional 20 groundwater flood warning areas.

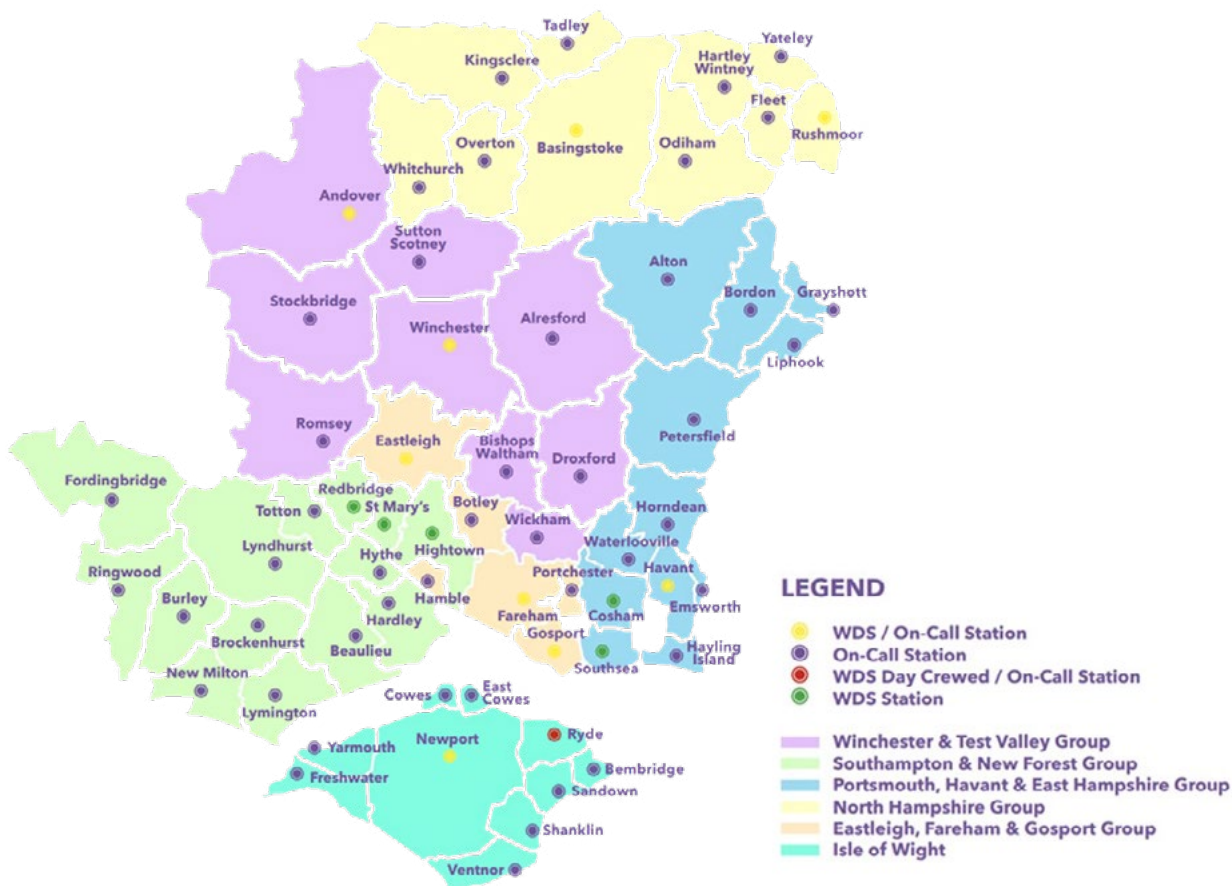
During 2013/2014 there was significant flooding including groundwater, fluvial (river) and coastal.



OUR STORY



We employ around 1,600 people, including approximately 340 non-uniformed staff with specialist skills.



We operate from 62 locations across Hampshire and the Isle of Wight, split into six geographic groups. Our stations at these locations are crewed in different ways according to local risk profiles. Our Wholetime Duty System (WDS) crewed stations and Fire Control are permanently crewed with a full-time workforce, while our On-Call crewed stations are crewed by a part-time workforce who respond to incidents when called.

Currently, we have 84 fire engines and over a hundred other operational vehicles, including specialist appliances and officer vehicles.



PREVENTION & PROTECTION

Our work is not all about responding to emergencies, a hugely important part of our job is to prevent fires and other emergencies from occurring.

We have a statutory duty to provide fire safety, which includes working with those identified as being more vulnerable to fire in our communities. We do this by conducting Safe and Well visits, working with schools to deliver home fire safety and arson prevention workshops, doing bespoke intervention with young people who have started fires through our Firewise programme, running Fire Cadets for 13-17 year olds, running Prince's Trust courses for 16-25 year olds who are not in education, employment or training, engaging with the community at local events, and delivering awareness and behaviour change campaigns with safety messages.

We also have an enforcing responsibility to make sure there is fire safety in buildings, and we help building owners comply with regulations. We also provide a range of different support should an incident occur, whether it be at home or abroad. This includes urban search and rescue, water rescue and flooding, animal rescue and dealing with chemical spills.



11,927

Safe and Well calls, referrals and visits in 2022/33, a 21% increase on the previous year



Hampshire & Isle of Wight
FIRE & RESCUE SERVICE

7 FIRE CADETS UNITS

80 members



108

Prince's Trust

young people supported through Prince's Trust programme



100

Volunteers supporting prevention activities



Developed Fire-P a fire prevention programme

98

FireWise

Education Programme

Firewise interventions with 100% success rate



joint Police Crime Scene investigations, resulting in 13 charges to date

472 school visits to educate **28,623** children



945



Fire Safety Audits at premises



We want to understand the views of our communities, partners, and colleagues to find out what is needed from our organisation and to work together to produce our new Safety Plan.

Engagement has been an integral part of our work to date. Stage one involved discussions with our communities to understand the risks that concern them. During stage two we will carry out formal consultation to get views on our proposed options to address these risks.

The Consultation Institute has independently advised and assured our approach to ensure our engagement in stage one was robust, inclusive and maximised the opportunity. The people and groups we engaged with included:

- **Colleagues from across all aspects of our service, both operational and non-operational and at all levels within the organisation.**
- **Partner fire and rescue services.**
- **Other local and regional partners from over 100 organisations within the Hampshire and Isle of Wight Local Resilience Forum, including police and health and representatives.**
- **Focus groups with members of our under-represented groups across the Hampshire and Isle of Wight geographical area.**
- **A digital survey, open to all in Hampshire and Isle of Wight which received almost 1,200 responses. There was also an option to complete by phone for those not online.**
- **National fire sector representatives, including the National Fire Chiefs Council's CRMP working group, members of our family group (made up of similar sized fire services), and a peer review with Kent Fire and Rescue Service.**



FINDINGS FROM OUR ENGAGEMENT

Here are some of the headlines from our engagement activity, including what we do well, what we could do in future and what we should be thinking about:

COMMUNITY AND PARTNER CONCERNS AND WORRIES

Climate change affecting health and the environment
(e.g., respiratory, heat, cold, increase in wildfires, flooding, and severe winters).

Our ageing population,
increase in life expectancy and the associated demand on health services.

Lifestyle changes
and impact on health and wellbeing (e.g., diabetes, obesity, mental health).

Road safety - specifically skills, awareness and speed.

Ongoing electrical development, safe use and storage
(e.g., increase in electric cars, scooters, and appliances in the home or workplace).

Increasing cost of living and poverty leading to unsafe heating and light choices.

Increasing costs for; estate management, equipment, and resources to provide public services.

HIWFRS keeping up to date with the changing world including local development and regulations.

Changing our skill requirements to better respond to individual needs.

Increasing anti-social behaviour,
and the cross-agency challenges these represent.

FINDINGS FROM OUR ENGAGEMENT



WHAT YOU SAID WE DO WELL

- We work well with partners to provide medical response which creates an opportunity to save lives without delay.
- Fire service is still a trusted organisation.
- Recognition and surprise within our communities at the breadth of our work.
- Partners and communities are appreciative of the remit to protect our history (e.g., heritage sites).
- Public are supportive of us carrying out animal rescue.
- All engagement audiences welcomed the ability to influence our future work.

OPPORTUNITIES FOR FUTURE CONSIDERATION

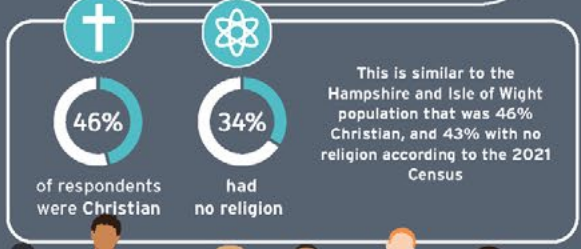
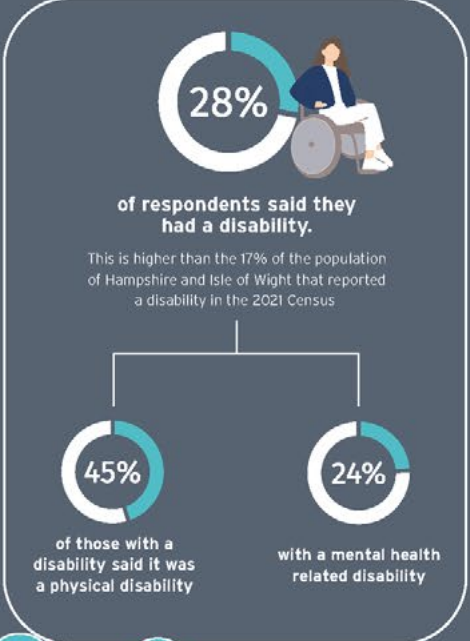
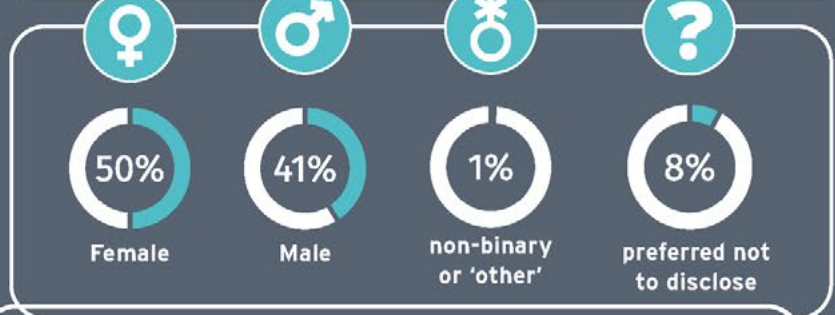
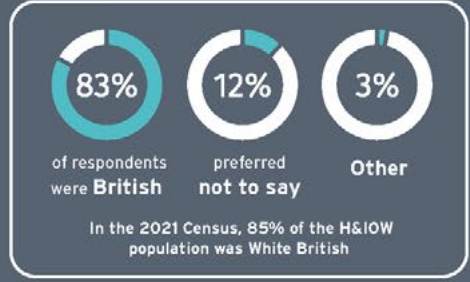
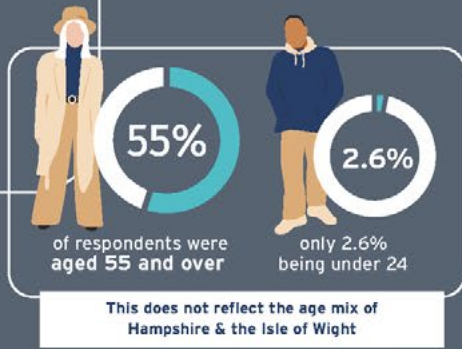
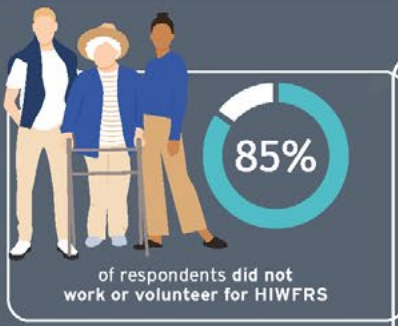
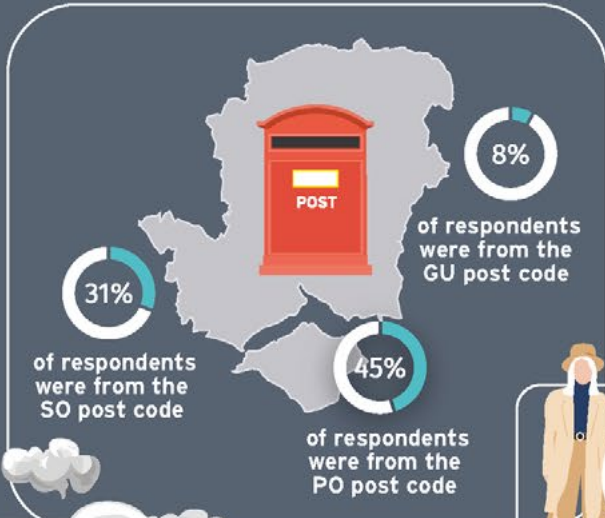
- Support ambulance services with co-responders to increase capacity in community for areas of greatest need.
- For consistency and 'one place', look to publish multi-agency messaging during community events.
- During home checks, ensure that the public know the supporting health services they can contact.
- HIWFRS could be integral to a local authority response to an event resulting from climate change.
- Identify common objectives with partners across Local Resilience Forum.
- Improve data sharing and access to better inform trend analysis for future planning across the Local Resilience Forum partners.



Hampshire & Isle of Wight
FIRE & RESCUE SERVICE

PUBLIC SURVEY

Who responded?

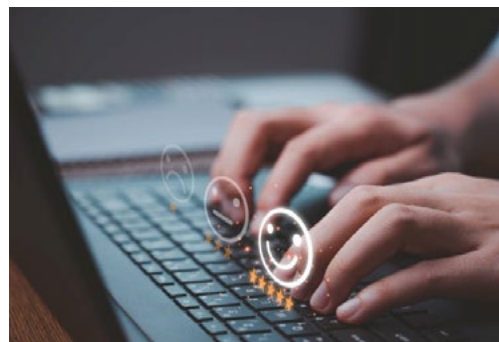


HEADLINE FINDINGS

Respondents ranked these risks as those they were most concerned about:

- 1 Road traffic accidents
- 2 Incidents requiring a quick response to a medical emergency until an ambulance can arrive
- 3 Fires in care homes
- 4 Lithium-ion battery fires, e.g., from electric vehicles or scooters
- 5 Fires in hospitals
- 6 Crime, terrorism or anti-social behaviour
- 7 Fires in houses
- 8 Large wildfires
- 9 Drowning and water safety
- 10 Fires in educational establishments, e.g., schools, colleges, universities

Respondents were least concerned about fires at construction sites, bariatric rescues and fires in tower blocks (where these weren't applicable to their local area).



PRIORITISE

The public feel that we should be prioritising;

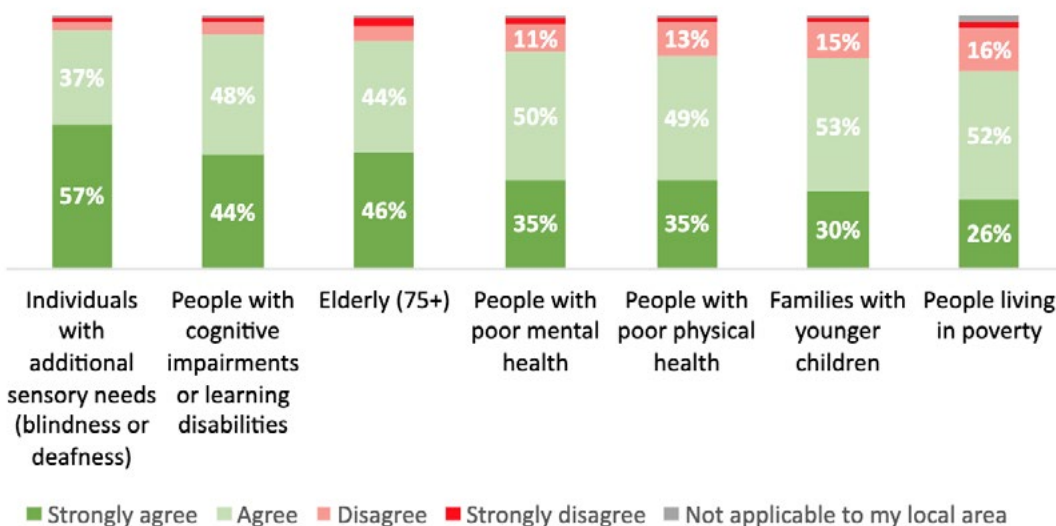
- Fires in houses
- Fires in hospitals
- Fires in tower blocks
- Road traffic accidents
- Fires in care homes
- Large wildfires

SUPPORT

When asked what groups they think need additional support from the Fire and Rescue Service respondents said:

- People with additional sensory needs (blindness or deafness)
- People with cognitive impairments or learning disabilities
- The elderly (75+ years-olds)
- People with poor mental health
- People with poor physical health

were all in need of additional support from us.





HOW WE DETERMINE RISK

The National Fire Chiefs Council has defined risk as **“a combination of the likelihood and consequences of hazardous events”**. A hazardous event is: **“a potential event that can cause harm”**.



LIKELIHOOD IS DEFINED AS:

“the calculated probability and frequency of a hazardous event occurring and the consequences accruing from the event. This includes determining the influence of causal factors and how existing organisational mitigation and reduction activities will have on the overall likelihood”. Likelihood can be estimated by either using historical data based on similar events that have occurred or informed judgement of subject matter experts.



CONSEQUENCE IS DEFINED AS:

“the severity and extent of the harm caused by a hazardous event”. Hazardous events lead to either a specific consequence, or to a range of consequences of different types and magnitude. Determining the type and levels of magnitude of consequences requires collecting, collating, and considering relevant available data and evidence. This could include a review of past events and the modelling and identification of both immediate and secondary consequences.



Risk in a fire service’s context is therefore:

“the potential for an emergency to occur, that may threaten life, cause damage or harm to people, property, or the environment, including an impact on critical infrastructure, or protracted demand on emergency service resources.”

Previously, we’ve used past demand data and call types to predict future risks. This does not always provide a complete picture of risk in our communities, as it will only identify where we have the resources and where we have been requested to respond to incidents by our communities and partners. This assessment draws upon far more qualitative and quantitative data in determining risk.

INFORMATION WE CONSIDERED WHEN DETERMINING RISK

Considerable work has gone in to building our understanding of our current and emerging risks.

INTERNAL



QUANTITATIVE DATA

Based on activity across our response, protection and prevention areas, including over the border and partner assistance.



QUALITATIVE DATA THROUGH ENGAGEMENT

- Local context around the data.
- Using the expertise within specialist departments in the service to gain context of risks raised.



STRATEGIC RISK REGISTER

Identifies current high level risks for the Service and what control measures we have in place to manage them.



SERVICE LEARNING

We capture learning from operational incidents, organisational learning and external sources which we use to improve what we do.



GAP ANALYSIS AGAINST THE STATUTORY REQUIREMENTS

Including:

- Fire Services Act 2004
- Civil Contingencies Act 2004
- CRMP Fire Standard
- National Operational Guidance.

EXTERNAL



P.E.S.T.L.E.O ANALYSIS

(Political, Economic, Sociological, Technological, Legal, Environmental, and Organisation)

To identify and understand external factors and future risk.



CAPTURED FEEDBACK

From our partners in the Local Resilience Forum, neighbouring fire services and other organisations that we have strategic partnerships with.



RAN FOCUS GROUPS

With under-represented community groups.



RESEARCH ACROSS OTHER FIRE SERVICES

To identify, utilise and share best practice across the sector.



PEER REVIEW

Using the experience of experts, both within and outside the sector, to assure our approach.



STRATEGIC ASSESSMENT

Ensures that our understanding of community risk is constantly evolving and is influenced from a wide variety of sources.



DIGITAL SURVEY

Open to everyone who lives, works or visits Hampshire and the Isle of Wight.



CLASSIFYING RISKS


As a fire service, we are transitioning to National Operational Guidance’s “all-hazard approach” to risk management and incident resolution. This approach covers the full spectrum of our work including prevention, protection, response, and resilience. By using this methodology in our risk planning, we can match our activity directly to community risk.

We have considered the following risks:



FIRES

- FIRES IN BUILDINGS
 - Domestic - fires
 - Derelict / construction / demolition
 - Domestic - false alarms
 - Residential tall buildings
 - Public assembly
 - Industrial / agricultural
 - Commercial / residential (institutions)
 - Heritage
 - Thatch
- FIRES IN THE OPEN
- WILDFIRES
- WASTE SITES




RESCUES

- WATER RESCUE AND FLOODING
- RESCUE FROM HEIGHT
- ANIMAL RESCUE
- BARIATRIC RESCUE
- CONFINED SPACE
- MACHINERY



TRANSPORT

- RAIL
- AIRCRAFT
- VESSELS (MARITIME)
- ROAD
- ROAD TRAFFIC COLLISION (RTC)

SPECIALIST RISK

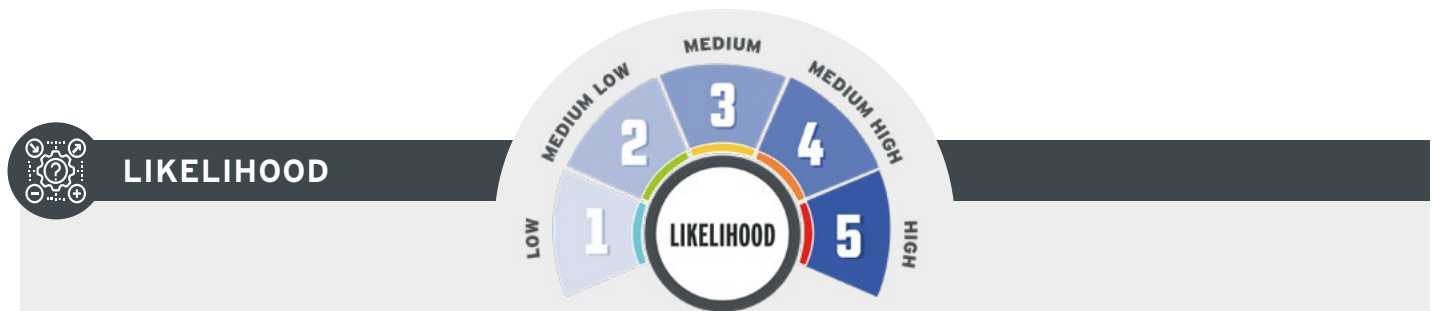
- HAZMAT
- CRITICAL SITES
- SUPPORTING THE POLICE
- TERRORISM: CBRN AND MTA
- SEVERE WEATHER - COLD AND HEAT
- OVER THE BORDER
- NATIONAL RESILIENCE
- HEALTH PREVENTION -
 - Falls and frailty
 - Poor mental health
 - Obesity



OTHER ACTIVITY

- MEDICAL RESPONSE
- NON-DOMESTIC FALSE ALARMS
- SPECIAL SERVICES

SCORING RISK



We used data and mapping to determine the frequency of hazard. If the hazard occurred more than once a day on average, we classed it as a high likelihood.

