

Strategic Risk Assessment

Hampshire Fire and Rescue Service
2019-2020



**HAMPSHIRE
FIRE AND
RESCUE
SERVICE**

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Foreword

Hampshire Fire and Rescue Service (HFRS) understands the need to respond to change within the Service, coupled with the importance of identifying and responding to risk. Over the last few years there have been many change programmes and initiatives to assist us moving forward.

Between 2016/17 and 2017/18, we experienced one of the largest programmes of change activity within HFRS (Risk Review and Service Delivery Redesign), coupled with how we manage our IT infrastructure platform (ICT Transformation). We have begun to strengthen our resilience by introducing smarter working environments for our staff and our ability to respond to operational demand.

As our Service continues to evolve, we recognise the importance of timely and accurate data in support of informed decision making. In order to identify emerging trends and areas of risk for improved planning, HFRS Performance and Assurance teams are introducing more accessible performance information to enable us to proactively monitor data in real-time.

Our HFRS Estates teams are completing an extensive program of works in support of our operational locations and Service Headquarters, supporting partnership co-location working with Hampshire Constabulary, encouraging close working relationships with our Blue Light partnerships.

Over the last 18 months, we have welcomed our new Chief Fire Officer, who has enabled the establishment of our new organisation model to support continuous improvement working. Under the Directorates of Risk and Strategy, Operational Response, Enabling Services and Performance and Assurance, our Service will continue to evolve and develop.

As we move forward with a new Combined Fire Authority (Hampshire and the Isle of Wight Fire and Rescue Services), combined with the unknown impacts of Brexit, our ability to identify risks and monitor our performance has grown in importance in addition to our planning and operational work.

In 2018 we also experienced our first HMICFRS review. This provided us with valuable insight and opportunity to review and improve our organisation. Therefore, as we approach 2019/20, we face a combination of new and dynamic challenges ahead of us. Our capability to understand our organisation (operations, practices, workforce), capitalise on technology, our partnerships, and how we understand and serve our community is of increasing importance as we continue to evolve.

Executive Summary

The purpose of this document has been to identify and record the significant risks that are present within Hampshire. By understanding the nature of these risks and how members of the communities we serve, and our staff, may be harmed by them, HFRS is better placed to ensure that suitable measures for mitigation are in place.

Risk is often seen as a negative occurrence, or the chance of something unpleasant happening which may cause injury or loss; however, risk is an element of uncertainty and can therefore also provide opportunity. By exploiting opportunities that risk presents, we can provide positive impacts such as innovative ways of working that have not previously been identified.

The Strategic Assessment of Risk (SAOR) will support the development of the Fire Authorities Integrated Management Risk Plan (IRMP) and feed into our aims and objectives outlined within our HFRS Service Plan.

Key Findings

1. Ageing Population

The main findings of this SAOR identify that our communities are changing. People are living longer; leading to changes to physical wellbeing, mental health and to the increased potential for social isolation. Indeed, it is widely recognised that those most in need are often those who are the most difficult to reach. To address this, the Service is developing the way that we deliver our prevention services, to ensure that effective, integrated ways of working with our partners takes place on an individual level.

Furthermore, when looking to predict those most at risk of fire, HFRS has traditionally used Exeter data. However, future targeting methods may need to be reviewed to incorporate wider demographic or vulnerable groups to ensure that the Service is able to concentrate resources where they are most required. Fuel Poverty affects many households in Portsmouth and Southampton areas, including our rural communities (please refer to section 3.8).

- **Review our strategy on elderly and more vulnerable residents and areas.**

2. Partnership Collaboration (availability of data)

Recent fatalities have highlighted the need for closer alignment and more practical approaches to sharing data on those most vulnerable. Currently HFRS have existing practices of alignment with local authorities and partnerships. However, there are a lack of common tools (between partnerships) and data demand is dependent on need by individuals or by group support. Despite existing working relationships between partnerships such as HCC, SCAS and Hampshire Constabulary, there remains the need to support and pursue the ability to integrate data sets between partnerships and operational leads; to share data with confidence between partnerships to ensure the most vulnerable are highlighted and managed appropriately.