LIKELIHOOD CLASS	SCORE	NUMBER OF INCIDENTS IN A YEAR
HIGH	5	365 or more
MEDIUM HIGH	4	52 - 364
MEDIUM	3	12 - 51
MEDIUM LOW	2	1 - 11
LOW	1	Less than 1

CONSEQUENCE

Completion of in depth analysis with key stakeholders and subject matter experts to determine extent of impact.





For each risk category, we calculated a risk score based upon its likelihood and consequence using the methodology described earlier in this document. The following pages provide a summary of the data and narrative that led to the scores.

We have also ranked the unmitigated incidents in a summary of scores table on the next page. The ranking is based on a multiplication of the likelihood score by the consequence score. If any scores were the same we then ordered by the likelihood score from high to low.

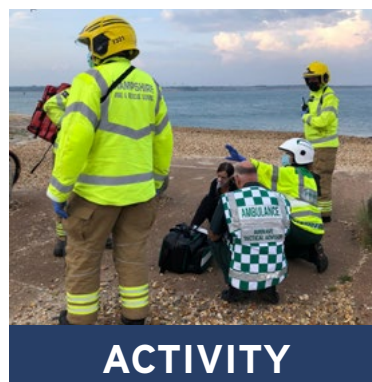
In the next stage of the project, we will be looking at how we do, should or could respond to these risks. We will then see what impact that makes to reducing the likelihood and consequence of incidents and use that information to decide what should go into our Safey Plan 2025-30.

SUMMARY OF RISK SCORES

RISK AREA		
	LIKELIHOOD	CONSEQUENCE
Fires in Buildings Residential Tall	5	4
Transport RTC	5	4
Fires Wildfires	4	4
Fires in Buildings Commercial/Residential (Institutions)	4	4
Fires in Buildings Public Assembly	4	4
Rescues Water and Flooding	4	4
Specialist Risk Hazmat	4	4
Fires in Buildings Domestic Fires	5	3
Fires In the Open	5	3
Health Prevention Falls and Frailty	5	3
Health Prevention Poor Mental Health	5	3
Health Prevention Obesity	5	3
Activity Medical Response	5	3
Transport Road	5	3
Specialist Risk Supporting the Police	5	3
Specialist Risk Over the Border	5	3
Activity Special Services	5	3
Transport Vessels (Maritime)	3	5
Rescues Animal	4	3

RISK AREA		
	LIKELIHOOD	CONSEQUENCE
Fires in Buildings Industrial/Agricultural	3	4
Rescues Machinery	5	2
Activity - Non-domestic False Alarms	5	2
Fires in Buildings Domestic False Alarms	5	2
Specialist Risk Critical Sites	2	5
Specialist Risk Severe Weather - Cold	2	5
Specialist Risk Severe Weather - Heat	2	5
Transport Rail	2	5
Transport Aircraft	2	5
Fires in Buildings Derelict, Construction, Demolition	3	3
Rescues Bariatric	3	3
Fires in Buildings Heritage Buildings	2	4
Rescues From Height	3	2
Fires in Buildings Thatch	2	3
Fires Waste Sites	2	3
Rescues Confined Space	2	3
Specialist Risk National resilience	2	3
Specialist Risk Terrorism: CBRN and MTA	1	5

We have divided our findings into five separate categories:



For each risk, we considered what an incident of significant severity with no response from ourselves or other blue light partners would look like. This helped us to understand what the impact of these incidents would be on our communities without any current provided mitigations.

We also used demand data to map the geographic prevalence across Hampshire and the Isle of Wight. This information will be important when we determine what mitigations are needed for each particular risk across the county as part of stage two of this project.



We have considered the following hazard types:

Fires in buildings

Residential tall buildings
Commercial / residential (institutions)
Public assembly
Domestic - fires
Industrial / agricultural
Domestic - false alarms
Derelict / construction / demolition
Heritage
Thatch

NFCC predicted dwelling fire risk

Wildfires

Fires in the open

Waste sites

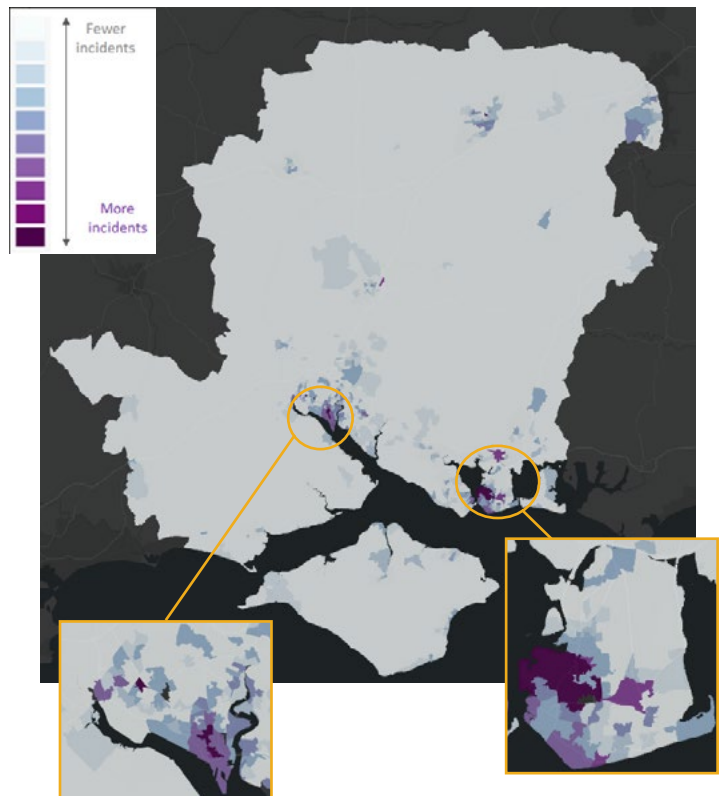
RESIDENTIAL TALL BUILDINGS

Residential tall buildings are classed as those seven storeys or more (18 metres) in height which have different living accommodation. These buildings are covered by the Regulatory Reform (Fire Safety) Order 2005. This category does not include commercial tall buildings, such as hotels. These buildings will differ considerably in terms of layout, construction, height, fire safety systems, and the demographics of the occupiers who live in them.



Strategic Summary

Following the fire at Grenfell Tower, residential tall buildings have come into even further focus for fire services in terms of prevention, enforcement, and response activity. This requires close collaboration with partners such as local authorities, and national approaches to meet the challenges these types of incident create, along with how we support residents, property owners, and managers of these buildings. It should be noted that most fires stay within the room they started in due to the building's compartmentation design, with a small number affecting the floor above due to external fire spread if a window fails.

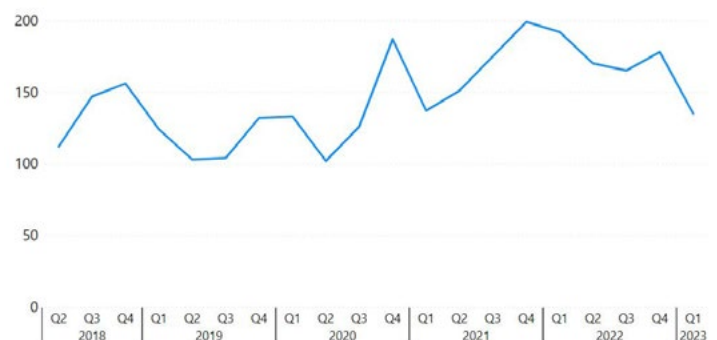


Data Summary

Fires in residential tall buildings occur almost entirely in urban areas.

The majority are in Portsmouth and Southampton, with other clusters in Basingstoke and Rushmoor.

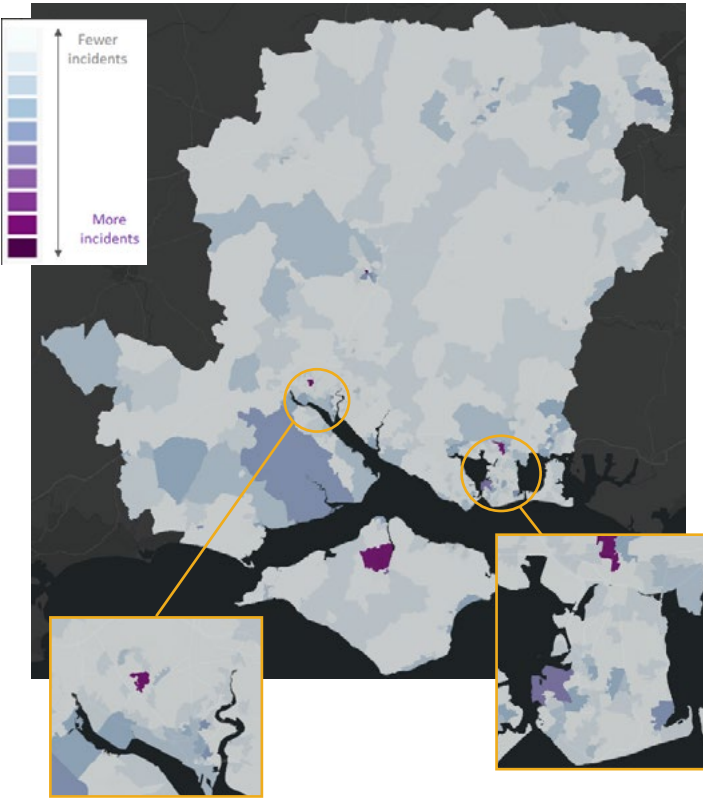
There is significant seasonality (more occur in winter, especially October - December) mainly due to cooking, and the trend has increased slightly over the last five years.



COMMERCIAL / RESIDENTIAL (INSTITUTIONS)

These buildings include commercial properties that have a sleeping risk, including hospitals, care homes and prisons.

They are heavily legislated, and we work closely with our partners to maximise the safety of what may be highly vulnerable occupants. These buildings are usually well managed by their operators with HIWFRS providing both a response and enforcement role.



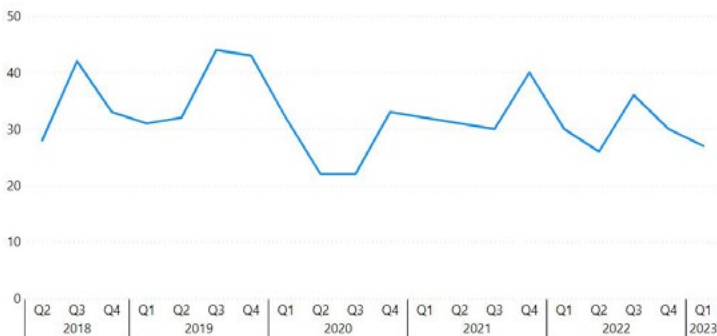
Strategic Summary

Within Hampshire and the Isle of Wight we have many large hospitals, care homes, and prisons. We work closely with these sectors to ensure compliance with the relevant legislation. We carry out familiarisation visits and wider partnership working to support safety within these types of buildings. Through our engagement, concerns were raised that the age of these buildings, along with increased pressures due to people living longer, may have a negative impact on the quality of these building types in future years.

Data Summary

These are concentrated in locations with large hospitals and prisons, such as Southampton General Hospital, Queen Alexandra Hospital, St. Mary's Hospital Newport, Winchester Prison and Parkhurst Prison, with smaller clusters found throughout the area.

There is some seasonality (more in summer) and a slightly declining trend.



PUBLIC ASSEMBLY

This group includes buildings such as shopping centres, sports stadiums, and theatres, where large numbers of people congregate.

This also includes restaurants, public houses, and community halls, which often have significant value to local communities.



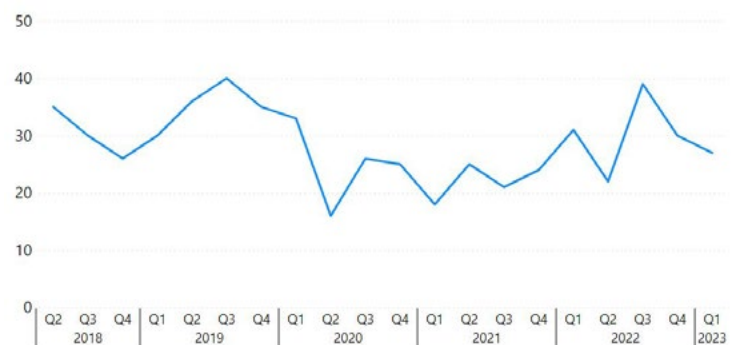
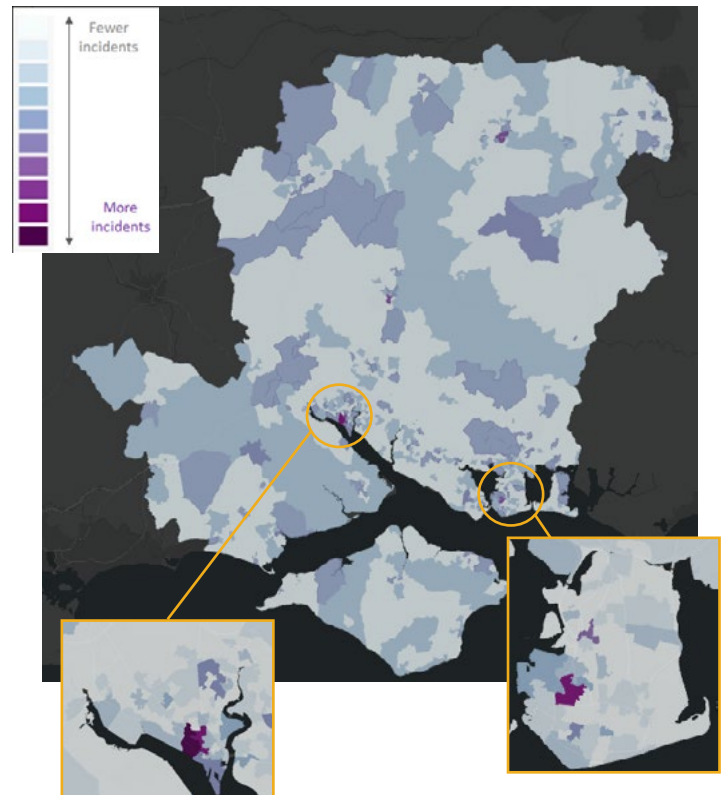
Strategic Summary

Our primary focus is public safety and to ensure compliance with relevant legislation is maintained to reduce the risk to those visiting and working within public assembly buildings. This will reduce the impact from an incident in a building of this type. The fire sector has learnt from the Manchester Arena bombing which has helped shape our work with relevant stakeholders e.g., increased capacity and capability. These buildings are covered by the Regulatory Reform (Fire Safety) Order 2005, which gives HIWFRS an enforcement role in fire safety management.

Data Summary

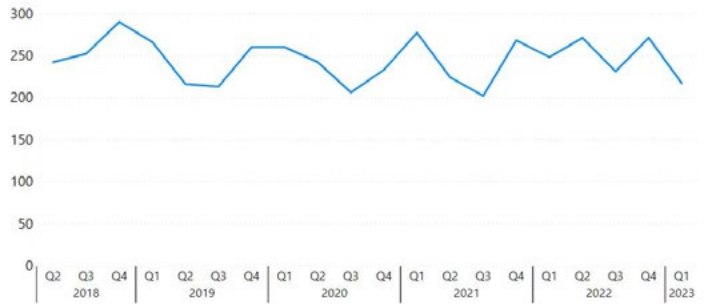
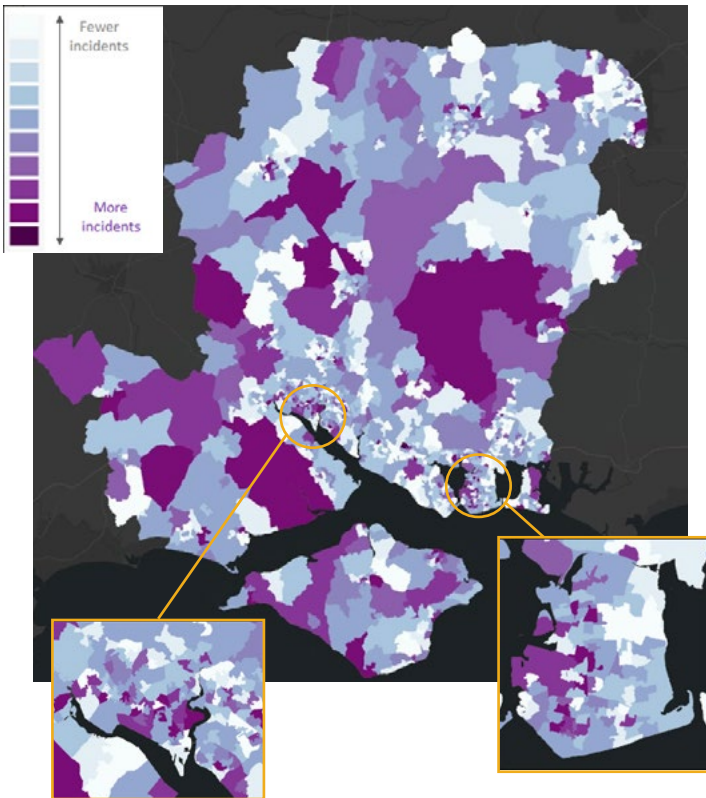
These premises are found primarily in city and town centres, particularly Southampton, Portsmouth, Basingstoke, and Winchester, with other clusters throughout the area. The main premises types for these incidents are in the following sectors; education, food and drink, and retail.

There is some seasonality (more in summer) due to increased attendance at tourist and entertainment venues. There is a broadly flat trend with incidents returning to pre-Covid levels.



DOMESTIC

A domestic dwelling is a person’s home and refers to a property that has no more than one family unit in it. This can be used for permanent or semi-permanent habitation and includes houses, bungalows, and some flats depending on the height of the building. Generally, well maintained buildings themselves do not present risks. However, it is the people within them, their behaviour’s and how we live that can influence the likelihood of fires in these types of homes.



Data Summary

Dwelling fires occur across Hampshire and the Isle of Wight, with high volumes in rural and urban areas. There is some seasonality (more occur in winter), and the trend is broadly level over the last five years. Chimney fires contribute to more fires occurring in winter, along with cooking related fires.

Strategic Summary

This type of premises represents one of our highest risk groups and has a wide geographical spread across all areas of the county. This risk group is one of our key statutory responsibilities and one that both the public and partners expect us to prioritise. We currently utilise a wide spread of mitigations to prevent, reduce, and respond to incidents of this type.

Housebuilding data suggests the following local areas will see the greatest number of new houses built; north of Fareham - Welbourne development, followed by west of Basingstoke - Manydown development, and north of Winchester - Barton Farm. Some sites such as the Welbourne development, are not likely to be built in the foreseeable future with larger sites not expected to be completed for the next 10 - 15 years.

INDUSTRIAL / AGRICULTURAL

This includes commercial buildings that contain industrial or agricultural processes, such as factories and large processing units.

These buildings are higher risk, a consequence of the processes or storage of large quantities of certain materials within them. They do not do not have people sleeping there, but may have large numbers of employees and have significant economic impact in an area.

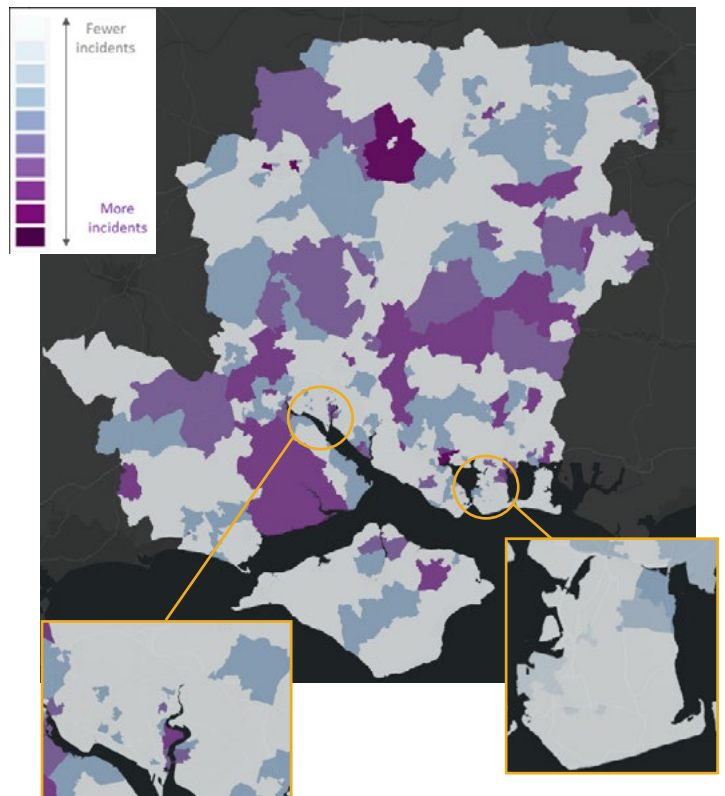


Strategic Summary

Fires within industrial and agricultural buildings present their own risks.

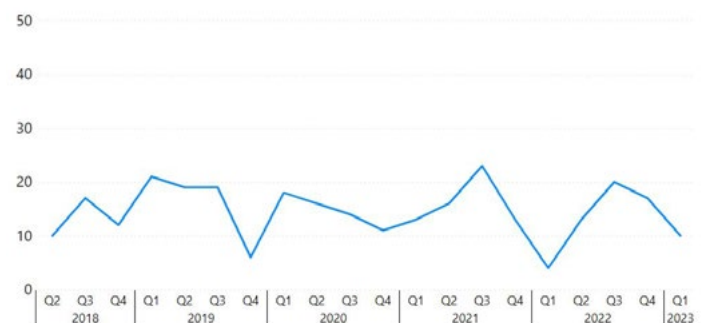
Depending on the nature of the activity taking place within the building, operators would be subject to stringent safety standards.

Through visits from our operational crews and safety teams we can ensure compliance and gain an understanding of processes completed by the different businesses. Risks can vary from what is stored within the building, including chemical and biological hazards, to the presence of livestock and high number of employees.



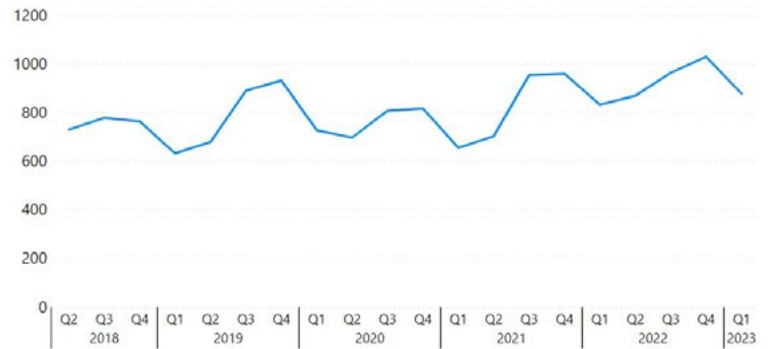
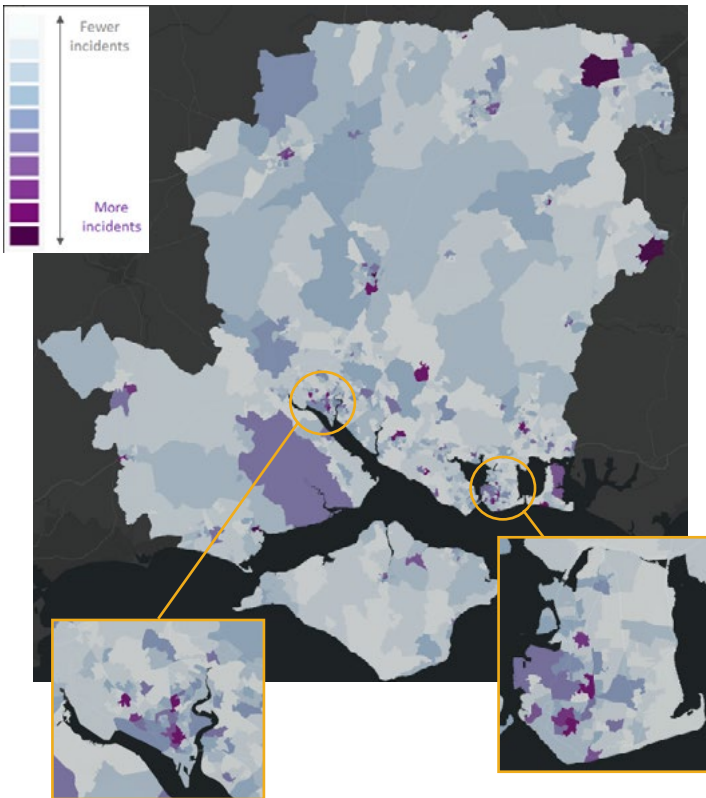
Data Summary

Fires in industrial/agricultural premises occur throughout the Hampshire and Isle of Wight area, with concentration particularly on industrial estates on the outskirts of towns and cities (for example Andover, Fareham, and Overton) and in rural areas. There is slight seasonality (more in summer).



DOMESTIC FALSE ALARMS

Domestic false alarms differ from those in a commercial setting as they are rarely caused by faulty systems. The smoke detectors in these premises are activated by something other than smoke, for example steam from a shower. Where a detector has been activated by smoke (e.g., as a result of burnt cooking), we still recognise this as a fire rather than a false alarm as the risk of a fire developing is still present.



Data Summary

Domestic false alarms occur throughout Hampshire and the Isle of Wight, with high volumes in both rural and urban areas. There are particular hotspots in areas of Portsmouth, Southampton, Basingstoke, Winchester and Andover. There is some seasonality (more occur in winter) and the trend continues to increase year on year with more alarm systems in homes and more faults occurring. 66% of all our false alarms are domestic.

Strategic Summary

While the outcome of these calls has been established as a false alarm, this wouldn't have been known at the time of call, HIWFRS will always commit significant resources to prioritise the safety of our communities. We carry out community safety activity at all these calls to reduce the risk to the occupants following our attendance.

DERELICT / CONSTRUCTION / DEMOLITION

This group contains buildings that are still being built and so they have their own risks. Passive and active fire safety measures may not be in place or operational, and the buildings may not behave in a way that we expect them to.



Strategic Summary

Through the current challenging economic climate, we have seen a 10% increase in derelict buildings and sites under development over the last five years. Our community safety team actively works with local councils and businesses to ensure these buildings are secured and safety measures put in place. Local crews regularly visit derelict sites to gain an understanding of their deteriorated conditions should a fire occur. HIWFRS also works with Hampshire and Isle of Wight Constabulary to reduce anti-social behaviour and homeless communities using these buildings as shelters.

Data Summary

These incidents occur sporadically throughout Hampshire and the Isle of Wight, with historical clusters in Gosport and Southampton. A majority of these incidents (62%) occurred at non-residential premises (entertainment, food and drink etc), 29% at dwelling properties and 9% were other residential properties such as hotels and other residential homes. It is likely that the location of these incidents will change over time. There is no clear seasonality and wide quarterly variations, We have seen a slight downward trend over the last five years.



HERITAGE

We have a number of heritage risks in the HIWFRS area including high profile buildings such as Winchester Cathedral and Osborne House.

We also have a number of nationally important monuments such as HMS Victory. HIWFRS works closely with the owners of these sites to reduce the likelihood of incidents occurring and to plan effectively to reduce the impact of them should they occur.



Strategic Summary

Although the likelihood is low, we recognise the importance of these buildings to our communities.

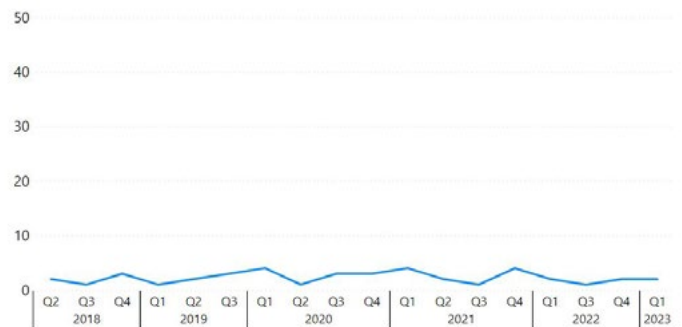
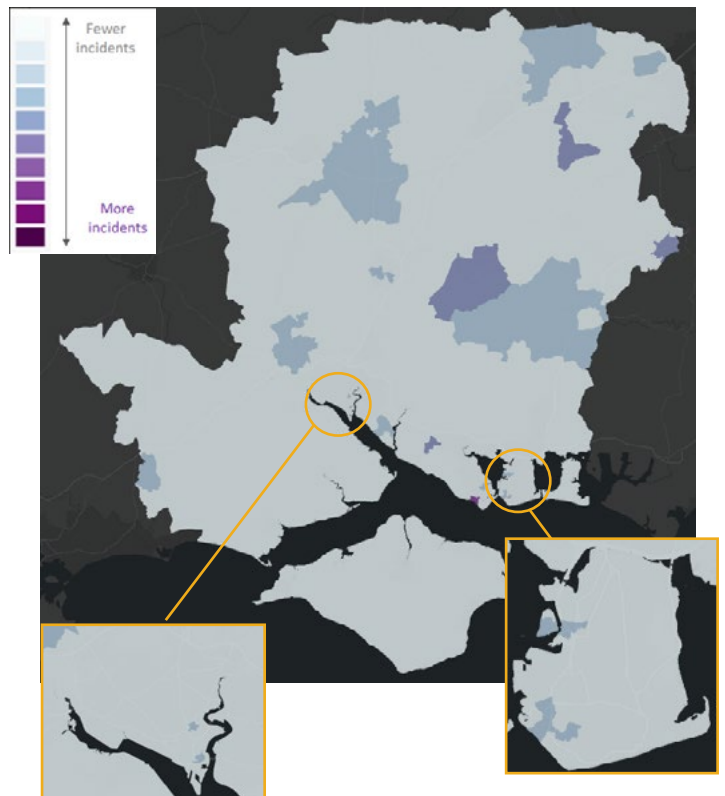
This was clearly expressed within our latest engagement with all groups recognising the importance of our historical buildings. We ensure we have a good understanding of the plans and process within each of our heritage sites. Each will have national guidance to comply with and we ensure we are updated with any changes to the fire strategy and salvage plans to enable us to respond effectively should an incident occur.

Data Summary

Heritage incidents can be found scattered throughout Hampshire with a total of 13,674 in the county.

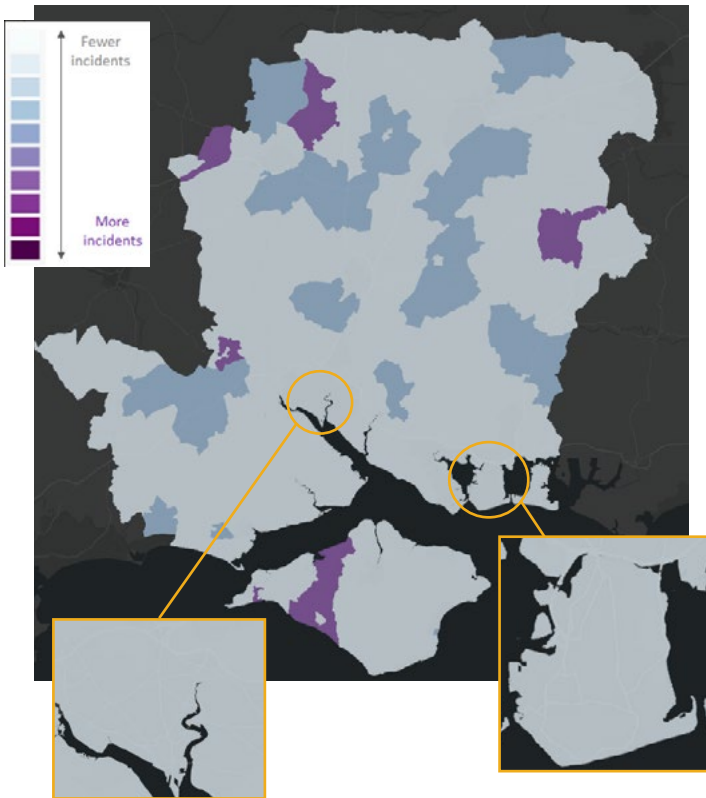
Each of these incidents, except for seven that took place at a Grade 2 listed building in Gosport, were single incidents at individual heritage locations.

These incidents show no seasonality and a flat trend.



THATCH

HIWFRS has over 1,900 thatch properties which are mainly domestic dwellings, however some are also used as restaurants, tea rooms and public houses. While Dorset & Wiltshire Fire & Rescue Service has the highest proportion of thatch properties in the country, they are still prevalent in both Hampshire and the Isle of Wight.



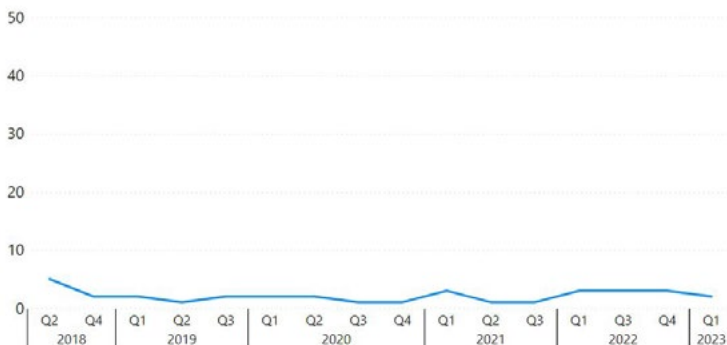
Strategic Summary

While these are often domestic or small commercial properties, due to the age, construction and location of these properties, they require significant levels of resource over a prolonged period if there is a fire. The effects of these fires are often significant and HIWFRS provides specific advice and guidance to owners to reduce the likelihood of an incident occurring. Due to the location of these buildings often being in areas of Natural Beauty, National Parks or Sites of Specific Scientific Interest, extinguishing these fires presents a significant environmental challenge, especially with the amount of water involved.

Data Summary

Thatch fires can be found throughout the rural parts of the area, including: the villages and to the north and south east of Andover, the Candovers, Rotherwick and Heckfield, Selborne, villages to the east of Petersfield, the area around West Wellow and around Freshwater, Brightstone, and Calbourne on the Isle of Wight.

There is a slight seasonality for these incidents with more in winter due to chimney fires and heating of homes.

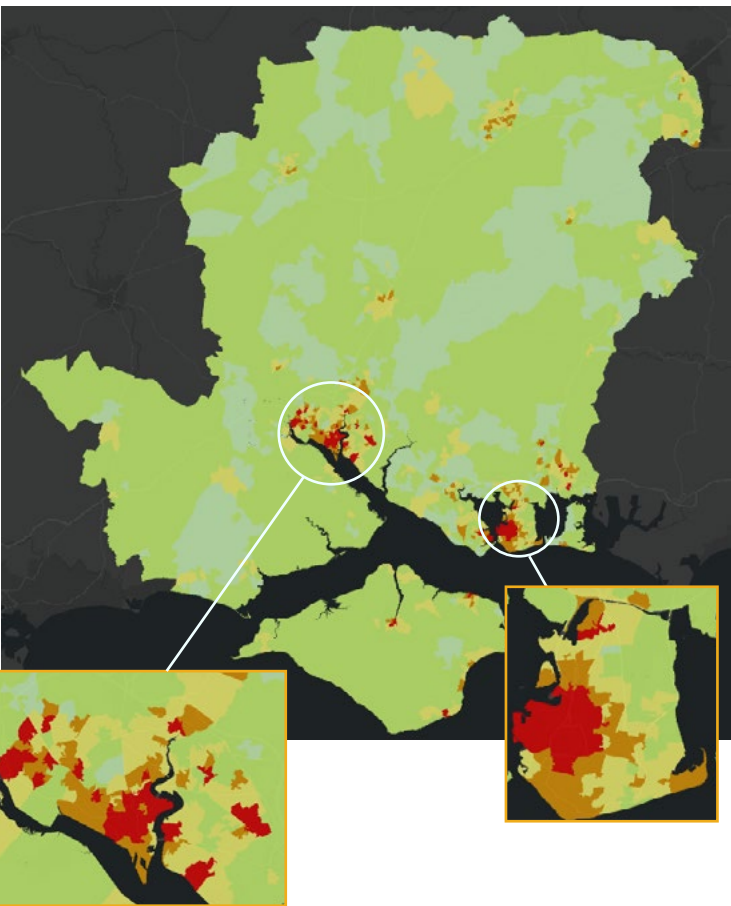


PREDICTED DWELLING FIRE RISK

The National Fire Chiefs Council (NFCC) is working with fire and rescue services and subject matter experts to produce a national definition of risk and a set of standardised tools and guidance to support the community risk management process.

The first of these toolkits is aimed at predicting the likelihood of dwelling fires. HIWFRS will supplement our own understanding of risk with these products as more are published.

To determine the predicted dwelling fire risk, data is used covering: ownership/shared ownership; the property type; car or van ownership; whether someone has children; the number of rooms in a property and unemployment. [The full NFCC methodology is available here.](#)



Data Summary

Based on data analysis at Lower Layer Super Output Area (LSOA) level, using the NFCC methodology and data sets, we identified the following areas as being at greater risk of dwelling fire:

5 VERY HIGH

Very high dwelling fire risk areas are primarily found in Portsmouth and Southampton, with smaller clusters in Gosport, Waterlooville, Rushmoor, Havant, Ryde, Newport, and Ventnor.

4 HIGH

High dwelling fire risk areas are found (in addition to the areas mentioned above) primarily in Basingstoke, with smaller clusters in Fareham, Eastleigh, Winchester, Andover, Sandown, Shanklin, Hayling Island, Alton, and Romsey.

WILDFIRES

For a fire to be classified as a “wildfire” certain criteria must be met:

- Presents a serious threat to life, environment, property and infrastructure
- Involves a geographical area greater than one hectare.
- Requires committed resource of more than four
- Requires resources to be committed for more than six hours
- Fire Control log the incident as a wildfire on the National Reporting Tool.



Strategic Summary

This type of incident has a very high impact on political, environmental, and organisational factors with high impacts to social and economic factors especially within remote rural communities.

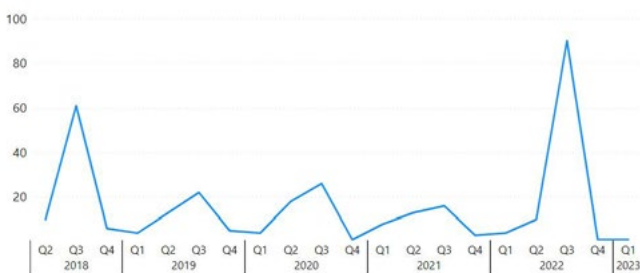
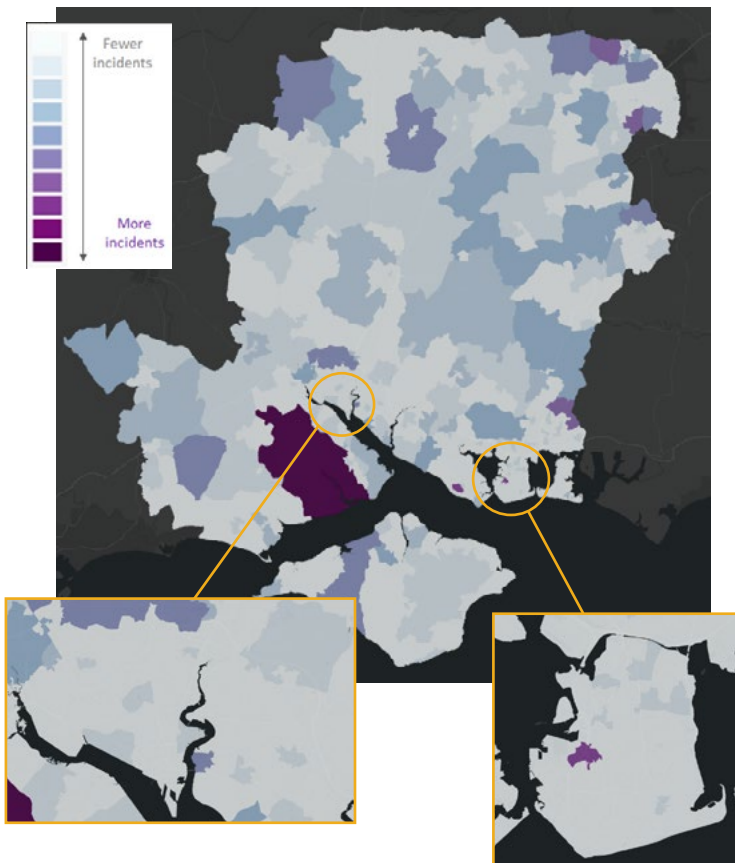
This risk group was identified as a high concern and increasing likelihood by both our partners and our communities.

We continue to work with councils and areas like the New Forest to ban the use of disposable barbeques, a common ignition source for these incidents.

Data Summary

Wildfires are most prevalent in the New Forest area. Other clusters exist in Gosport, heathland in Rushmoor and Hart, and throughout rural areas, especially in East Hampshire and the north west of the area.

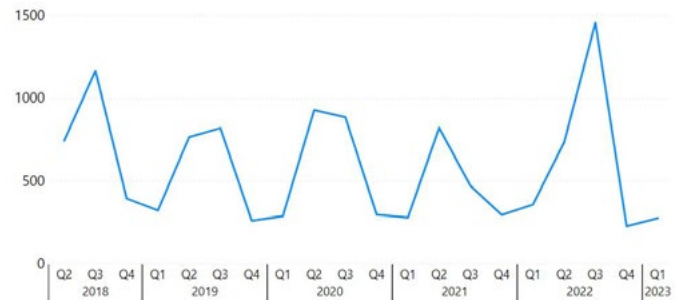
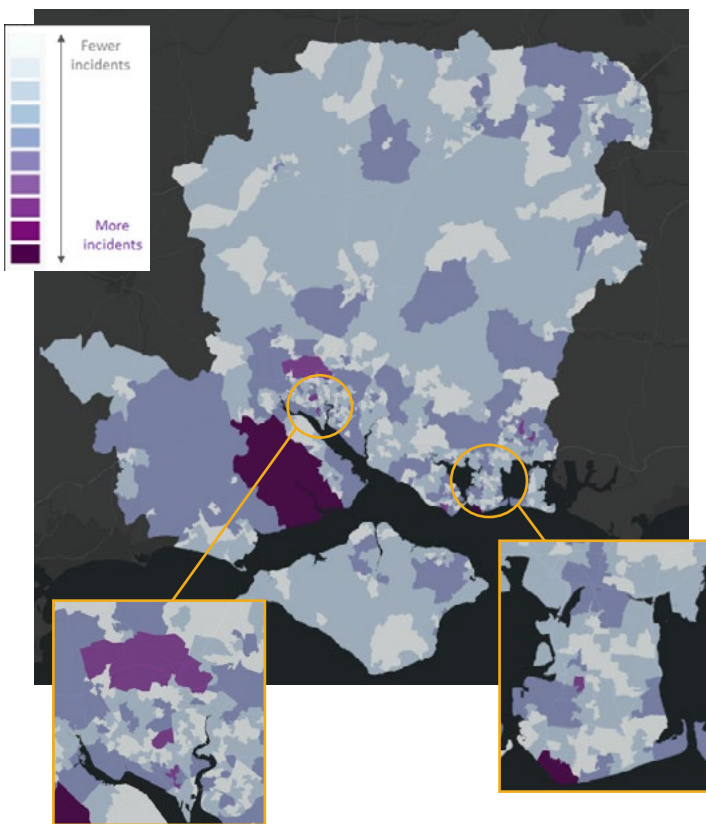
Wildfires show a very pronounced seasonality towards the summer months and increased by 300% in summer 2022 in comparison with the previous three-year average. As evidenced by Met Office research, it is highly likely that this trend will continue due to increased temperatures and more frequent heatwaves as a result of climate change. Between 14th July and 31st August 2022, 58 wildfires were logged by HIWFRS.



FIRES IN THE OPEN

These include small fires such as small grass fires and large fires such as heath and forest fires which do not meet the definition of a wildfire.

These can vary in resource requirements from one to multiple appliances depending on the size, type of material, and proximity to housing.



Strategic Summary

These incidents are highly seasonal and often linked to anti-social behaviour as identified by our partners and communities. They are equally influenced by other social factors such as fly tipping, lack of community resources for young people and more recently the wider use of disposable barbeques, we continue to work with councils and areas like the New Forest who have now banned the use of disposable barbeques.

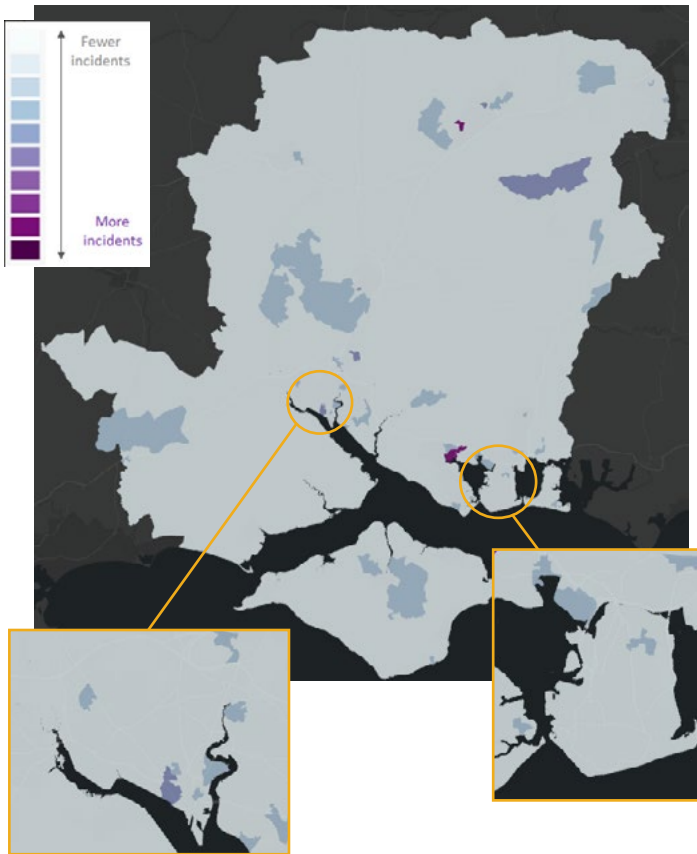
Data Summary

Fires in the open are found in heath, common, parks and woodland, in rural areas and within towns and cities. Particular clusters can be found on Southsea Common, Southampton Common and in the New Forest. They show a very pronounced seasonality towards the summer months owing to warmer weather conditions and the corresponding behaviour change with more people outside. These incidents increased by 100% in summer 2022 in comparison to the previous three-year average. As evidenced by Met Office research, it is highly likely that this trend will continue due to increased temperatures and more frequent heatwaves as a result of climate change.