In addition, to aid support of performance management, feedback from partnership sign-posting/referral activities should be more actively sought in order to gauge the success of referrals made. The failure to do so, or to provide appropriate levels of resourcing, will increase the risk of our inability to fully understand the success of initiatives and their supporting programmes and reduce the effectiveness of HFRS Performance Management. This may (speculatively) affect the likelihood of fire fatalities or casualties for those most vulnerable.

- **Review our data needs, partnership activities, supporting resources, review/seek common information tools and review better sharing protocols.**

3. Housing Increases

The forecast for housing stock within Hampshire is set to increase by 2024.¹

An increase in the number of dwellings could be assumed to lead to a corresponding increase in the likelihood of dwelling fires. However, owing to fire safety regulations in new housing construction and building methods, the likelihood of dwelling fires maybe reduced, however this still remains a risk.

Single occupancy households are set to become more common across Hampshire. Although living alone may not necessarily affect an individual's fire risk; when combined with other factors such as demographic characteristics, age, recent bereavement, mental and physical health/wellbeing and living environments (such as community types), these can contribute to an individual's circumstances which put them at a higher risk of having an accidental dwelling fire that may result in death or injury.

- **In addition to Findings 1&2, review working partnerships and research to build greater understanding of our residential communities, and factors which influence vulnerability.**

4. Financial and Planning Awareness Needs

A Medium-Term Financial Plan (MTFP) is taken to the Authority on an annual basis and is used to forecast the financial position over the short to medium term. This allows forward planning for budget reductions and other significant organisational changes. The current position shows that an anticipated £4m of further budget reductions will be needed to balance the budget by 2021/22 (refer to Section 7 for further information).

- **HFRS must continue ensure best practices with financial planning, management of budgets and assurance activities to projects.**

5. Brexit (issue or partnership concerns)

Given the uncertainty and the complexity of this agenda, it is very difficult to have a clear determination of the key strategic issues facing the Service post Brexit. However, the potential impacts on the United Kingdom of a 'no deal', 'soft', 'clean' or 'hard' Brexit., An example of this can be seen at the end of the transition period with the identified reasonable worst-case scenario showing the potential of significant delays at Ports (specifically Portsmouth International Port) resulting in associated traffic congestion.

HFRS along with partners in the HIOWLRF continue to plan for appropriate reduction to this risk with clearly identified strategic aims to ensure continued Service Delivery. This specifically includes the risk of being able to maintain emergency response cover to impacted communities of Hampshire.

- **To continue to monitor our ability to respond and provide Services to Hampshire.**

¹ HCC - Hampshire, Portsmouth & Southampton Small Area Population Forecasts (SAPF) 2017 based.

6. Climate Change and Adverse Weather

The Met Office predicted impact of climate change has estimated that on average, summer periods may become drier. This may lead to an increase in those most vulnerable from adverse heat conditions (dehydration).

Drier summer conditions may lead to increased risk of grass and heathland fires in open areas.² In the last two years, open fire incidents have followed this predicted pattern and increased in periods of dry warmer conditions. Recent years the Met office have reported varying extremes of weather patterns, notably flooding. Seasonal rainfall over winter is expected to increase, which may increase the risk of flooding.

Although adverse weather conditions cannot be easily predicted, the resources and skills necessary to tackle flooding and fires in the open should be considered for review.

- **Review resource and community impacts of adverse weather for incidents and how communities and vulnerable persons are affected by adverse conditions (young and elderly). Please also refer to finding 10.2.**

7. HFRS Workforce

7.1 On Call

The Service has the continued pressure of recruiting and retaining firefighters to work from our on-call stations, especially in rural areas.

This is due to changing dynamics within both residential and business communities. With job availability and expectations of residents seeking higher salaried work further away from home, coupled with less affordable housing stock within villages has led to difficulties recruiting and retaining firefighters to cover several on-call stations within Hampshire. Despite the initial attraction of staff, the ability to maintain staff due to work/life balance remains a challenge to the Service.

- **Review our strategy and approach to supporting our on-call workforce.**

7.2 Diverse Workforce

Our current workforce is predominately white males (84%) with females accounting for (16%), and with 98% of employees identifying themselves as white. The Service recognises that it must both reflect the makeup of the community it serves and sensitively engage with it to ensure effective and consistent delivery of services. Despite a proportionally balanced workforce to county diversity makeup, this remains an area of continued development for the Service owing to the lack of Asian and Black Minority Ethnic groups. This may present a reputational risk to the Service, but also creates an opportunity for the Service to develop more creative approaches to recruitment of staff.