WASTE SITES

This includes incidents in buildings and land used to manage waste, such as recycling centres and landfill sites.

These are commercially managed sites that have specific legislative requirements and are covered by the Regulatory Reform (Fire Safety) Order 2005.

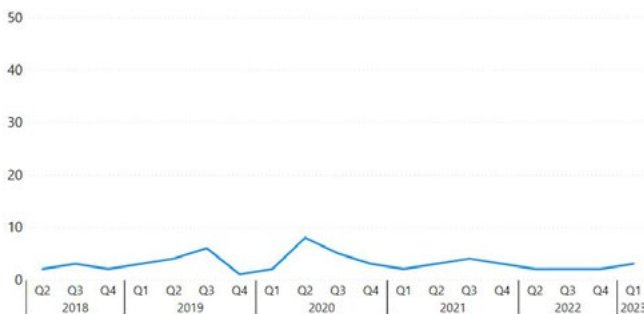


Strategic Summary

These incidents vary in size and type but can often be significant, requiring large numbers of resources over a wide area to resolve. There are likely to be environmental impacts at these type of incidents with both water and air quality considerations. We work closely with our partners such as the Environment Agency and commercial operators at these incidents and look to effectively pre-plan to prevent them as part of the Local Resilience Forum.

Data Summary

Fires in waste sites are found sporadically throughout Hampshire and the Isle of Wight in rural and urban areas. We've responded to incidents at a recycling centre in Basingstoke, and waste management services in Fareham and just outside Alton. Incidents are too rare to identify any seasonality or trend.





We have considered the following hazard types:

Water rescue and flooding

Animal rescue

Machinery

Bariatric rescue

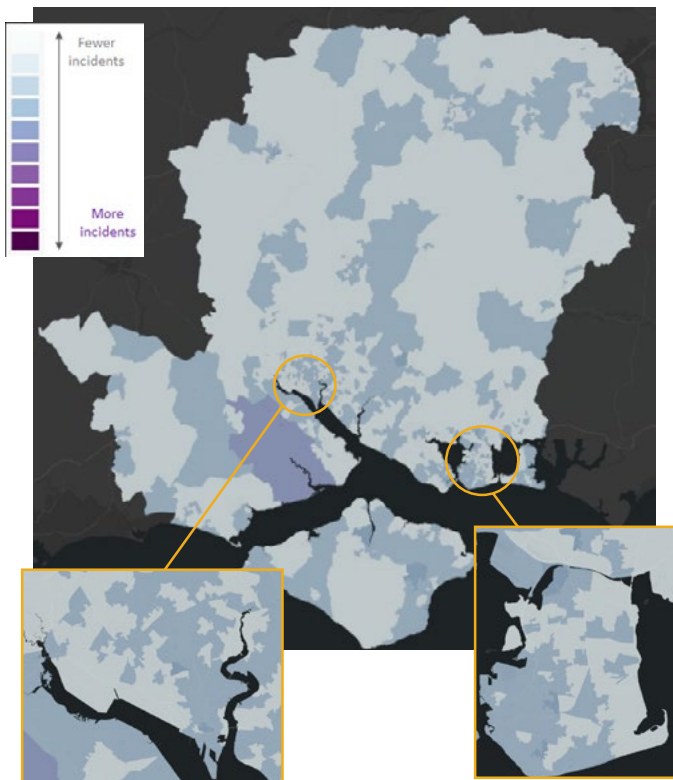
Rescue from height

Confined space

WATER RESCUE AND FLOODING

This includes rescues of persons from water, wide area flooding and ice, and unstable ground.

We have an obligation to jointly assess the risk with our Local Resilience Forum partners and to appropriately respond to wide area flooding. In addition, we have a moral duty to respond alongside other agencies to incidents relating to inland water (coastal incidents are covered by the Coastguard Agency.) As these incidents are often time critical in nature, they often require multi-agency working with teams from the Coastguard and RNLI.



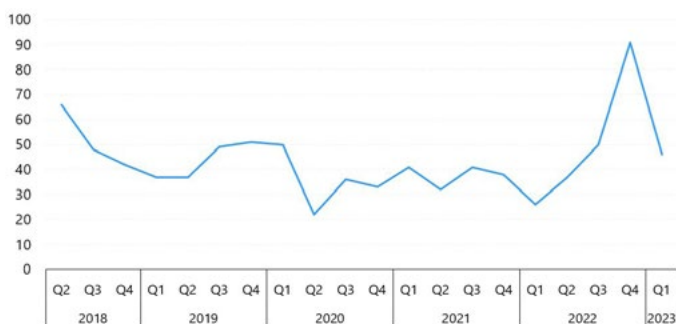
Strategic Summary

These incidents have a high likelihood, specifically rescues from mud and unstable ground. They are usually to rescue individuals or small groups and require a relatively large, specialist response from rescue services to implement the safe working system required. Our communities support our work in this area. With increasing impacts due to climate change, it is likely we will see more incidents in the future.

Data Summary

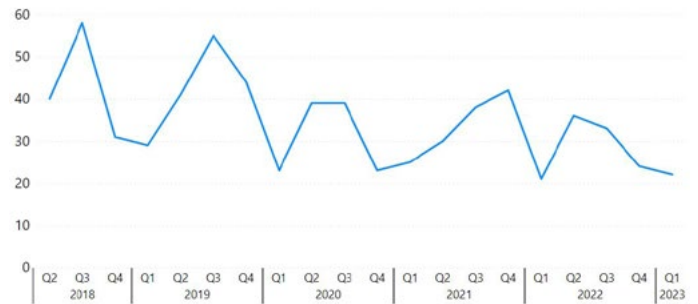
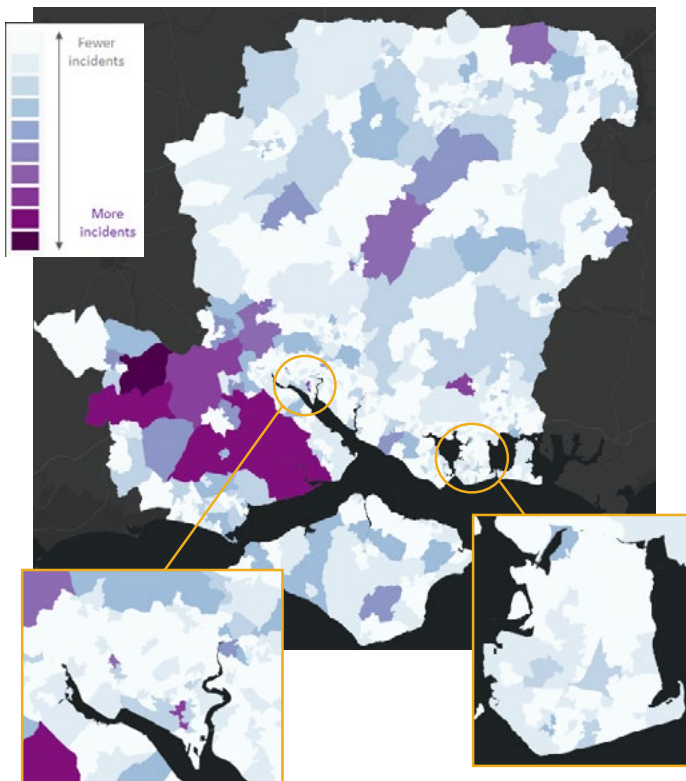
Water rescues and flooding incidents are found throughout Hampshire and the Isle of Wight; occurring mostly during the winter and summer. There is an increasing trend in flooding - incidents over the autumn and winter in 2022, potentially as an aftermath of the heatwave with harder ground conditions causing issues with water absorption.

The local area east of the New Forest was subject to 16 incidents over five years. Of these, 15 were mud rescue and one was a person in water / immediate risk of entering water, 50% of these incidents were during the winter.



ANIMAL RESCUE

Techniques employed when evacuating animals from a place of danger to a place of safety may take many forms. They are entirely dependent on the nature of the danger, the species involved, and the number of animals. The primary consideration for this type of incident is the safety of the public.



Data Summary

Animal rescues are primarily found in the New Forest, with some smaller clusters in other rural locations within Hampshire and the Isle of Wight.

Incidents are seasonal (more in the summer) and are mainly domestic animals (including horses). These incidents are slowly declining in numbers over time.

Strategic Summary

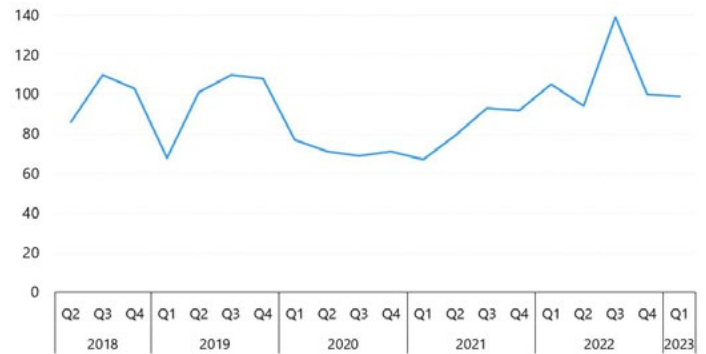
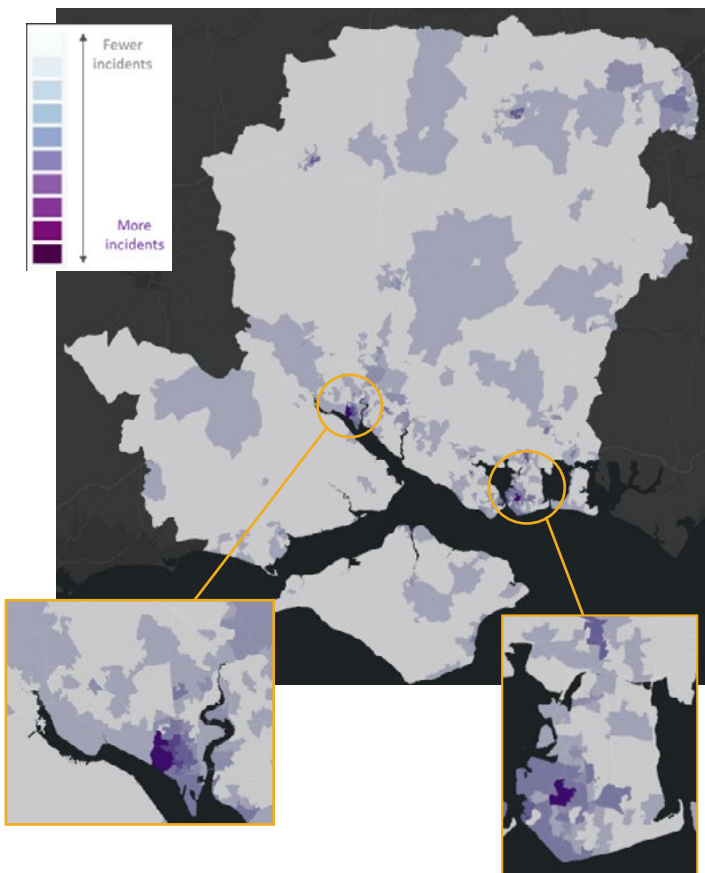
HIWFRS has been sector leading in this area for many years and during our engagement it was a key area of importance for our public.

These incidents require a large specialist response and are normally protracted.

We have a moral and humanitarian requirement, to respond to these incident types.

RESCUE FROM MACHINERY

If a person is trapped in machinery, the primary focus and actions are to safely access and stabilise the scene and the casualty, to enable rescue operations to take place.



Data Summary

Rescues from machinery occur mainly in the centre of urban areas such as Southampton, Portsmouth, Southampton, Basingstoke, Andover, and Rushmoor.

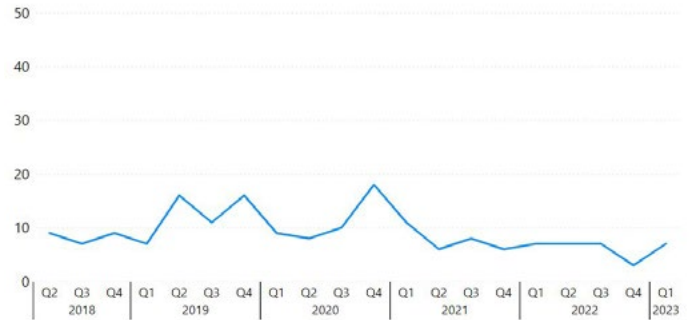
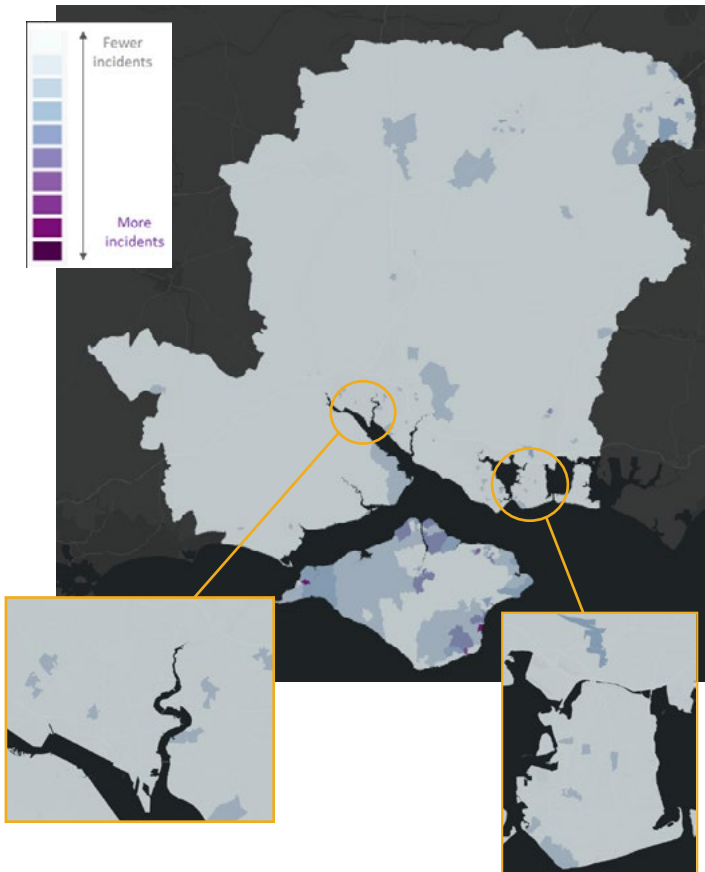
An increase was seen in the retail sector, such as shopping centres, during the Christmas period in 2022.

Strategic Summary

These incidents include large scale industrial processes and also individuals who have hired machinery for their own use. This could be linked to the increasing cost of living where people are hiring machinery they are unfamiliar with, rather than contracting specialists. This also includes the release of people from lifts.

BARIATRIC RESCUE

We provide support to the ambulance service to assist the movement of bariatric casualties. Sometimes they require advanced medical support and appropriate casualty management equipment and there may be complications with access and egress, or in getting to and from the casualty. This could necessitate structural changes being made to the building where specialist resources, such as urban search and rescue (USAR), are used to provide structural advice and assistance.



Data Summary

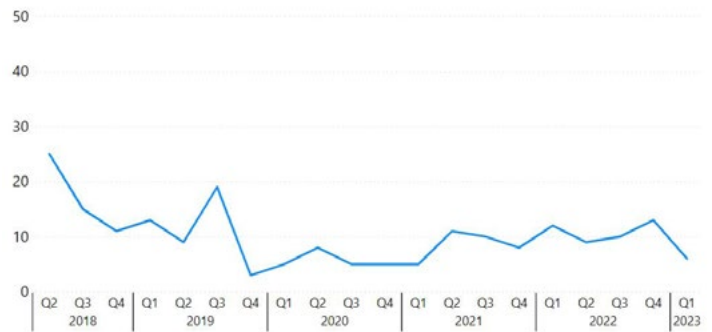
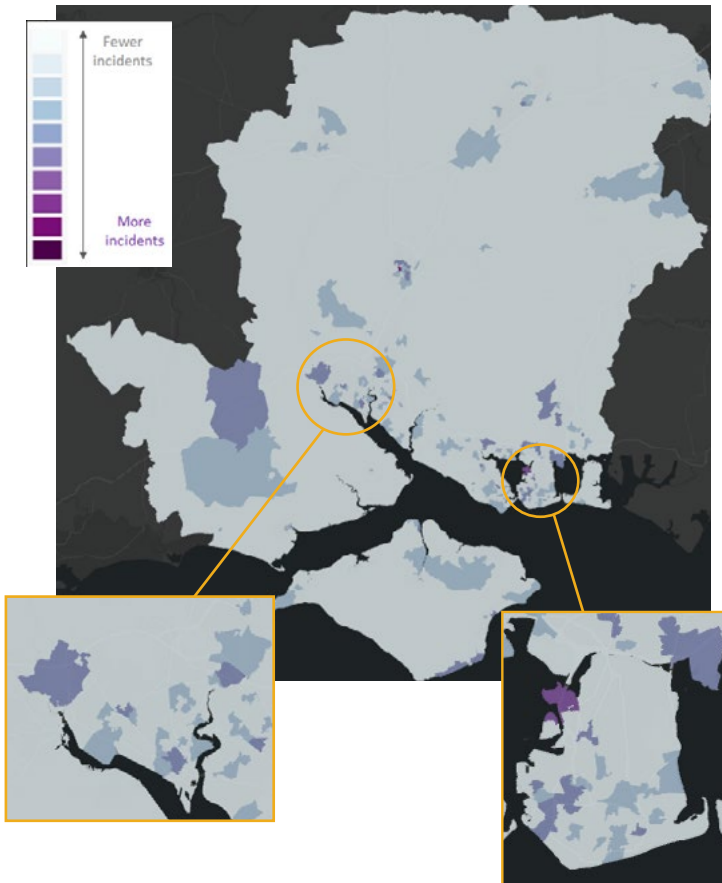
Bariatric rescues have been far more prevalent on the Isle of Wight, with another small cluster in Rushmoor. Since Hampshire and Isle of Wight fire and rescue services combined in 2021, we now carry out fewer rescues on the Isle of Wight through call challenge. There is no significant seasonality in these incidents. Incident data is not reflective of risk, rather what agreements the Service has in place with partners to provide assistance to bariatric patients. Obesity risk is covered separately later in this document.

Strategic Summary

There is an increase in trend in this type of incident for our partners with them highlighting this as an increasing risk for their organisations. This requires specialist equipment and training for incidents that may be prolonged. There is a risk of reputational damage to the Service due to the complexities of the incident.

RESCUE FROM HEIGHT

The rescue of persons from height requires safety systems to be put in place for both our teams and the casualty. This is often following a request from another agency for us to gain access to the casualty.



Data Summary

Rescues from height occur predominantly in urban areas such as Southampton, Portsmouth, Winchester, and Basingstoke, with clusters in some rural areas.

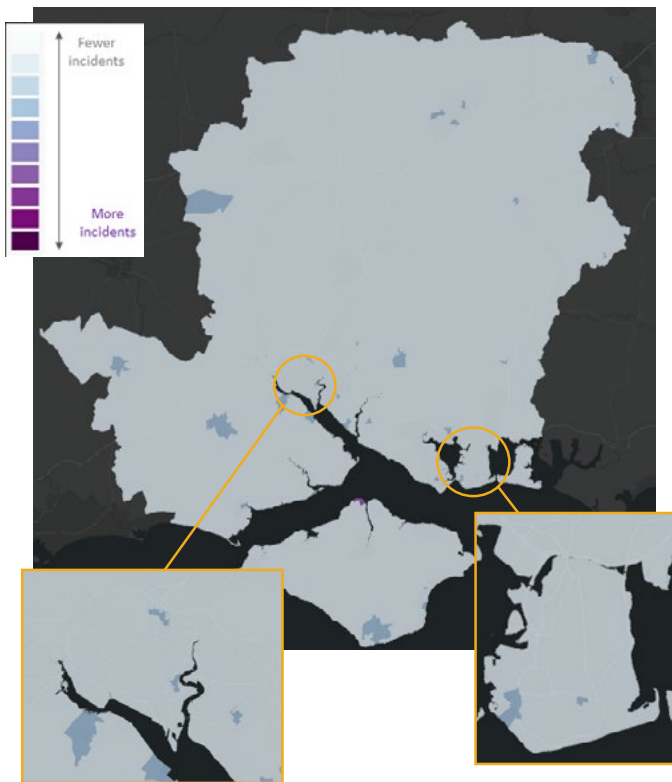
There is no seasonality and the trend in these incidents has decreased slightly since 2018 and 2019.

Strategic Summary

We also have a legal requirement under the Health and Safety At Work Act to be able to rescue our teams that are working at height. We use three levels of rope capability in the service to ensure that we have people with the right skills and training available to respond incidents of this type.

RESCUE FROM CONFINED SPACE

A confined space is one which is enclosed or largely enclosed and has a reasonably foreseeable specified risk to people of: fire, explosion, loss of consciousness, asphyxiation or drowning.



Strategic Summary

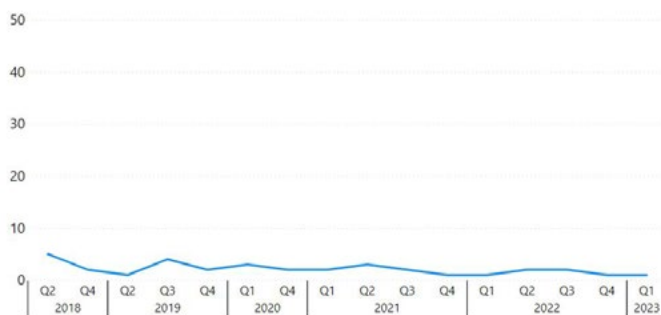
The likelihood of these incidents are low, largely due to the improved working practices of employers.

HIWFRS will often only be required to supplement employers' own means of rescue if the incident is complex, difficult to access or requires extended duration breathing apparatus.

Data Summary

Rescues from confined space are found sporadically in rural and urban areas. Incidents are too rare to identify any seasonality or trend but the majority of them take place in single occupancy properties.

Slightly less than half of these rescues were from below ground and from a collapsed structure.





We have considered the following hazard types:

Road Traffic Collision (RTC)

Road

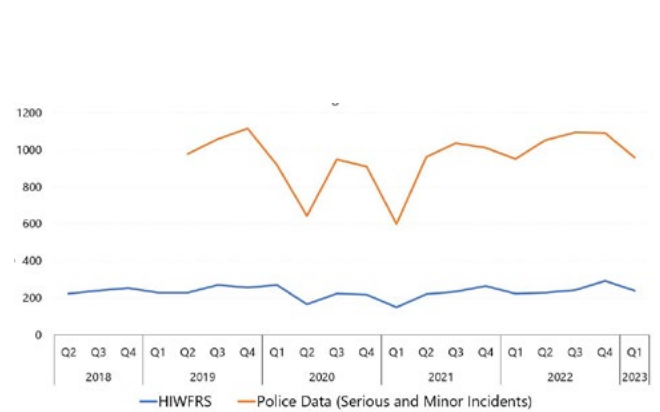
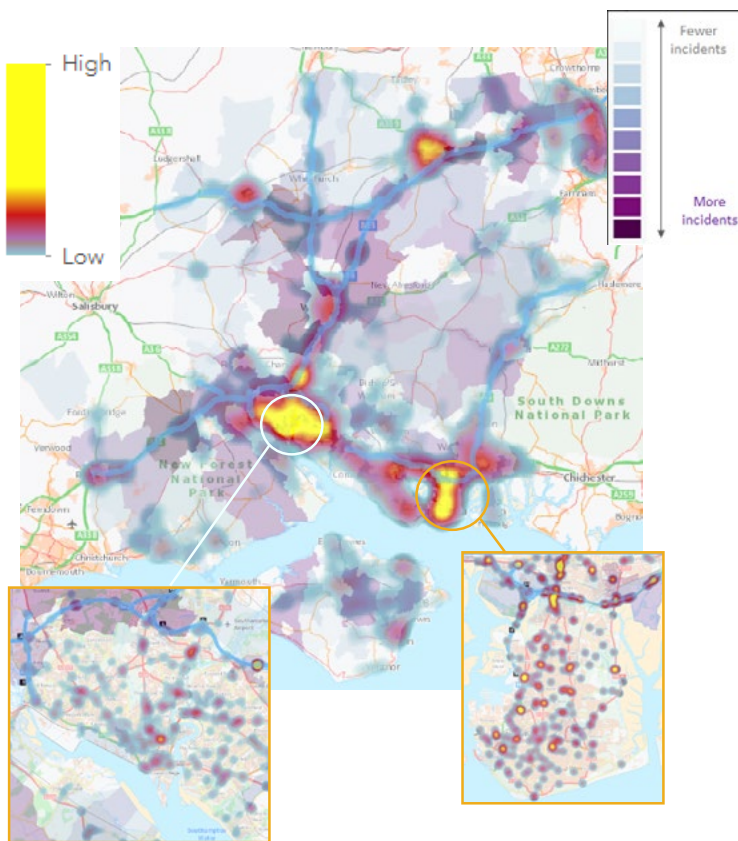
Vessels (Maritime)

Rail

Aircraft

ROAD TRAFFIC COLLISION (RTC)

A road traffic collision is a collision involving a mechanically-propelled vehicle on a road or other public area. A collision is likely to require a multi-agency response, with the fire service likely to gain access to and release people involved in these incidents and put out any fires. Closure of road networks can have high economic impact with the government estimating an annual cost of closing motorways to be £1 billion. There are also social impacts affecting travel and isolating communities.



Data Summary

RTCs occur throughout Hampshire and the Isle of Wight, with a higher prevalence in locations along trunk roads and motorways. Significant volumes also occur on rural roads. There is some seasonality (more in winter) due to poorer driving conditions (darker and wetter). The number of RTCs has been relatively stable, apart from Covid-19 restriction related reductions, and despite the downward trend in the total miles travelled across Hampshire and Isle of Wight. Contrary to our data, police data indicates that more incidents occur in Southampton and Portsmouth. Police data for serious and minor incidents shows that nearly 4,200 incidents occurred in Hampshire and Isle of Wight in 2022, up from 3,600 in 2021.

Strategic Summary

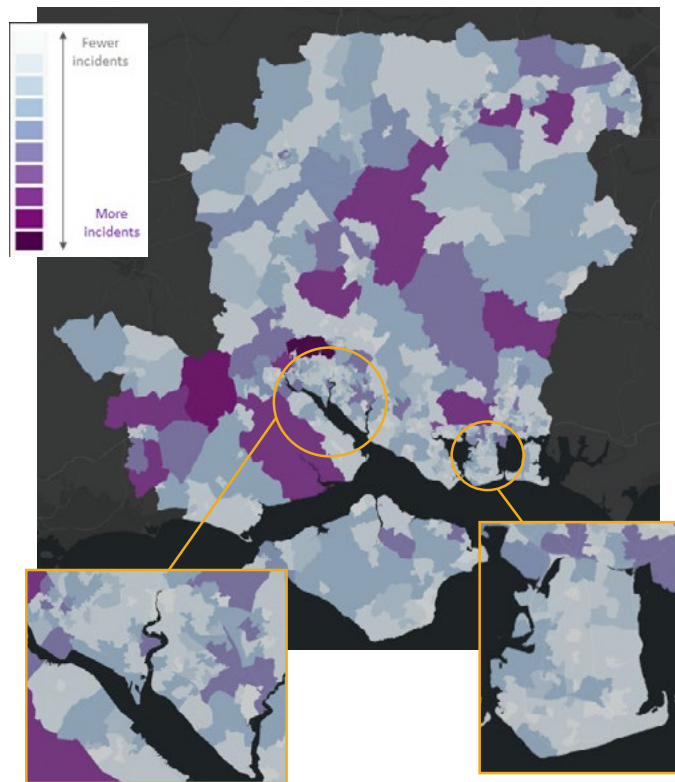
We have a statutory responsibility to rescue those involved in RTCs. This requires specific training and equipment and close working with our blue light partners. We support road safety initiatives that are led by local authorities which was recognised as high importance by our community. RTCs are one of the leading causes of fatalities in the UK.

ROAD (NOT RTC)

United Kingdom road infrastructure takes many forms. Each roadway has different numbers and type of users, and various different organisations and local bodies are responsible for their maintenance. If a road crosses a waterway or a rail level crossing, the risks, and therefore the need for additional skills and control measures, increase. Closure of road networks can have high economic impact with the government estimating an annual cost of closing motorways to be £1 billion. There are also social impacts affecting travel and isolating communities.

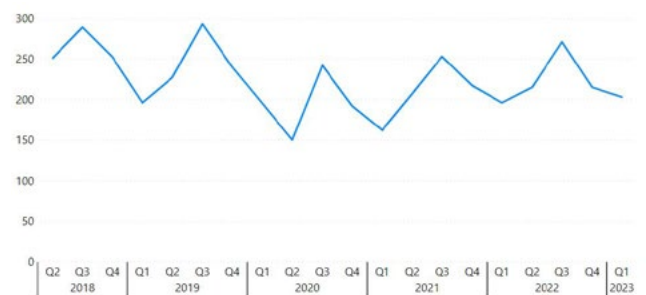


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Data Summary

Non RTC road incidents (primarily fires) occur throughout Hampshire and the Isle of Wight, with a higher prevalence in locations along trunk roads and motorways. There is significant seasonality (more in summer) and a slightly declining trend, with volumes in the last 12 months lower than pre-Covid levels, which is reflective of the downward trend in total road miles travelled in Hampshire and the Isle of Wight.



Strategic Summary

These calls are incidents that affect the road system but are not road traffic collisions or hazardous materials. They are predominantly vehicle fires, and these were highlighted by our partners and public as an area of concern due to the changing and challenging demands we face when responding to incidents involving electric and other energy sourced vehicles.

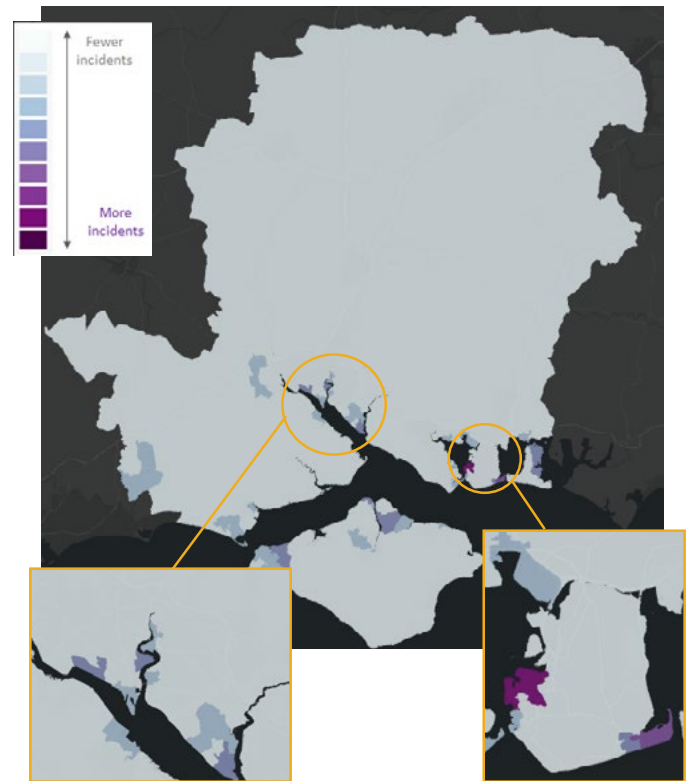
VESSELS (MARITIME)

Incidents involving vessels in the marine and inland waterway environment are not commonplace for fire and rescue personnel. They can be complex to deal with, ranging from incidents involving small craft to large sea-going vessels, and can include those used by the military.. Southampton is a large commercial port and a port of refuge and Portsmouth has a commercial port and major military bases. We also have a high number of ferry ports and marinas across both Hampshire and the Isle of Wight.



Strategic Summary

The Maritime Coastguard Agency is the lead agency in the response to maritime incidents. We have a number of specialist trained teams that will work with partners either with the ship alongside or at sea. Maritime activities are extensive with approximately 8,500 ship visits to Portsmouth and 7,500 to Southampton in 2022 and £77.5bn worth of imports/exports passing through Solent ports. Plus, annually 820,000 roll-on, roll-off (ro-ro) vehicles and 8.9m ferry passengers pass through Portsmouth International Port.



Data Summary

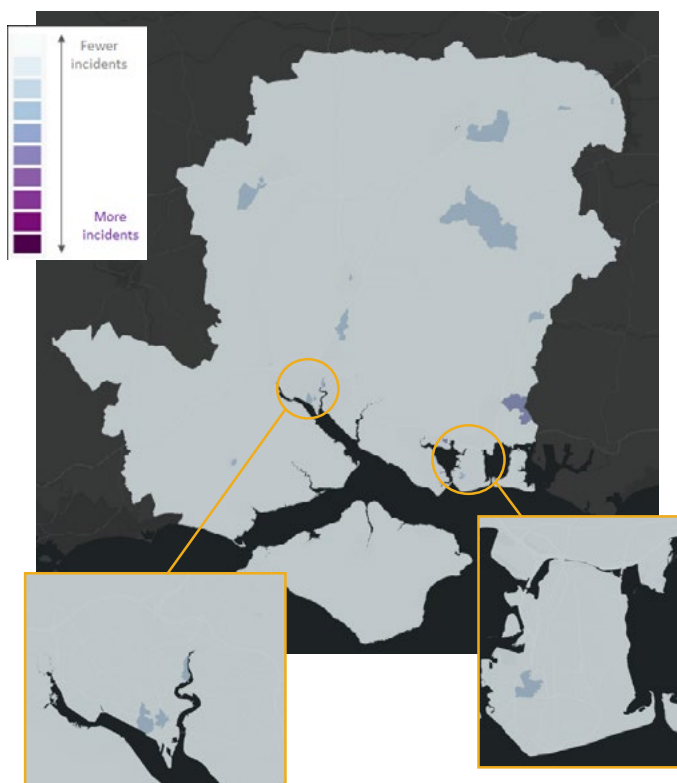
Maritime vessel incidents are found along the coastal areas, with clusters in Portsmouth Harbour, Langstone Harbour, Southampton Water, the rivers Hamble and Itchen, Cowes, and Yarmouth.

While there is a high volume of vessel movement in the surrounding waters, including commercial transport, there is no evidence of seasonality and incidents are too rare to identify any trend.



RAIL

Fire and rescue services may respond to a wide range of incidents on the local rail network. These can involve tunnels and underground structures, which have the potential to cause harm and disruption to firefighters and the community.



Strategic Summary

We have an extensive rail network in our area with almost 200 stations and 1000km of monitored track. In 2022/23, 138m journeys were carried out.

Our network also has considerable commercial use transporting containers to and from the Port of Southampton. That said, the likelihood of an incident is low and the rail network is subject to stringent regulation and maintenance. However, any incident is likely to require a large scale, multi-agency, specialist response as seen at the Salisbury rail crash in 2021.



Data Summary

Rail incidents are found throughout Hampshire and the Isle of Wight. The rail network is considerable and is predominantly rural as it connects towns and cities. Incidents are too rare to identify any seasonality or trend.

AIRCRAFT

The term aircraft includes:

- Fixed-wing
- Rotary-wing such as helicopters and autogyros
- Hot air balloons
- Airships
- Gliders
- Unmanned aircraft systems (known as drones)
- Microlights

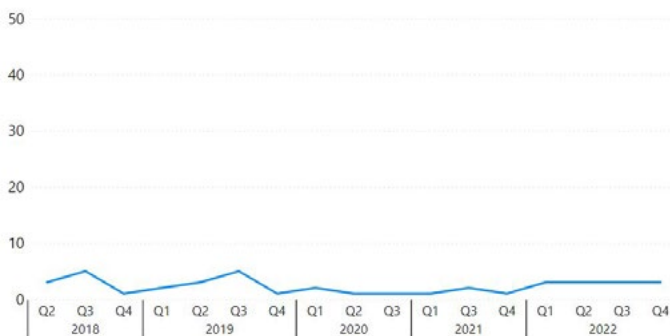
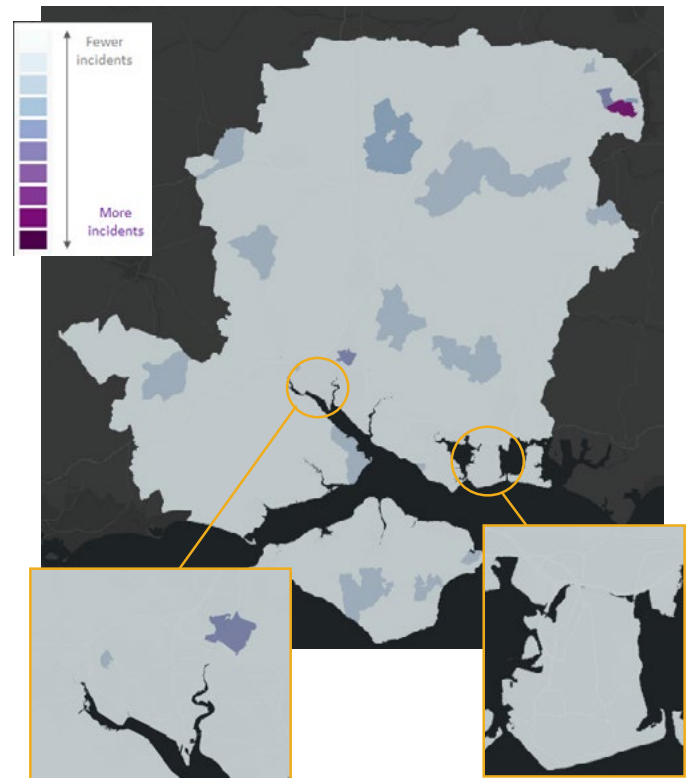
The list above covers both civil and military aircraft.



Strategic Summary

We have a number of commercial airports (seven airfields and six airports) that cater for differing sizes of plane across both Hampshire and the Isle of Wight, as well as many other small sites used for air travel which are well regulated.

If an incident occurred at an aerodrome, we would respond alongside the aerodrome's fire service who would have specialist staff and equipment. We would take command of joint fire and rescue operations.



Data Summary

While aircraft incidents occur in some rural areas across Hampshire and the Isle of Wight, they predominantly occur in the vicinity of our major airports, Farnborough and Southampton.

There is some evidence of slight seasonality (more in summer). Incidents are too rare to identify any trend.



We have considered the following hazard types:

Hazardous materials (HAZMAT)

Health prevention

- Falls and frailty
- Poor mental health
- Obesity

Supporting the police

Over the border

Critical Sites

Control of Major Accident Hazards (COMAH) sites, Critical National Infrastructure (CNI), Radiation Emergency Preparedness and Public Information Regulations (REPPiR) and Major Accident Hazard Pipelines (MAHP)

Severe weather

- Cold
- Heat

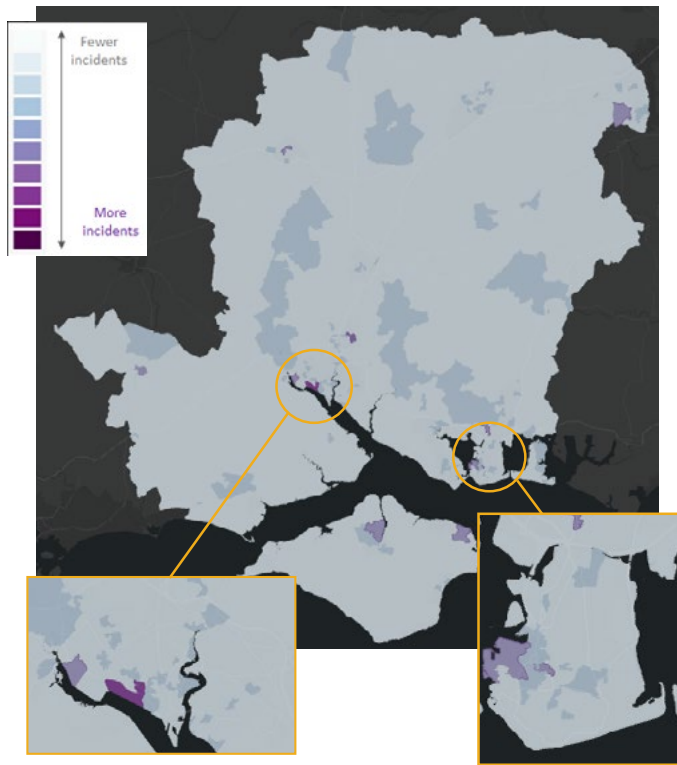
National resilience

Terrorism

Chemical, Biological, Radioactive and Nuclear event (CBRN) and Marauding Terrorist Attacks (MTA)

HAZMAT

Fire and rescue services respond to a wide range of incidents involving hazardous materials which have the potential to cause harm to firefighters, the surrounding community and the environment. Fire and rescue services may be called specifically to deal with emergency spillages or releases, or they may encounter hazardous materials at fires and other emergency incidents. There has been significant changes in environmental legislation affecting both our response and our support to partners.



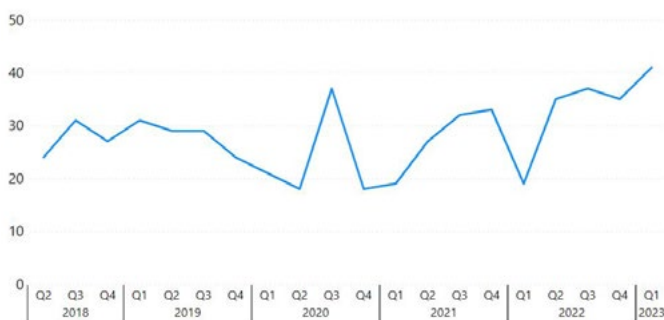
Strategic Summary

Hazmat incidents come in many forms and due to the road, rail, and water networks, we have many routes for hazardous materials to be transported and an increased risk of incidents occurring. These often require a large specialist response to resolve and working with many partners. We have also seen a large increase in people taking their own lives using chemicals which require the fire service to respond to make sure the atmosphere is safe for partner agencies to enter and respond.

Data Summary

Hazmat incidents can be found throughout Hampshire and the Isle of Wight area in both rural and urban areas, with the largest cluster being in Southampton Docks.

There is a slight seasonality (more in summer) with a higher number of incidents occurring outdoors involving flammable liquids. A slightly increasing trend is impacted by incidents involving compressed gases escalating since 2021, with a possible impact of increasing cost of living and therefore looking for alternative methods for heating and cooking.



HEALTH PREVENTION - FALLS & FRAILTY

HIWFRS is working with the Integrated Care Partnership, Health and Wellbeing boards and other health partners to identify links between health factors and interventions that the fire service can make.

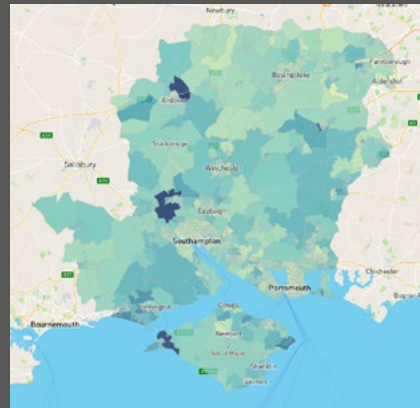
In addition, work is underway to define the picture of vulnerability for all Local Resilience Form partners to plan prevention and response activities to support vulnerable people within our communities.



Strategic Summary

There exists considerable financial and demand pressure in the NHS as well as adult and children’s social care, public health and the broader services that could impact health and wellbeing outcomes. In our area, we experience greater demand of emergency care compared to the rest of England, especially in more deprived areas. Covid-19 has created additional health and social care needs and disproportionately impacted some communities. We continue discussions with health partners to identify whether we can further support.

Geographical prevalence



Note: This data and map has been sourced from the Hampshire and Isle of Wight Joint Strategic Needs Assessments (JSNA). The data period is 2021 for Hampshire, Southampton and Portsmouth and 2020 for the Isle of Wight. The map displays prevalence of older people with moderate or severe frailty

Data Summary

Overall, our population is ageing and living with increasing frailty and multiple health needs, especially in rural areas and particularly west Hampshire and the Isle of Wight. Forecast data shows that the number of individuals 60 years-old or more is set to increase by 15% by 2029 (up to over 82,000 individuals), with an increase of 13% by 2029 for those aged over 70 years-old. Therefore, these groups will make up a greater proportion of the population by 2029. For example, in 2022, 27% of the Hampshire and Isle of Wight population was over 60 years-old - with this figure predicted to be 30% by 2029. Some areas will see this proportion increase by even more than three percentage points - with over 210 of our local areas set to see greater than five percentage point growth in the proportion of the population that is over 60 years-old.

Increasing frailty and associated likely increases in complex multimorbidity (the presence of two or more long-term or chronic health conditions) across the ICS (Integrated Care System), are a big driver of health service need, particularly expected in west Hampshire, and Isle of Wight. In terms of the location of incidents for falls and frailty, health data shows the New Forest has the highest prevalence overall, followed by East Hampshire and then Havant. However, the prevalence (by population) is fairly consistent across Hampshire and the Isle of Wight.