- **Continue our attempts to employ a diverse workforce.** Please refer to sections 3.2 and 3.4 for further information, in addition to findings point 9.

² [www.https://www.metoffice.gov.uk?climate-guide/climate-change](https://www.metoffice.gov.uk?climate-guide/climate-change)

8. Critical Response Times (8/80)

The Risk Review predicted an improvement to response times with the introduction of our new vehicle strategy. Following the trials these new vehicles will be introduced to our fleet over the coming years and although these trials have indicated Despite trials being conducted with modelled response times, evidence illustrates that these are not at the predicted scale we wish to achieve.

Whilst the percentage has fluctuated over the previous year average, an improvement to response times has been seen in 2017/18, however we have been unable to reach the target of 8/80.

In addition, combined with recent decisions involving the new Combined Fire Authority (CFA), as response times differ, consideration should be given to review how conflicting response standards will impact Service performance management as it creates a new risk to our performance data and our ability to view data in a uniform holistic manner.

- **A review of the 8/80 standards has been undertaken by the Service at the time of writing this report and should be pursued.**
- **Review impact of CFA response standards for Isle of Wight (critical and non-critical) and Hampshire.**

9. HMICFRS

Following the 2018 HMICFRS visit report for HFRS, the Service was rated in the following diagnostic areas:

Effectiveness

- Rating: Good
- Improvement required on how the Service protects the public with fire regulation

Efficiency

- Rating: Good

People

- Rating: Requires Improvement
- Improvement required in the way the Service looks after its people, specifically in ensuring fairness and promoting diversity, promoting right values and culture, and managing performance and developing leaders

In responding to the HMICFRS Inspection reports we have considered every element of the inspection and subsequent reports. An Action Plan has been developed which focusses on the 'Cause for Concern' as well as the 'Areas for Improvement' giving our analysis and what we intend to do about the issues raised.

It is our intention to provide the best fire and rescue services to our communities and so we will also be working on those areas where we were assessed as 'Good', to assess how we can achieve an 'Outstanding' assessment in the future. We believe that focussing on all round improvement, rather

than just a few weaker areas, will produce much more effective and sustainable improvements to our services.

Although these have not been presented as risks by HMICFRS, they could become risks to the Service if not addressed either by their impact to the Service/community, or reputational damage within the Fire and Rescue community. These are suggested areas for review in support of improvements.

Please refer to HMICFRS HFRS plan for agreed actions in response to these areas.

<http://bit.ly/HMICFRSActionPlanWebsite>

10. Operational Incidents

10.1 Accidental Dwelling Fires

Accidental dwelling fires remain a risk to the Service, despite both the decrease in trend over the four years for both Hampshire and England. Recent figures have revealed an increase (mirroring figures from 2015/16) therefore returning to levels from 3 years ago.

- **Review of prevention activities in support of this incident type.**

10.2 Deliberate Fires

Deliberate fires (secondary) are increasing both within Hampshire and nationally. As grass and refuse fires fall into this incident category, the increase can be attributed to the warmer weather conditions. Due to this increased fire risk and the additional demand it places on our resources, the causes of these increase should be investigated further.

- **Review of deliberate secondary fires, potential impacts to Service resources and communities. Refer to finding 6 (Adverse weather conditions)**

10.3 False Alarms

False alarms have increased in 2017/18 compared to the previous year and in line with national trend increases. Although there is no risk to life, it does impact our resources and remains our highest incident type within the Service.

- **Review of False Alarms and supporting partnerships (building management organisations).**

10.4 RTCs

Although the number of Road Traffic Collisions (RTCs) have remained relatively stable over the four years, they continue to be a cause for concern. Our roads are getting busier and RTCs frequently lead to devastating, life changing consequences. This is reflected both nationally and locally with our Blue Light Partner agencies such as Hampshire Constabulary and South-Central Ambulance Service (SCAS).

- **Review of prevention strategies and continued support into research working with Blue Light and partnership agencies.**

10.5 Effecting Entry / Exit (Medical)

These incidents have increased considerably. This may present a risk due to appliances being delayed at the scene due to safeguarding issues or waiting for SCAS to arrive. Further research is

required to fully understand the context and impact to the service, as this does increase resource use.