HEALTH PREVENTION - POOR MENTAL HEALTH

We are working with Integrated Care Partnership, Health and Wellbeing boards, and other health partners to identify links between health factors and interventions that the fire service can make.

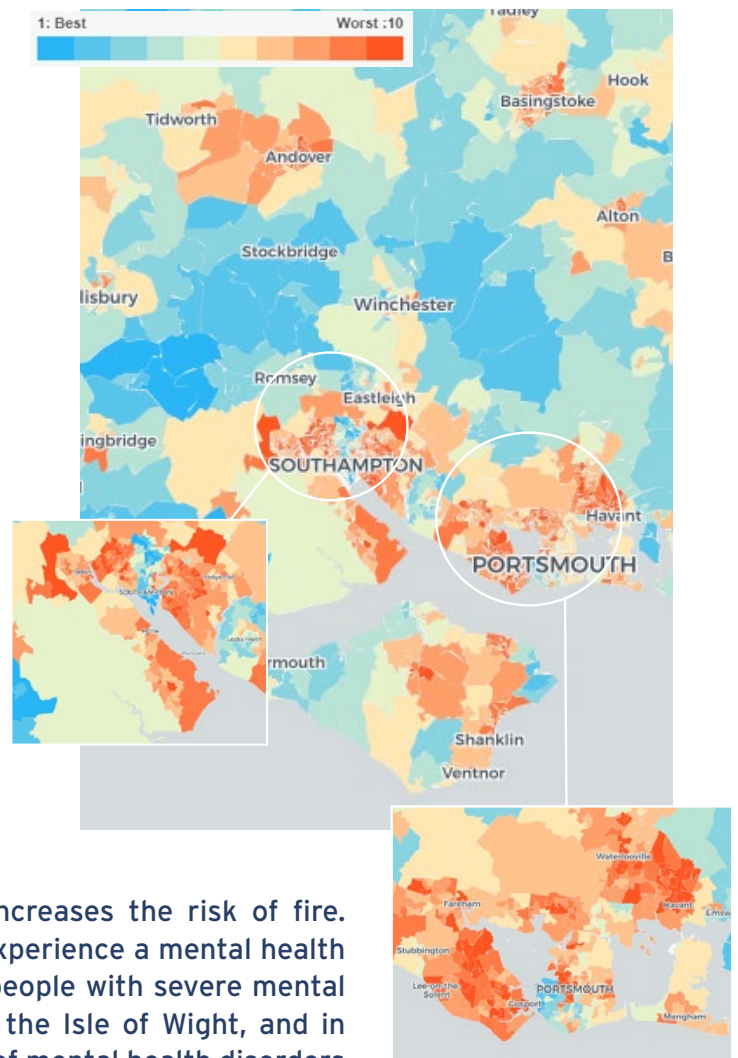
In addition, work is underway to define the picture of vulnerability for all Local Resilience Form partners to plan prevention and response activities to support vulnerable people within the Hampshire and Isle of Wight communities.



Strategic Summary

It is estimated that one in four adults will experience mental health problems. Mental illness is the single largest cause of disability in England. The economic cost of this alone is estimated to be £105bn a year.

Prevalence of mental health conditions varies across Hampshire and Isle of Wight. Mental health problems have greater and wider impact in some groups than others, and impacts are inequitable in deprived and ethnic minority communities. There is a mismatch between the needs of population and the capacity of services. The mental health impact of Covid-19 exacerbated inequalities for marginalised people/groups, especially those struggling with their mental health and wellbeing before the pandemic.



Data Summary

Research indicates that poor mental health increases the risk of fire. Approximately 350,000 people in Hampshire experience a mental health problem of some kind each year. Mortality in people with severe mental illness is higher than the national average on the Isle of Wight, and in Southampton and Portsmouth. The prevalence of mental health disorders has also been increasing, both nationally and in Hampshire and the Isle of Wight, with both the prevalence and increase being greater in Hampshire and the Isle of Wight than it was across England as a whole. There are also higher levels of deprivation and mental health vulnerability in these areas and other urban areas, including Havant and Gosport, with higher prevalence of depression.

HEALTH PREVENTION - OBESITY

We are working with Integrated Care Partnership, Health and Wellbeing boards, and other health partners to identify links between health factors and interventions that the fire service can make.

In addition, work is underway to define the picture of vulnerability for all Local Resilience Form partners to plan prevention and response activities to support vulnerable people within the Hampshire and Isle of Wight communities.



Strategic Summary

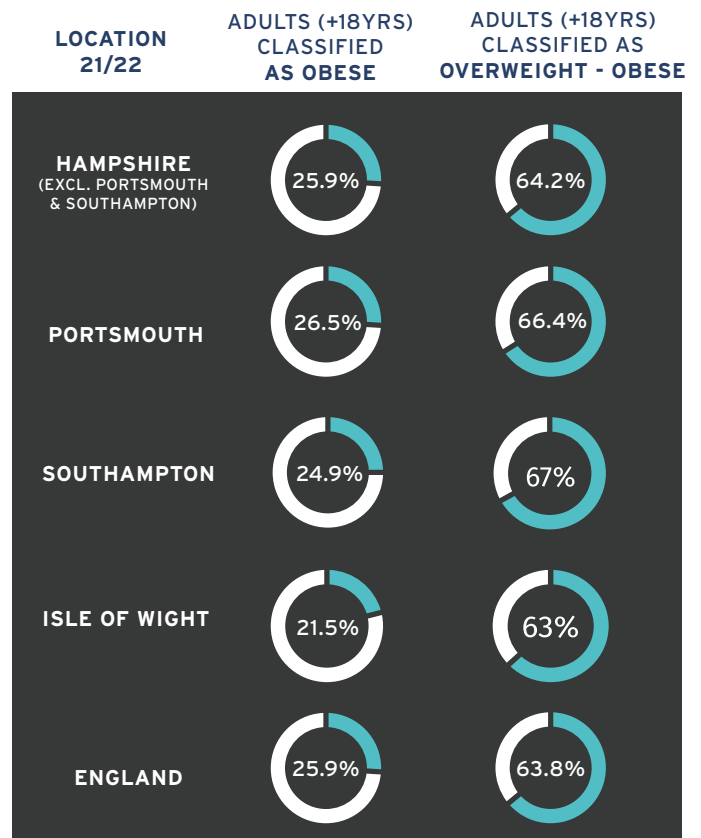
The cost of overweight and obesity to society is substantial. In 2017, it was estimated that obesity cost the wider society £27bn. The NHS spend on overweight and obesity is estimated to be greater than the amount spent on the police, the fire service, and the judicial system combined.

Obesity is a priority for the ICS - it accounts for the second highest Quality & Outcomes Framework (QOF) recorded prevalence rate. Healthy life expectancy has decreased in most areas, meaning people are living more of their lives in poor health, particularly for those living in the most deprived areas. Obesity is one of the leading health risks, resulting in preventable ill health.

Data Summary

Poor diet and physical inactivity are leading risk factors for overweight and obesity, which in turn are risk factors for heart disease, stroke, type 2 diabetes, liver disease, some cancers, dementia, and mental health conditions. Nearly two thirds of adults are overweight or obese in Hampshire.

Prevalence is even higher in areas of deprivation, amongst ethnic minorities, and in other marginalised groups, highlighting concerning health inequalities. Gosport, Eastleigh, Rushmoor, Southampton, Fareham, Havant, and Portsmouth have the highest prevalence of obese adults in 2021/22 and all of these areas are higher than the average in England and all saw an increase in obesity from 2020/21.



SUPPORTING THE POLICE

The Hampshire and Isle of Wight Police and Crime Commissioner’s Police and Crime Plan contains the overarching priorities for policing in Hampshire and the Isle of Wight.

The co-ordination of public authorities across Hampshire and the Isle of Wight is key to providing plans that meet both their own priorities, and also compliment and support others.



Strategic Summary

In support of the Office of the Police and Crime Commissioner objectives, we work alongside our joint emergency services inter-operability protocols (JESIP) to provide knowledge, skills, and capacity, including:

- Arson response - dedicated arson taskforce tackling arson through prevention and detection alongside Neighbourhood Policing Teams.
- Specialist response units for joint operations - extricating people from confined spaces, collapsed structures, or water search.
- Providing specialist search capability and advice at crime scenes, including fire investigation knowledge, equipment and USAR response dogs.
- Providing evidence, knowledge and advice for enforcement (including Fire Safety Legislation, HMO awareness and licensing).



Data Summary

Overall, (excluding fraud) there has been a 10% increase in the number of crimes committed in Hampshire and the Isle of Wight over a five-year period from 2018/19 to 2022/23. The increases are mainly around more serious offences such as drug offences, possession of offensive weapons, public order offences, sexual offences, and violence against other people. Decreases were seen in criminal damage and arson, robbery, and thefts.

More specifically, arson has decreased by 21% over the five-year period in Hampshire and the Isle of Wight, down from 738 offences in 2018/19 to 586 in 2022/23. The biggest decreases in arson occurred from 2018/19 to 2020/21 as we entered the Covid-19 pandemic, and the number of offences has remained at this lower level since.

OVER THE BORDER

To best serve our communities, fire and rescue services work collaboratively with each other so that the quickest resource is sent to any incident regardless of where it happens.



The statutory basis for doing so is provided by the Fire and Rescue Services Act 2004. We are bordered by Dorset and Wiltshire, Royal Berkshire, Surrey, and West Sussex fire and rescue services. We are also in a partnership with Dorset and Wiltshire, Devon and Somerset, and Kent fire and rescue services which enhances borderless mobilising and brings close collaboration within control rooms.

Strategic Summary

To meet our statutory obligation, we are a willing provider of resource to neighbouring fire services in their time of need.

We are a net contributor with a greater number of out of county deployments than in bound support. This is especially prevalent in areas such as Rushmoor, along our eastern border, and in the New Forest.

We are supported by our neighbours in the north west of the county and to our south west corner, predominantly by Newbury and Christchurch, and work closely with our neighbours to understand the impacts that changes in each fire and rescue service may have on our shared risks. There are significant high-risk sites just over our borders (e.g., Atomic Weapons Establishment and Porton Down in Dorset and Wiltshire) which would require our support if an incident were to occur.

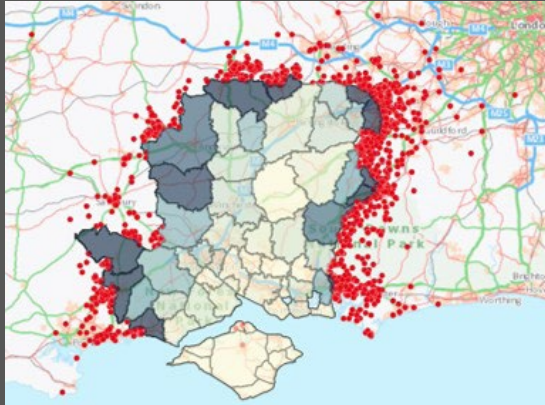
Data Summary

Over a five year period:

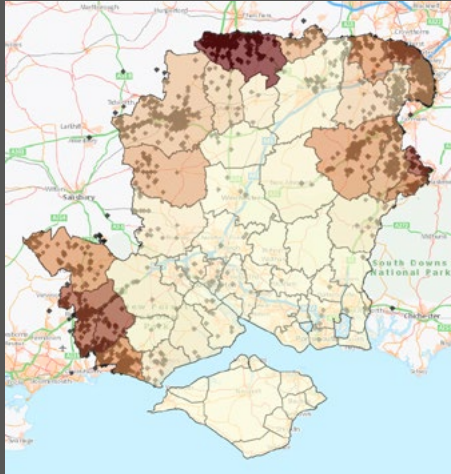
- Inbound (where another service comes into our service area) deployments - 4,608 (equating to an annual average of around 920).
- Outbound (where we attend an incident in another fire and rescue service’s area) deployments - 7,015 (equating to an annual average of around 1,400).

Geographical prevalence

Outbound Deployments



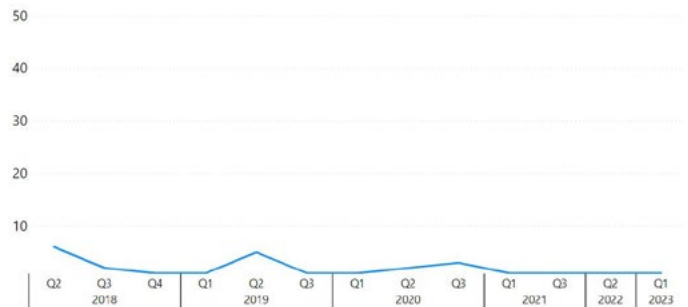
Inbound Deployments



CRITICAL SITES

There are specific regulations linked to critical national infrastructure considered high risk and/or hazards.

- Control of Major Accident Hazards (COMAH) of which there are eight top tier sites in Hampshire and Isle of Wight.
- Major Accident Control Regulations (MACR) which is the equivalent to COMAH for military sites of which there is one in Hampshire and Isle of Wight.
- Radiation Emergency Preparedness and Public Information Regulations (REPPIR) which is generic but also relates specifically to two sites in Hampshire and Isle of Wight.
- Major accident hazard pipelines (MAHP) relating to damage to high consequence pipelines mostly coastal situated.



Strategic Summary

Risks related to highly regulated sites, such as these, are considered low probability and high impact. The regulation ensures a high level of preparedness to which we have to continue to support regular visits, training and exercising.

Data Summary

All except one of the incidents at COMAH sites occurred within the Fawley Petrochemical complex (one being at Hamble). There is no seasonality in these incidents, and a possible decreasing trend (albeit with very low numbers).

Due to the security implications of other critical sites data is restricted and not published.

SEVERE WEATHER - COLD

Working alongside partners within the Local Resilience Forum for Hampshire and Isle of Wight, severe weather, cold, and snow has been assessed as a very high risk on the community risk register.



Cold weather defined as the reasonable worst case scenario relates to snow falling and lying over multiple regions of the UK, including substantial areas of low-lying land (below 300m), and affecting a substantial proportion of the UK population, for at least one week.

After an initial fall of snow, there is further snow fall on and off for at least seven days, with brief periods of freezing rain also possible. Most lowland areas experience some falls in excess of 10cm at a time, a depth of snow in excess of 30cm and a period of at least seven consecutive days, with a daily mean temperature of below minus 3C. Overnight temperatures would fall below minus 10C in many areas affected by snow.

Strategic Summary

Although there is disruption to transport and a likely increased impact to business continuity the largest impact to cold weather is to people's health. The general impact shortly following a cold spell is on vulnerable people, usually elderly, being much more likely to be hospitalised. There is a secondary impact on excess deaths.

We will work with our partners in the Local Resilience Forum to support the needs of our communities and our partners. This could be through increased targeted Safe and Well visits to vulnerable people, increased medical response, and other actions that partners may require assistance with that are within our capabilities.



SEVERE WEATHER - COLD



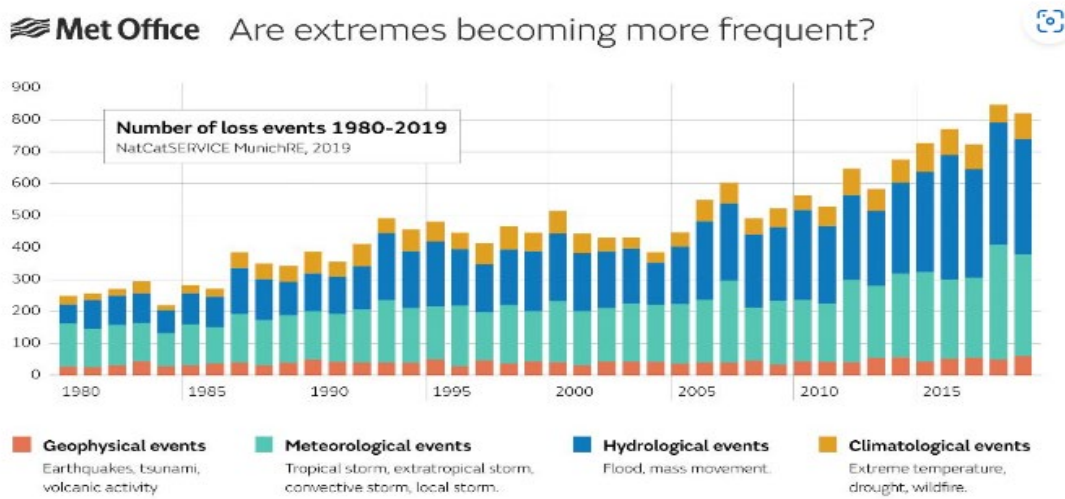
Data Summary

As detailed in the Met Office climate summaries, winter 2022/23 was marginally milder and somewhat drier than average, but this disguises the alternation between cold, settled spells and milder, wetter weather.

The first half of December was fine and settled but increasingly cold, with Braemar (Aberdeenshire) recording a low of -17.3 °C on the 13th, followed by a rapid transition to an unsettled westerly regime.

The milder weather continued until almost half-way through January, after which temperatures dropped once more, this second cold spell however being shorter and less severe than the first. It became gradually milder again by the end of January, with any rainfall mostly restricted to Scotland. Most of February was mild, dry and settled.

Severe snow events have happened relatively infrequently, with the most recent requiring multi-agency coordination in 2019, and response to the 'Beast from the East' in 2018, which had a secondary impact of water outages following a significant freeze and thaw. This also happened in December 2022 (freeze thaw event resulting in water outages) without the accompanying snow.



This graph from [Munich RE](#) shows events causing loss are becoming more frequent.

Source: Met Office

UK winters are projected to become warmer and wetter on average, although cold or dry winters will still occur sometimes.

By 2070 Met Office project: Winter will be between 1 and 4.5°C warmer and up to 30% wetter. Summer will be between 1 and 6°C warmer and up to 60% drier.

SEVERE WEATHER - HEAT

Working alongside partners within the Local Resilience Forum for Hampshire and Isle of Wight, local heatwaves and air quality which are linked, have been assessed as a very high risk on the community risk register, with drought being considered a high risk.

Heatwave relates to an extended period of high temperatures affecting 50-70% of the population for five consecutive days with maximum temperatures exceeding 35 degrees. Temperatures may approach or exceed 40 degree in places such as south eastern, eastern or central England, and 10,000 excess deaths above the number experienced in a normal summer could be expected.

Key impacts - health impacts on the population with the greatest effect on vulnerable groups, disruption to transport networks and supply chains, power supplies and water supplies. Social and economic disruption is likely as everyday behaviours have to change, including working patterns and levels of productivity.



Strategic Summary

Heatwaves are expected to become more common with the trajectory of climate change. Though they might be interspersed with more extreme summer storms where it is harder to predict exact geographical impacts (thunderstorms). There are significant impacts to health including increased excess deaths during heatwaves.

We have noticed an increase in wildfires and fires in the open but still continue to work closely with our partners and other initiatives to provide support during these extreme periods. This could include delivery of water and increase in Safe and Well checks for the most vulnerable.



SEVERE WEATHER - HEAT

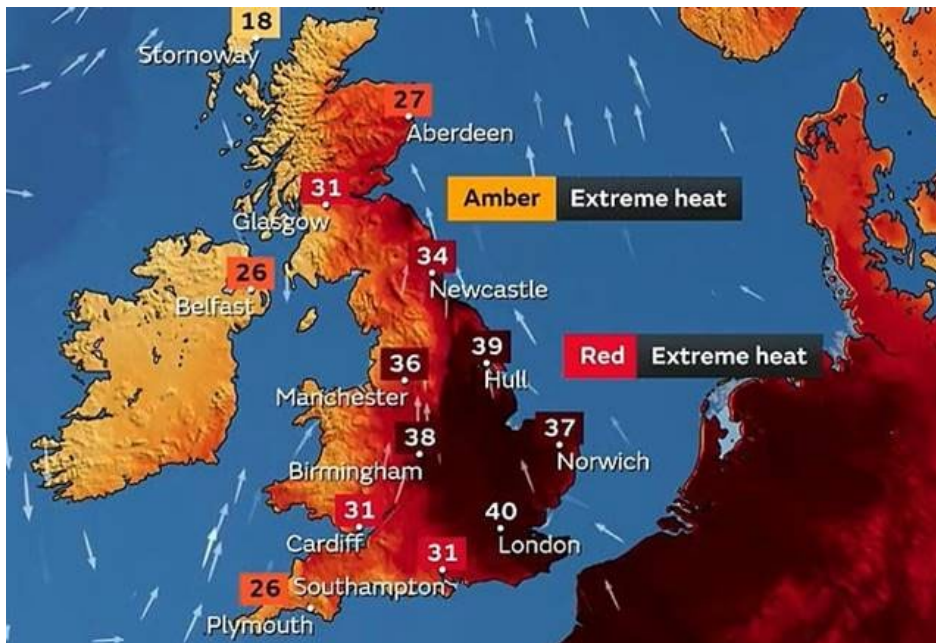


Data Summary

July 2022 national Heatwave Level 4 coincided with a high level of wildfire call outs for HIWFRS. Exceptional temperatures were also seen in the summer of 2022 with the previous UK record of 38.7 C beaten by 1.6 C. 15 weather stations beat the previous record. The highest minimum temperature was also beaten with 26.8C at Shirburn Model Farm in Oxfordshire.

Temperatures were widely eight to 12 Celsius above the long-term average. The first ever red Extreme Heat warnings were issued for areas where the temperatures were expected to be exceptionally above the long-term average. There was also the first ever Heat Health Watch Level-4 issued. 2022 also created drought conditions for Hampshire and Isle of Wight with low levels.

The UK's new record-high temperature of 40.3 degree was recorded on 19 July 2022. Between 14th July and 31st August 2022, 58 wildfires were logged by Fire Control on the national reporting tool. In 2021, one was logged for the whole year. Across the UK 972 were recorded for 2022, compared to 237 in 2021 and 146 from 2020.



Level 4 Heatwave 2022

The UK experiences its first ever Red Extreme weather warning for heat. We endured 'Tropical nights' (a night where the temperature doesn't drop below 20°C). Temperatures in excess of 40°C for the very first time. The UK hotter than 99% of the Earth.

Met Office project by 2050, heatwaves are expected to happen every other year.

NATIONAL RESILIENCE

National resilience assets are Government funded specialist teams who are available to support large incident types that may require mutual aid between fire and rescue services.

These teams are located based upon the Home Office’s national risk assessment. Fire services can request these resources where their own resources need to be supplemented or they need specialist skills. This could be for incidents such as wide scale flooding, terrorist acts, large scale transport incidents, and specialist rescue.



Strategic Summary

We have a number of trained and equipped specialist assets that are available to be used to either support our own teams within county or be deployed by National Resilience Fire Control to support other fire services.

These are supplemented by nationally trained and recognised tactical advisors in each capability.

In addition to National Assets, the fire service has an Urban Search and Rescue team who are also part of the UK International Search and Rescue team responding in a voluntary capacity to international disasters.