- **Review of resource impacts and agreements with partnership agencies.**

10.6 Co-responding (Medical)

Since the introduction of the National Ambulance Response Programme (November 2017), the level of co-responding incidents we attend has notably declined in incident numbers. This is a national decline for all Fire and Rescue Services.

- **Review of resources and locations for Co-responders.**

Background

The Fire and Rescue National Framework identifies new challenges that we must deal with such as the continued threat of terrorism, impacts of climate change, impacts of an ageing population and financial needs to reduce the national deficit.

In pursuit of Hampshire Fire and Rescue's vision to 'Make Hampshire Safer', it is important that these wider challenges are understood to help us plan to achieve our strategic objectives in a more informed manner.

To ensure that our Integrated Risk Management Plan (IRMP) remains relevant and reflects the wide landscape in which we operate we carry out a Strategic Assessment of Risk (SAOR). This ensures that risk management combined with intelligence and analysis, drives our informed decision-making within Hampshire Fire and Rescue Service (HFRS).

This report is based on data periods 01 April 2014 to 31 March 2018 and investigates both external and internal influences of risk to Hampshire and identifies both challenges to our organisation and those of the service we provide.

National data sets have been used to provide benchmarking comparators to certain areas of risk or concern, providing context to Hampshire's risk and to identify national risk trends.

1. Our Aims

1.1 HFRS Service Plan Aims

The corporate aims set the direction of traffic in achieving our objectives of making Hampshire safer. We focus our resources on these areas and use them to develop and deliver the activities we set out in our Service Plan 2015-2020.

- **Knowledge:** we will optimise our use of knowledge to plan and deliver better services for the public.
- **Technology:** to improve the technology we deploy to increase quality, agility and reduce cost across our business, establishing it as a driver for innovation and improvement.
- **People and leadership:** our people will understand expectations on goals, standards and behaviour, and feel motivated and equipped to perform highly.
- **Assets and money:** we will improve the return on our physical assets and use medium-term financial planning to ensure we effectively prioritise our resources.
- **Communications and engagement:** we will develop targeted communications and engagement opportunities with our stakeholders to improve our services.
- **Working with partners:** we will place partnerships at the heart of all our work.
- **Responding to incidents:** we will continue to improve the way we respond to and support incidents.
- **Creating safer communities:** to reduce risk across Hampshire by creating pioneering partnerships that target the most vulnerable people and places.
- **Building community resilience:** we will enhance our communities' ability to prepare for, deal with and recover from incidents.

For more details please see: <https://www.hantsfire.gov.uk/about-us/plan/>

2. Our Responsibilities

The Hampshire Fire and Rescue Authority (HFRA) is a combined Fire and Rescue Authority (CFA) constituted under section 4 of the Fire and Rescue Service Act 2004. It is legally required to enforce fire safety legislation and to reduce the risk of fire causing death, serious injury and property related losses to the community. It must also make provision for rescuing people in the event of road traffic collisions and for protecting people from serious harm arising from road traffic collisions in the Hampshire area. The HFRA is legally responsible for the enforcement of the Regulatory Reform 2005 (Fire Safety) Order which is applicable across England and Wales. This Order places the responsibility on individuals within an organisation to carry out risk assessments to identify, manage and reduce the risk of fire within public and commercial buildings.

The HFRA meets six times a year and is made up of 10 elected members from the following constituent authorities:

- 8 members from Hampshire County Council
- 1 member from Portsmouth City Council
- 1 member from Southampton City Council

The HFRA also has a Standards and Governance committee which meets twice a year attended by six elected members. **For more details about our Constitution, please see:**

<https://www.hantsfire.gov.uk/about-us/who-we-are/hampshire-fire-and-rescue-authority/constitution/>

2.1 Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)

In the summer of 2017, HMIC commenced inspections of England's Fire & Rescue Services, assessing and reporting on their efficiency, effectiveness and leadership. To reflect this new role, their name changed to Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

The inspection assesses how effectively and efficiently Hampshire Fire and Rescue Service prevents and protects the public against and responds to fires and other emergencies. It also assesses how well it looks after the people who work for the Service. HFRS have a responsibility to produce an action plan to respond to the findings from the HMICFRS inspection.

2.2 How we identify risk

In order to identify and mitigate risk, Hampshire Fire and Rescue Service (HFRS) conducts periodic assessments of risk to help us to consider the potential impacts or influences, of both external and internal factors to our organisation. Where we identify risks, we take appropriate action. As a Service we review risk on a regular basis as part of our continuous improvement and planning process. This includes identifying risks we face and how we plan to address or reduce risk through ongoing support of HFRS initiatives or partnership activities.

The information within this document is based on current and historical risk data which is presented to inform our plans and strategies both now and in the future.

The Strategic Assessment underpins our corporate planning process and aims to strengthen our Integrated Risk Management Plan (IRMP), which we have a statutory duty to provide. Whilst the IRMP summarises how, through planning, we consider fire and rescue related dangers that could

affect our communities and how we aim to address them, the Strategic Assessment provides context and detail to these risks, to assist our organisational planning process.

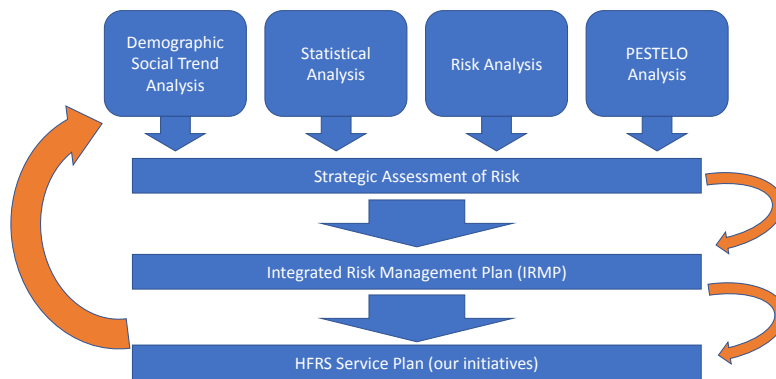
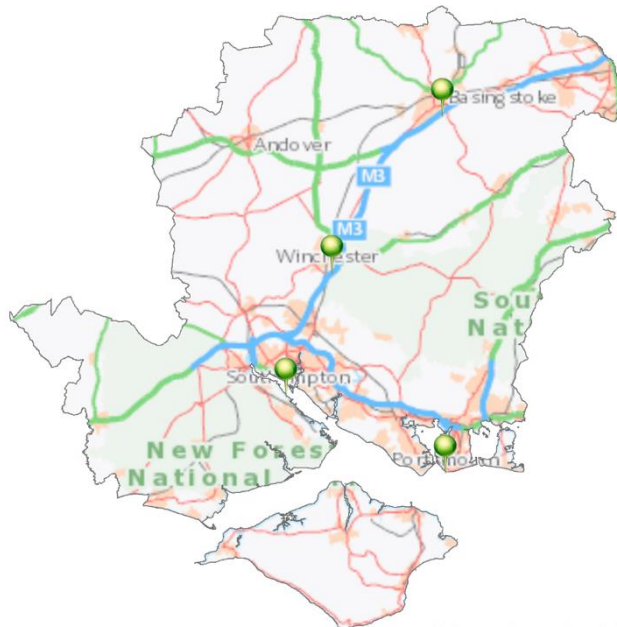


Figure 1 HFRS Strategic Assessment Process

The environment in which we operate is constantly changing and new risks to our communities will always emerge. It is our job to ensure that we continually assess these changing risks and ensure we keep the communities of Hampshire safe through our assessment of risk and prioritising our response to those risks. In addition to our annual process we continue to analyse any emerging opportunities and threats throughout the year through our normal risk management processes which incorporate both domestic and commercial risk.

3. Hampshire: About our county

Hampshire is in the South of England and covers 3,700 square kilometres (1,400 square miles), with a population of 1.85M (2019) residents dispersed in rural, urban and coastal living areas.



Ordnance Survey data © Crown copyright and database right 2018. OS 100030994.

Figure 2 Map illustrates the county, highlighting key town and cities (Portsmouth, Southampton, Winchester and Basingstoke).

Hampshire is bordered on three sides by land, with Dorset & Wiltshire located to the west, Berkshire and Surrey to North and North East, West Sussex to the East and the South bordered by The Solent Sea Channel. Hampshire is rich in history with two national parks and many historical places of interest and a variety of national heritage sites ranging from Winchester Cathedral to The Mary Rose and HMS Victory located at Portsmouth Historical Dockyards. The map above illustrates the county, highlighting key cities/towns (Portsmouth, Southampton, Winchester and Basingstoke).