Data Summary

Hampshire and the Isle of Wight has a number of declared national assets:

- Urban Search and Rescue: Eastleigh
- Mass Decontamination Unit : Hightown and Ryde
- High Volume Pump: Fordingbridge and Newport
- Detection and Identification of Hazardous Materials Unit: Winchester
- Marauding Terrorist Attack: Various locations
- Enhanced Logistical Support: Service HQ - Ceasing as of April 2024

TERRORISM: CBRN AND MTA



Terrorism is the calculated use of violence to create a general climate of fear in a population to further a political objective.

Should a chemical, biological, radiological or nuclear (CBRN) attack or Maudrauding Terrorist Attack (MTA) attack happen, it will likely require a co-ordinated multi-agency response involving the fire service.

Strategic Summary

We have a number of sites that could present an attractive target for terrorism e.g., crowded places, events, or sites with political or historic significance.

We work closely with our partners to prepare for, and prevent, incidents of this type. We have a number of specialist roles in preparation to respond to this risk. While we have not had a confirmed terrorist incident within our locality, it is deemed as a significant risk at a national level.



Data Summary

The UK has had a number of significant terrorism related incidents, including the 7/7 bombings in London, Borough Market, London Bridge and the MEN Arena in Manchester. These events have tended to be low sophistication attacks. However, in an unstable world environment, UK emergency services have planned, trained and are able to respond with partners to a wide range of potential incidents.

Joint Operating Principles (JOP) were introduced in 2012 with the intention of ensuring all blue light services are trained and exercised to work together as effectively as possible at all levels of command response to major or complex incidents so that as many lives as possible can be saved.

The highest risk on the National Risk Register is terrorist attack on a transport hub of which there are a number in Hampshire and Isle of Wight. Significant training took place in 2023 with updated JOPs for MTA. Local Resilience Forum (LRF) exercises have taken place, including HIWFRS November 2022 (Neon Mist CBRN) and January 2023 (Intrenchable MTA).



As a fire service, we carry out other activity that isn't included in National Operational Guidance. This includes:

Medical Response

Special services

Non-domestic false alarms

MEDICAL RESPONSE AND FRAILTY SUPPORT

Fire and rescue services do not have a statutory duty to provide medical response other than in the course of their duties when responding to emergencies.

That said, over recent years, fire services have provided a range of support to local NHS services upon request based on local need. This has been the case in Hampshire and the Isle of Wight for many years, where we have been asked to provide support which includes co-responding and response to cardiac arrests.



Strategic Summary

Current fire service support to health partners is based upon local need. While there is a statutory requirement for blue light services to collaborate, there is no requirement for fire services to provide health services unless locally commissioned. That said, we can reasonably assume local health and public services will continue to face financial and demand pressures which may necessitate some fire service involvement.

We will continue to work closely with local health partners, including the Integrated Care Board, and through the Local Resilience Forum, to support where required and appropriate, and identify opportunities to broaden our medical response activity to improve outcomes within our communities.

Existing partnerships enable us to source data on the impact FRS's are having in the provided areas. Source: Statistics » Ambulance Quality Indicators Data 2022-23 (england.nhs.uk).

Data Summary



Since December 2021, we have attended 591 cardiac arrest incidents (approximately one per day) which represents 12.5% of the cardiac arrest responses provided by SCAS and IWAS (who attended an average of eight incidents per day between Oct 22 to Mar 23). Areas we supported the most include Hayling Island and Southsea, followed by Basingstoke, Alton and Bordon.

20

Based on demand data, we attended over 25,000 co-responding calls on behalf of local ambulance trusts between January 2018 to June 2023, (with an average of 4,819 calls per year which has decreased in recent years). SCAS mobilise our co-responders with Portchester station attending the most incidents followed by Horndean, Hythe, Romsey, and Botley. Twenty of our 56 on-call sections provide this medical response using fifteen co-responder assets funded by SCAS through a cost recovery process.

257

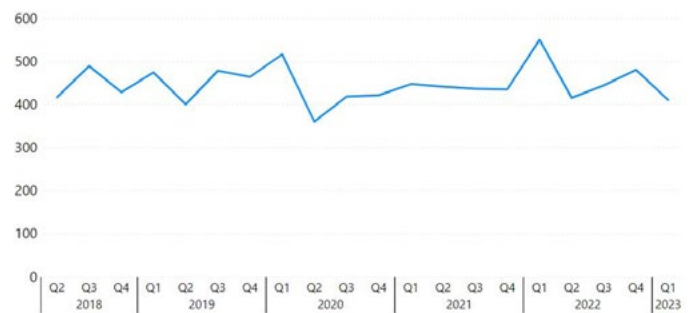
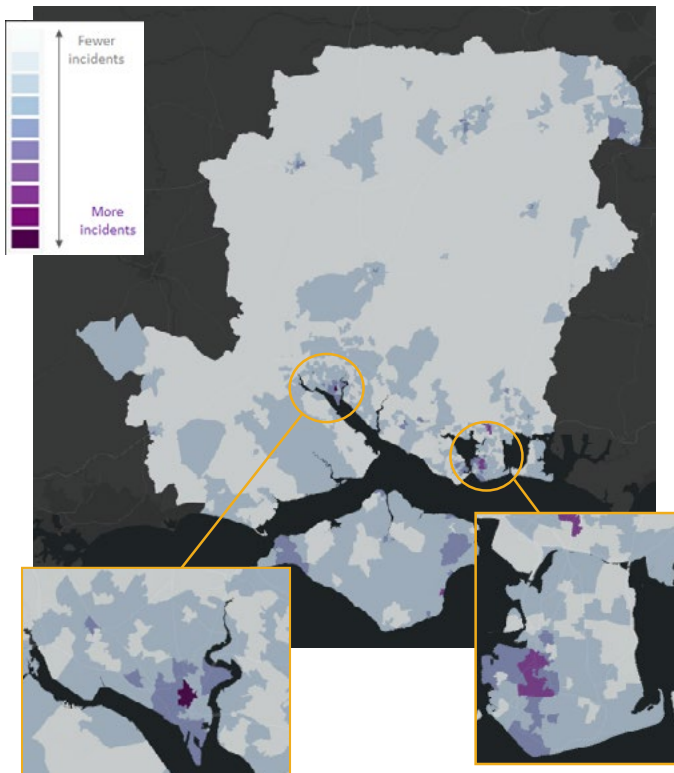
We have also been supporting partners to provide a response for falls in New Milton, Wickham, Fareham, and Whitchurch, attending 257 of these incidents between January 2018 to June 2023.



The ICB requested our support to Urgency Community Response (USRs) in the Portsmouth and south east Hampshire area in preparation for 2022/23 winter pressures. A pilot was carried out and trials continue in the area to find the most appropriate resourcing models and options. Trial findings are that 78% of our attendances didn't require ambulance conveyance or hospital admission, in doing so releasing capacity for clinicians. We attended one per day with 90% of patients able to be lifted from the floor using our equipment. Most referrals for our support were in the morning and early afternoon, some also required the use of our IEC equipment such as Oxygen therapy.

SPECIAL SERVICES

These call types are activities that we undertake that are not in response to any of the risk groups detailed within this document. These are not covered by our statutory duties and are largely either in response to a request from a partner agency or responding on moral grounds. This includes activities such as gaining entry to properties, assisting other agencies, making a scene safe, and providing advice.



Data Summary

These incidents are found throughout Hampshire and the Isle of Wight, concentrated in the larger urban areas of Southampton (Kingsland) and Portsmouth (Southsea), due to a higher number of these incidents involving medical cases, effecting entry/exit, and assisting other agencies. There is a no seasonality and a broadly flat trend.

Strategic Summary

The demand for this call type is largely due to pressures on our partners and agreements with our partner ambulance services to use our statutory powers and capabilities to make access to casualties. We always look to collaborate and assist our partners where it is appropriate for us to do so.

NON-DOMESTIC FALSE ALARMS

These incidents differ from domestic fire alarms as they are initiated from an alarm system that has been fitted to a commercial property such as places of work, student accommodation, and hotels.

These calls cover situations when the system has generated a false alarm where there was no fire present



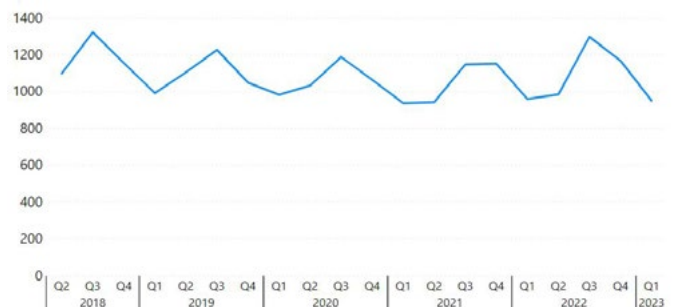
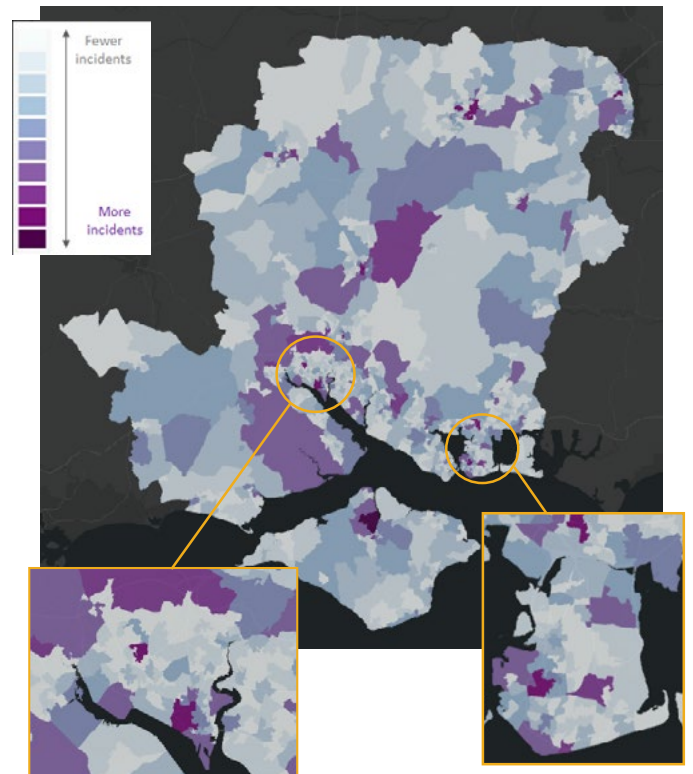
Strategic Summary

Fire alarms within properties (not domestic) is the largest call type within HIWFRS. The responsible person for these properties has a duty to ensure the fire alarm system is well maintained and fit for purpose.

On each occasion we will call challenge to check the nature of the alarm and only mobilise if we believe a response is needed. Often it is due to faulty alarm systems or accidental activation through steam or cooking. We continue to look at ways we can reduce these call types through our prevention teams, so that the number of calls is as low as possible

Data Summary

These incidents are found throughout Hampshire and the Isle of Wight in both urban and rural areas. There is a significant seasonality impact with a much higher number of outdoor false alarm good intent incidents in the summer, involving barbecues and bonfires due to higher temperatures, e.g., heatwaves in 2018 and 2022. There is a broadly flat trend, with volumes having returned to pre-Covid levels.





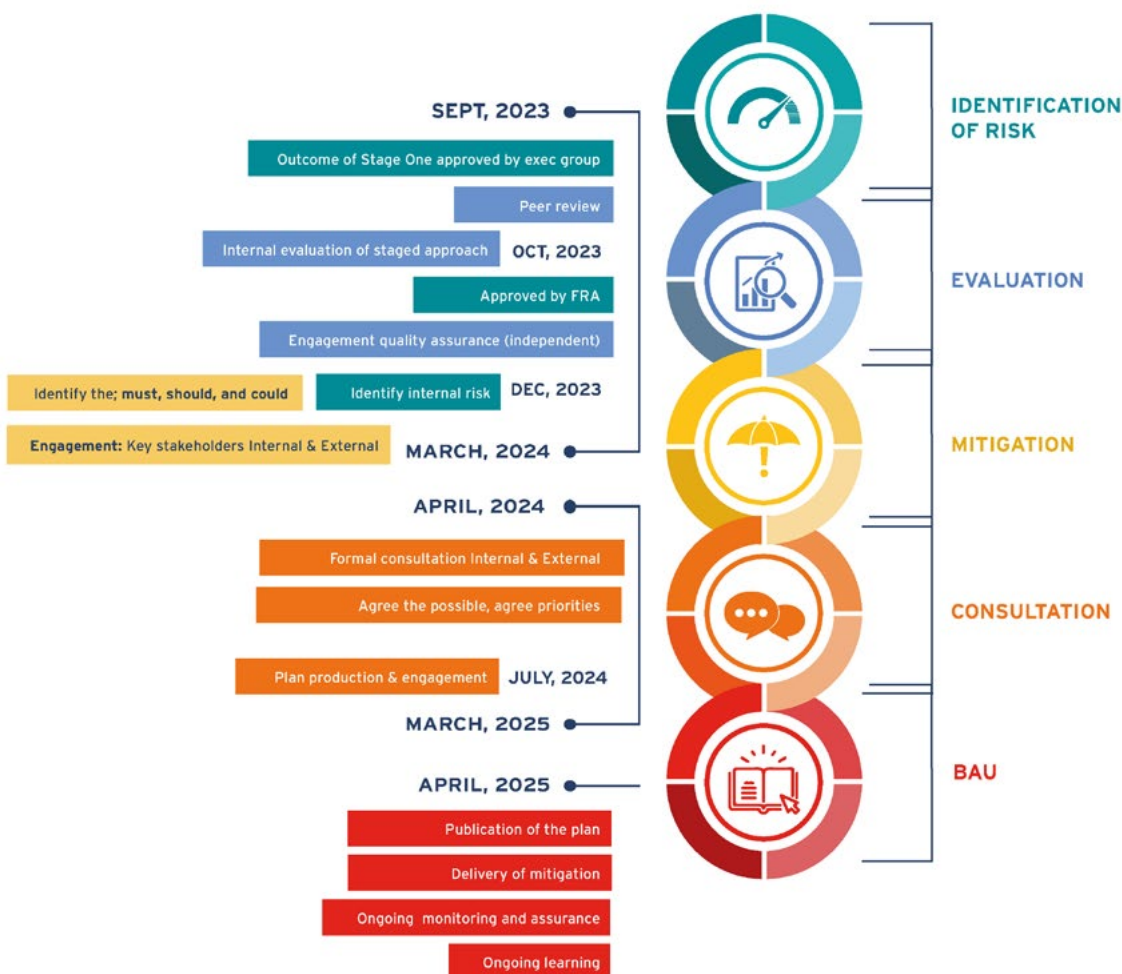
NEXT STEPS

We have now completed stage one, which as outlined in this document was a thorough assessment of community risk across Hampshire and the Isle of Wight.

Therefore, we will now progress to stage two, and over the next twelve months we will look at how we can address the fire and rescue related risks facing our communities. This will include a public consultation to make sure we have the right priorities and focus to produce our new Safety Plan by spring 2025 for approval by Hampshire and Isle of Wight Fire Authority. This will cover the period 2025-2030.

As a fire and rescue service we will now be assessing community risk as an ongoing planning function rather than a one-off project every five years. This will ensure future change and assurance is well-considered, evidence-based, and provides the best public service on behalf of our Hampshire and Isle of Wight communities.

The timeline for the remainder of the project:

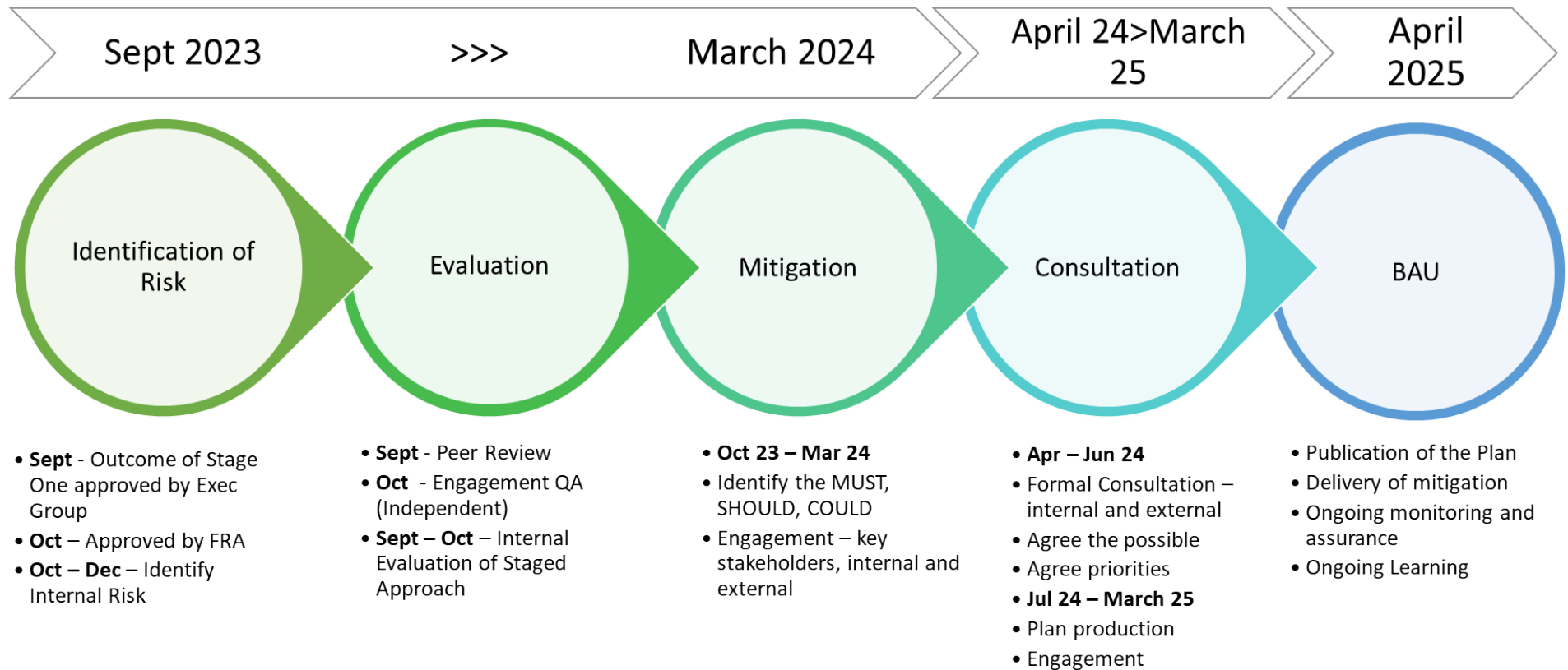


If you have any questions about this document please contact:
crmp@hantsfire.gov.uk



Safety Plan 2025-30 Report - Appendix B – Proposed Timeline for Stage Two of the Project

Note: Following completion of Stage 1, HIWFRS will progress to Stage 2, namely the identification of mitigations to meet the foreseeable fire and rescue related risk facing our communities. This will involve a public consultation to determine priorities and focus. The next Safety Plan will be ready by Spring 2025 for approval by HIWFRA covering the period 2025-2030.



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AT A MEETING of the HIWFRA Standards and Governance Committee held at
Fire & Police HQ, Eastleigh, on Monday 24th July, 2023

Chairman:

* Councillor Derek Mellor

Councillor David Harrison
* Councillor David Drew

Councillor Hugh Lumby
* Councillor Fran Carpenter

86. APOLOGIES FOR ABSENCE

Apologies were received from Councillors David Harrison, Karen Lucioni and Hugh Lumby. Councillor Fran Carpenter attended as a deputy for Hugh Lumby.

87. DECLARATIONS OF INTEREST

Members were mindful to disclose to the meeting any disclosable pecuniary interest they may have in any matter on the agenda for the meeting, where that interest was not already entered in the Authority's register of interests, along with any other pecuniary or non-pecuniary interests in any such matter that Members wished to disclose.

88. MINUTES OF PREVIOUS MEETING

The minutes of the last meeting were reviewed and agreed.

89. DEPUTATIONS

There were no deputations for the meeting.

90. CHAIRMAN'S ANNOUNCEMENTS

The Chairman confirmed that the Principal Officer Pay Review report was due to go to the July Full Authority meeting.

91. ANNUAL GOVERNANCE STATEMENT 2022/23

The Committee considered a report from the Chief Fire Officer (item 6 in the minute book) regarding the Annual Governance Statement for 2022/23.

Following a summary of the report by the Deputy Chief Fire Officer and questions by Members, the subsequent points were clarified:

- The Director of Operations would provide further information to Members on the strategy with regards to electric and alternative fuel vehicles.
- Further information would be found on the follow-up process to whistleblowing and the reporting of errors and faults and provided to Members

Members thanked officers for their work on the report.

RESOLVED

a) The Annual Governance Statement (AGS) 2022/23 as set out in **Appendix A** was approved by the HIWFRA Standards and Governance Committee

b) Members acknowledged that the arrangements continue to be regarded as fit for purpose in accordance with the Framework 2016.

c) It was agreed that the approved AGS be included into the Annual Statement of Accounts, to meet the Authority's statutory requirement.

92. EXTERNAL AUDIT - AUDITOR'S ANNUAL REPORT 2021/22 AND AUDIT PLANNING REPORT 2022/23

The Committee considered a report from the Chief Financial Officer (item 7 in the minute book) regarding the external auditors annual and audit planning reports.

The report was summarised and it was confirmed that a letter from Minister Rowley regarding the backlog experienced by external auditors had been circulated to Members for information.

The delays were being experienced nationally and it was anticipated that there may be subsequent delays to the 2022/23 audit, but it was positive that the 2021/22 accounts had been signed-off.

RESOLVED

The Auditor's Annual Report for 2021/22 and the Audit Planning Report for 2022/23 from EY was noted by the HIWFRA Standards and Governance Committee.

93. INTERNAL AUDIT PROGRESS REPORT

The Committee considered a report from the Chief Internal Auditor (item 8 in the minute book) regarding the progress of internal audit.

The report was summarised and it was acknowledged that whilst there were four overdue management actions all actions are logged and monitored closely until they are completed.

RESOLVED

The progress in delivering the internal audit plans for 2022/23 and 2023/24 and the outcomes to date was noted by Hampshire & Isle of Wight Fire & Rescue Authority Standards and Governance Committee.

94. INTERNAL AUDIT ANNUAL REPORT & OPINION 2022-23

The Committee considered a report from the Chief Internal Auditor (item 9 in the minute book), providing the annual report and opinion.

The report was summarised and attention was drawn to the overall internal audit assurance opinion for 2022-23 which concluded that HIWFRA's framework of governance, risk management and management control is considered to be reasonable and audit testing has demonstrated controls to be working in practice.

The report also confirmed that Internal audit remains compliant with the Public Sector Internal Audit Standards (PSIAS) and that the revised internal audit plan for 2022-23 had been delivered, with the exception of three reviews which were nearing completion.

The report summarised internal audit findings in the areas reviewed during the year and confirmed that where internal audit work identified areas where management controls could be improved or where systems and laid down procedures were not fully followed, appropriate corrective actions and a timescale for improvement were agreed with the responsible managers. The number of open and overdue actions had reduced significantly over the last few years and remains low, demonstrating the Authority's commitment to improving the overall framework of control.

RESOLVED

The Hampshire and Isle of Wight Fire and Rescue Authority Standards and Governance Committee accepted the Chief Internal Auditor's annual report & opinion statement for 2022-23.

95. INTERNAL AUDIT MANAGEMENT ACTIONS PROGRESS REPORT

The Committee considered a report from the Chief Fire Officer (item 10 in the minute book) on the management actions progress report.

The report was summarised and Members were taken through the management actions in section 6 of the report. There were no questions.

RESOLVED

The Standards and Governance Committee noted the progress made towards the implementation of the internal audit management actions and the delivery of the audit plan.

96. FIRE PENSION BOARD ANNUAL REPORT

The Committee received a report from the Chief Financial Officer (item 11 in the minute book), which summarised the work of the Pension Board for the 2022/23 financial year in the exercise of its functions.

Members were given the history of the Board and why it was initially set up and it was confirmed that a briefing session would be provided to Members after the

next meeting on the role of Standards and Governance Committees responsibilities as a Pension Scheme Manager.

RESOLVED

The content of the report was noted by the HIWFRA Standards and Governance Committee

Chairman,



**Hampshire
& Isle of Wight**
FIRE & RESCUE AUTHORITY

HIWFRA Full Authority

Purpose: Approval

Date: **10 OCTOBER 2023**

Title: **MANAGING FIRE CONTAMINANTS**

Report of Chief Fire Officer

SUMMARY

1. Hampshire and Isle of Wight Fire and Rescue Service (HIWFRS) has proactively monitored the developing research and awareness of impacts for fire and rescue personnel, of the products of combustion from fires (fire contaminants).
2. This report updates the Fire Authority on the work and action taken to date and continued action required to further mitigate and manage the complex impacts of fire contaminants.
3. Approval of recommendations is sought to enable and enact further change to assets, facilities and practices directly impacting the health and safety of fire and rescue personnel.

BACKGROUND

4. Fires produce a mixture of toxic, irritant, and carcinogenic chemicals – the composition of which varies depending on the specific materials burning and the fire conditions. They can be released in the form of particulates which will include aerosols, dusts, fibres, smoke and fumes or gases and vapours. Contaminants released resulting from the products of combustion should not be confused with chemical contamination for which there are dedicated PPE and procedures.
5. Harm to health depends on the toxicity of the contaminate and the exposure pathway. Toxicants can be classified according to the specific types of adverse effects they can have on health, for example:

- a) **Carcinogens:** substances which cause cancer.
 - b) **Teratogens:** substances that can harm the foetus if exposure occurs during pregnancy.
 - c) **Sensitisers:** substances which result in an allergic type of hypersensitivity reaction.
 - d) **Irritants:** substances which react in contact with moisture on/within the body and cause an inflammatory response.
6. Fire and rescue personnel may be exposed to toxic contaminants via multiple exposure pathways, including inhalation, skin absorption and ingestion.
7. Studies and research have provided insight and information (specific to the role of fire and rescue) into the types and forms of contamination, toxicity of contamination and the adverse effects on health.
- a) In **2020** the University of Central Lancashire (Uclan) produced a “best practice” report commissioned by the fire brigade’s union (FBU) to aid fire and rescue services in minimising fire and rescue personal exposure to fire contaminants. The report notes that building regulations are designed to ensure that exposure to materials within residential, commercial and industrial buildings are safe. However, there are currently no requirements to consider how the safety of those materials might change in the event of a fire ie., there are no requirements to measure and quantify the toxic fire effluents produced by burning materials. Firefighters are at an increased risk of exposure to toxic fire effluents and subsequently at an increased risk of suffering adverse health outcomes.
 - b) In **2022** a declaration was made from the International Agency for Research on Cancer (IARC) (a body of the world health organisation WHO) that occupational exposure as a firefighter was classified as carcinogenic to humans on the basis of sufficient evidence for cancer in humans. There was sufficient evidence for the following cancer types: mesothelioma and bladder cancer. In addition, there was limited evidence for cancer in humans for the following cancer types: colon cancer, prostate cancer, testicular cancer, melanoma of the skin and non-Hodgkin lymphoma.
 - c) In **2023** findings were released into Scottish Firefighters Occupational and Disease Mortality Rates 2000 – 2020. The method of research considered mortality rate from cancer and other diseases in Scottish

male firefighters compared with the general Scottish male population. The result detailed overall excess cancer mortality rate was found for Scottish firefighters compared with the general population. Scottish firefighters were nearly three times more likely to die of malignant neoplasms (cancerous growth of tissue).

- d) In **2023** a four-part scientific report was published into Firefighter: Cancer Incidence, PPE & Workplace, Mental Health, Culture & Awareness. The report details that heavily contaminated PPE has significant implications for firefighters who remain in contaminated PPE for considerable lengths of time. Remaining in contaminated garments increases the window of exposure to fire toxins, via both inhalation (while toxins continue to off-gas) and skin absorption (as toxins permeate through fabric to the skin). In addition, the report states that failure to implement procedures which control cross-contamination and/or firefighters' personal contamination were also associated with a significantly increased likelihood of developing cancer. These include procedures/policy which target cross-contamination eg. keeping clean/dirty PPE separately, designating specific clean/dirty zones within the station etc. Interventions which target personal contamination (eg. avoiding eating while wearing PPE, changing PPE/workwear as soon as possible after an incident etc.) should also be considered as both a means of reducing the incidence of cancer in firefighters, and of promoting compliance with less tangible, (community-level) workplace decontamination practices.

8. Through dedicated resource and internal/external engagement, HIWFRS has reviewed current practices vs the information and recommendations made available through research.
9. Similarities can be drawn to the challenges faced by fire and rescue services to manage the impacts of fire contaminants to those experienced by the construction and built environment sectors in managing the impacts of asbestos. The fire and rescue challenge is increased by the emergency and dynamic nature of managing incidents.

CURRENT ACTIONS UNDERWAY

10. The Service has tackled the challenge of fire contaminants for many years, the proposals outlined within this report build on this good initial work while taking stock of the new research and understanding of contaminant behaviour and impacts on personnel.
11. A dedicated resource has been temporarily funded to maintain links with national and international research to enable HIWFRS to keep pace with a

complex and evolving landscape and to continually assess our progress to ensuring best practice mitigations are in place to protect against the risks of fire contaminants. A sample of actions already implemented are detailed within this section.

12. **Our People.** A comprehensive risk assessment completed in collaboration with teams from across the Service and Rep Bodies, has been made available specific to the control measures for mitigating toxic fire effluents. This has resulted in a consistent, comprehensive guidance document being published, available to all staff, outlining best practice to minimise risks. To complement this work, an awareness campaign has been undertaken to share the learning and best practice. This also includes targeted input to new firefighters as they begin their careers and ongoing fire contaminants training packages for all operational staff. These measures are continuing to evolve as we continuously learn and improve our training and best practices through Operational Assurance visits which ask specifically about the management of contamination and a cross-service working group who work together to monitor and improve the risk assessment mitigation and management of contaminants including collaborative work across Corporate Services support functions to identify and improve the management of PPE (a large source of contaminants) including electronic PPE logbooks which will enable live information and detailed reporting functionality on usage data to ensure PPE is managed proactively.
13. **Our Workplaces.** This work is well underway, with the Healthy and Inclusive Design Principle detailed within our Estate Strategy (approved by the Fire Authority in September 2018) and the Retrospective Design Principles Programme (approved by the Fire Authority in April 2022) implementing our approach to managing contamination risk within the estate by controlling the flow of equipment and people through the building. This essentially divides stations into separate 'clean', 'transition' and 'dirty' zones.
14. **Our Equipment and PPE.** Several items of PPE have been replaced with new versions with enhanced properties to improve the cleaning of items, such as firefighting gloves replaced with more resilient machine washable versions. Additionally, a specific vehicle will be available during incidents to support the provision of welfare by offering additional water for hydration, additional rations, a toilet capability and the ability to provide an air conditioned and heated space for a crew. Equally, new PPE items have been issued including:
 - a) Redesigned individual fire helmet bags which allow safe storage of fire helmets and other ancillary PPE items such as fire gloves, spare tee-

shirts, flash-hoods and other smaller PPE items. The design of the bag limits the opportunity for cross contamination between PPE items.

- b) Half mask respirators which are individually fit tested and personally issued to all firefighters to provide protection against particulates in addition and as a different option to traditional Breathing Apparatus.
- c) Gas Monitoring capability issued to all frontline appliances to provide firefighters/personnel the ability to continuously monitor the levels of oxygen, toxic and combustible gases within a hazardous area, allowing the correct level of PPE to be worn.
- d) Additional and dedicated cleaning and hygiene items to assist within initial post incident decontamination and the management of contaminated garments have been added to all frontline appliances and Officer response cars.

IDENTIFIED FUTURE ACTIONS REQUIRED

- 15. Much work has been completed to date to understand the complexity and impact of the evolving research into fire contaminants and our response to this challenge. Continued work and change activity is required to ensure that we remain agile and effective in our response to frequent forms of new information, and proactive in providing medium and long term strategy.
- 16. **Our People.** National research and development to health screen firefighters within a criteria range across a number of fire services is being run. This report seeks funding to participate in this programme and allow the collection (with individual's consent) of data on the presence of persistent fire effluents and biomarkers of common diseases and cancers. The main potential goal of the programme is preventative medical screening leading to crucial evidence to benefit future research and screening.
- 17. As we learn more about toxic fire effluents and the associated impacts, it will be necessary to track exposure both with regard to the methods utilised and the types of incidents attended. Exposure recording has been present for a considerable period of time within the fire and rescue sector, although this has focused on attendance at incidents where chemical materials exposure was a concern. Digital solutions are being explored to achieve ease of reporting for users and greater ability to report and monitor. The report seeks funding to bring these digital tracking systems into use.
- 18. **Our Workplaces.** The Retrospective Design Principles Programme Phase 1 (approved by the Fire Authority in April 2022) is currently implementing our approach to managing contamination risk within the estate by controlling

the flow of equipment and people through the building. However, this work is currently focused on wholetime stations only with further work and funding required to address the challenge across the On Call estate (Phase 2). This report does not seek funding specifically for the On Call station investment, but instead asks the Fire Authority to note the need for investment in the future, subject to a further report being presented for consideration. The report does seek additional funding as part of the Retrospective Design Principles Programme Phase 1 to adapt current investment to accommodate the equipment and laundry changes outlined within this report across wholetime stations.

19. Research and evidence continues to support the need for soiled and exposed PPE and equipment to be thoroughly cleaned to ensure potential damaging contaminants to be removed. The frequency of both workwear and PPE garment washing will continue to increase as a mitigation to the risk of exposure to the wearer. Increased washing will put a greater strain on workplace washing and drying facilities and garments will be unavailable for use more frequently impacting availability. The ability to grow washing and drying capacity within workplaces is limited due to the size and internal layout at a large proportion of sites. In addition to garment washing, equipment exposed to toxic fire effluents such as respiratory equipment, thermal cameras and positive pressure fans, will require deep cleaning cycles to prevent the build-up of contaminate load on surfaces and within traps and crevasses. This report seeks funding to install additional, specialist PPE storage solutions on fire stations to accommodate additional PPE which will reduce the risk of PPE being unavailable during cleaning cycles.
20. In addition to the work being completed on fire stations to improve the health and safety of staff by managing the contamination risk within the estate, work has also been identified within the Fleet & Equipment Facility to better control the flow of equipment and people through the building. This report seeks funding to implement these physical changes across the facility.
21. A feasibility assessment is required to fully consider options for a centrally provided and managed PPE and equipment care facility to include the ability to decontaminate, launder and deep clean garments and equipment with supporting logistics capability to efficiently collect and return assets across HIWFRS. This report seeks funding to commission a feasibility study into this provision, with a further full business case report being presented back to Fire Authority for consideration on the completion of this study.
22. **Our Equipment and PPE.** New research and evidence has identified new best practice PPE which this report seeks funding to adopt. Namely:

- a) Particulate Flash Hoods – Firefighters wear a protective garment over their heads known as a flash hood. The flash hood purpose is to provide thermal protection and offer flame resistant properties to exposed areas of the head face and neck. Research has identified the head, face and neck areas as vulnerable to contaminate absorption. The flash hoods currently utilised by HIWFRS (and most UK FRS) are designed to provide thermal protection and not to protect against the absorption into the skin of particulate matter into this potentially vulnerable area of skin. Manufacturers are bringing to the marketplace flash hoods that retain their thermal protection properties with an additional layer added beneath the thermal layer specifically to protect against the particulate matter and provide a blocking capability.
- b) Lightweight PPE – Traditionally, firefighters wear a PPE ensemble (structural) designed to provide protection when completing internal firefighting operations within a compartment or structure and when operating within the risk area requiring smoke, heat, flame or chemical barrier protection. Research has highlighted that there are a significant percentage of incident types attended by firefighters where the structural fire protection is not required. To provide the protection level required, structural PPE is constructed of different layers which means there is a natural weight and bulk to the garments.

A lightweight PPE will provide firefighters with an ensemble option that is manufactured in a single layer, is breathable and retains heat resistant properties to allow use during incidents where structural PPE is not required. The lightweight PPE will offer an alternative wear during periods of high temperatures or following internal firefighting operations where this PPE can aid the cooling process whilst allowing the continuation of external firefighting operations. This additional PPE option may also allow an appliance to remain operational for selected incident types should structural PPE be contaminated and unavailable. This report, therefore, seeks funding for the future and ongoing lifecycle replacement of lightweight PPE as part of the Operational Assets Equipment Reserve.

- c) Structural PPE – Increased awareness of fire contaminants, and the associated impacts means that PPE is being washed more frequently after use. Firefighters are issued with two full sets of structural PPE as standard. Structural PPE is bulky in size meaning the ability to wash multiple garments is limited within a washing machine and further limited by the amount of washing machines available at a location. The layering make-up of the PPE also means that the drying time for each garment is long (the PPE must be fully dry before it be considered available for use). Increased washing will impact operational

availability if not properly managed as an appliance cannot be mobilised to all incident types without structural PPE.

Irrespective of the final solution for longer term maintenance of PPE (for example within a centrally managed system or pool system) there will need to be enough PPE capacity to enable a cycling of PPE and to compensate for the loss of PPE garments in the system not available due to cleaning and maintenance. Therefore, this report seeks funding to increase the number of sets of structural PPE available to aid cleaning of kit and to avoid the unavailability of appropriate garments due to cleaning and drying times.

- d) Rescue PPE – To further mitigate the challenges of PPE type and availability. Rescue capability PPE will be considered as an option to complement other PPE options. A key element of this work will consider helmet provision for firefighters. Structural PPE includes a structural fire helmet. Much like the structural garments, the helmet is designed primarily to be worn in firefighting scenarios and is therefore subject to contaminate exposure. A rescue helmet option may provide functionality benefits for selected incident types and limit the use and contact required with structural helmets.
- e) Workwear – An increase in the washing frequency of workwear is expected post incident and encourage as a mitigation to the potential of cross contamination and further spread. It will be necessary to consider the scale of issue of workwear which could result in an increased amount of workwear being issued.
- f) Equipment Cleaning – Advancing at pace is the development by industry of dedicated washers for fire and rescue equipment. Washers are being developed for breathing apparatus (BA) sets (both the BA set with cylinder and face mask) and fire helmets. Dedicated dryers are being produced in support of the washers as the equipment needs to be dry as quickly as possible to return to operational use. Both the BA set and fire helmet are stable items of equipment when undertaking firefighting operations and are therefore exposed to the products of combustion. BA sets are complex in construction with a mixture air regulated and electronic components so any deep clean must be controlled and effective. Fire helmets are challenging to deep clean due to the construction of the internal pieces. This paper seeks funding to purchase dedicated washers and dryers for these items which will provide a deep clean option not currently achievable.

23. Our Fleet:

- a) Clean Cab – As the work to progress the on-boarding of new fleet of frontline fire appliances continues. An opportunity has been taken to explore the possibilities of removing items of equipment known to make regular contact with the products of combustion, from within the open vehicle cab area to dedicated locker space. Some items of equipment have traditionally been stowed within the cab area of fire appliances with breathing apparatus sets often located behind specifically designed seats. This work will allow a significant amount of the fleet to operate with a cab area principle designed to keep exposed equipment outside the cab area; thereby reducing the exposure risk to our people. This paper seeks funding to make physical adjustments to vehicles currently in-built to achieve this clean cab concept.
- b) Deep Clean Capability – As we look to develop and enhance the ability to deep clean equipment and PPE, we must look at options for fleet. Build-up will occur during the life cycle of fleet vehicles, particularly within locker and pump-bay areas. This paper asked the Fire Authority to note that this research and work will be ongoing and that a future requirement may be identified to clean the interior to vehicles post-incident.

24. Increase to the services provided and delivery of new and enhanced capabilities to manage fire contaminants will likely require an increase to staff establishment with associated recurring staff salary costs. This paper seeks funding to establish one position to support the management of the equipment and PPE management outlined above. Additionally this paper seeks funding to establish one position lead our research and development in this evolving space. This latter role also provides an opportunity to utilise the newly establish expertise to lead and influence, including via the National Fire Chiefs Council and wider fire sector.

SUPPORTING OUR SAFETY PLAN AND PRIORITIES

25. ***Our People:*** *We look after each other by creating great places to work and promoting the health, wellbeing, and safety of our people.*

- (a) The proposals within this report seek to enhance the health and safety of our people by reducing the exposure to fire contaminants and improving the management of contaminants across our buildings, vehicles, PPE and equipment.

26. **Public Value:** *We plan over the longer-term to ensure our decisions and actions deliver efficient and effective public services.*

- (a) Continued investment in our management of fire contaminants over the long-term will ensure that the Service adopts best practice now and into the future.

27. **Learning and Improving:** *We have the support of policy and guidance with the freedom to use our discretion to do the right thing, learning from ourselves and others.*

- (a) The proposals within this report seek to adopt best practice, identified through extensive academic research and practical evidence alongside lessons from other fire and rescue services and the National Fire Chiefs Council.

COLLABORATION

28. The holistic organisational impact of managing fire contaminants means a collaborative 'whole Service' approach has been adopted throughout the work completed to date across all levels of the organisation and with representative bodies.

29. Equally, the proposals are based upon collaborative approach with other fire and rescue services, shared approaches and learnings from the National Fire Chiefs Council working groups.

RESOURCE IMPLICATIONS

30. The financial resource implications of the proposals are summarised below and are split by financial year, noting that some of the sought funding is capital funding and some is revenue.

31. In the 2024/25 financial year £1.3m is sought to undertake a range of activities including:

- a) Health Screening Research Participation for up to 100 Firefighters (see para. 16).
- b) Additional funding as part of the Retrospective Design Principles Phase 1 project to adapt current investment to accommodate the equipment and laundry changes outlined within this report (see para. 18).
- c) On station PPE storage for operational staff (see para. 19).

- d) Feasibility study for PPE and Equipment Care Facility business case development (see para. 21).
 - e) To establish a Research and Development Lead role and an Equipment Maintenance Technician role (see para. 24).
32. Differently provided and or enhanced services delivered to manage the risks posed by fire contaminants may require additional staff capacity. Details of which will be provided upon completion of business cases in a further report to the Authority.
33. Cost management and specialist detailed design support will be provided externally and funded through the requested budget cost.
34. A more detailed summary and funding requirements for future years beyond 2025 can be found at Appendix A (Managing Fire Contaminants – Exempt Funding Detail) which is a confidential/exempt appendix.

IMPACT ASSESSMENTS

35. Initial impact assessments have been completed in support of managing fire contaminants work completed so far.
36. Further impact assessments will be completed as mitigating work develops if funding is approved. These will be assessments for each individual project/workstream as required.

LEGAL IMPLICATIONS

37. The organisation is required to comply with Health and Safety law to manage risks and take practical steps to protect workers and others from harm. The proposals within this report adopts best practice to ensure the Service is also deploying the latest approaches to keep people safe.
38. As research and evidence evolves, the fire and rescue sector may experience litigation with reference to how organisations have sought to protect people from the risks posed by fire contaminants. The proposals within this report seek to ensure that the Service is in the best possible place to evidence its proactive approach in protecting the health and safety of our people.

OPTIONS

39. **OPTION 1 – Continue to invest in contaminate management and mitigation through available revenue and asset management plans –**

This option will only allow for change and enhancements to facilities and assets within available revenue budgets and allocated capital reserve funding. This approach would result in limited ability to make significant change to facilities, assets, and ways of work to support the findings of ongoing research. Utilising funding from allocated assets management plans would delay or cease planned asset replacement incurring costs to maintain functionality of existing assets.

40. **OPTION 2 – Provide initial investment and explore means of further, on-going investment (RECOMMENDATION)** – This option provides a commitment to continually evolve and develop our facilities, assets and ways of working as research and scientific findings provide guidance for best practice to manage and mitigate fire contaminants.

RISK ANALYSIS

41. The holistic risk of fire contaminants is recorded within the organisational risk register (Register Reference ORG0042). Work to mitigate risks has identified future actions detailed within this report and therefore funding of the proposals within this report contributes to the management of this risk.

EVALUATION

42. It is important that Service activities are evaluated to identify what or how the Service can learn, understand, plan and improve for the organisation and our communities.
43. The proposals outlined within this report are Service-wide and therefore evaluation method for each will necessitate a different approach. However, the Health & Safety Committee and the Corporate Services Management Board will both act as forums to monitor the successful delivery of these proposals.
44. Continued evaluation of the best practice adopted will be undertaken through dedicated resource and internal/external engagement. This will allow HIWFRS to continually review current practices vs the information and recommendations made available through ongoing research.

CONCLUSION

45. HIWFRS has proactively monitored the developing research and awareness of impacts for fire and rescue personnel, of the products of combustion from fires (fire contaminants).

46. This report updates the Fire Authority on the work and action taken to date and continued action required to further mitigate and manage the complex impacts of fire contaminants.
47. Approval of recommendations is sought to enable and enact further change to assets, facilities and practices directly impacting the health and safety of fire and rescue personnel.

RECOMMENDATION

48. That £1.3m funding be approved for inclusion in the 2024/25 budget subject to affordability by the HIWFRA Full Authority to implement 2024/25 improvements.
49. That the creation of two new establishment posts, to manage the equipment implications and to continue research and development, and their associated revenue budget be approved for inclusion in the 2024/25 budget subject to affordability by the HIWFRA Full Authority.
50. That the ambition to utilise the new capacity within research and development to lead and influence, including via the National Fire Chiefs Council and wider fire sector be noted by the HIWFRA Full Authority.
51. That the funding for equipment and PPE is considered as part of the Medium Term Financial Plan to be reported to the Authority in February 2024 be noted by the HIWFRA Full Authority.
52. That the need for future investment for On Call fire stations, subject to a further report being presented for consideration, be noted by the HIWFRA Full Authority.
53. That the need for future investment in the management and decontamination of vehicles, subject to a further report being presented for consideration, be noted by the HIWFRA Full Authority.

APPENDICES ATTACHED

54. Appendix A - Managing Fire Contaminants – Exempt Funding Detail (confidential/exempt appendix)

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