With excellent transport links and located an hour from London, the county attracts both seasonal and year-round travel and tourism to the region. There is a commercial airport in Southampton, daily commercial ferry operations running from Portsmouth and Southampton, operating locally to the Isle of Wight and European destinations.

The geography of the county is varied with a combination of large residential urban, industrial areas, such as Southampton and Portsmouth, with growing residential populations and business park areas surrounding Winchester and Basingstoke. In contrast, large areas exist of rural countryside (The New Forest, Meon and Test Valley) with small communities and remote villages linked to small towns with many thatched and listed properties. This illustrates the variety and changing dynamics of the county. Rural Hampshire covers 83% of the county with urban areas accounting for the remaining 17%.

The county boasts two national parks, The New Forest and the South Downs, with four key areas of outstanding natural beauty (AONB), North Wessex Downs, Cranbourne Chase, West Wiltshire Downs, Chichester Harbour and the East Hampshire (which is part of the South Downs National Park). Therefore, open and wildfires can pose a risk to the local communities, wildlife/conservational areas and tourism trade such as the New Forest.

3.1 Transport Infrastructure

Hampshire benefits from great transport links from around the UK by road and rail. Major motorways (M3, M27 and A3M) service the county from the west (Dorset) to the East (West Sussex) and from the south from Portsmouth through to Winchester (M3, A34) and Basingstoke into London (M3). These are supported by a series of arterial roads throughout the county, all of which, can suffer from heavy traffic congestion in peak travel and seasonal holiday periods.

Southampton International Airport provides quick and easy access to major airports such as London Heathrow and London Gatwick, encouraging both domestic and commercial travellers. See section 7 for more information on the Infrastructure risks.

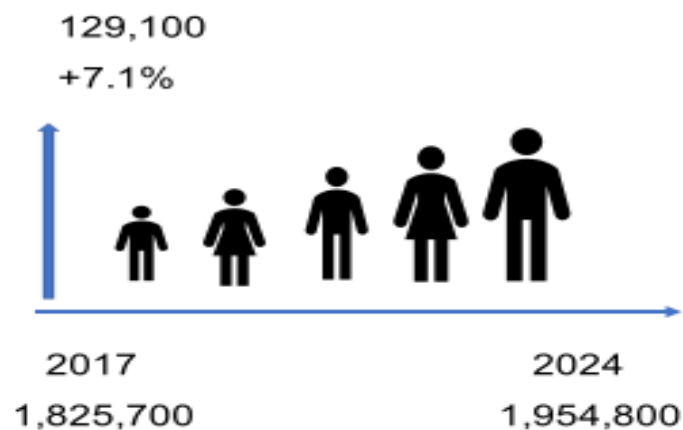
In January 2019 work commenced on the implementation of a new SMART 4 lane motorway on the M27 between junctions 4 to 11. This will be fully operational in 2021.

3.2 Population, Demographics & Geographic's of Hampshire

Hampshire comprises three authority areas with 11 district councils in the Hampshire County Council area. There are two unitary authorities of Portsmouth and Southampton. The usual resident population for Hampshire according to the 2011 Census was 1,759,726, this shows a growth in population of 6.3% or 77,700 people since the last Census in 2001.

Southampton has the largest population of the 2 authorities and 11 districts (236,882) and Gosport is home to the smallest population (82,622).

The population of Hampshire is set to increase (2017 onwards) from 1,825,700 to 1,954,800 by 2024³.



When comparing the three authorities of Hampshire to the national averages for England, the statistics show the same, with a higher proportion of people living in Hampshire in the two age groups of: 25-44 and 45-64-year-olds⁴.

3.3 Population Forecasting

Expected population projections from Hampshire County Council over the period of 2017 to 2024 show that for the three authority areas in Hampshire a 7.1% increase is projected over the next seven years, making an expected population total of 1.954 million.

³ <https://www.hants.gov.uk/landplanningandenvironment/facts-figures/population/estimates-forecasts>

⁴ file <https://www.ons.gov.uk/file?>

Basingstoke and Deane are expected to see the greatest increase by 2024 in population by 18,600. This is followed by Eastleigh with an increase of 17,100, Winchester 14,800 and East Hampshire with an increase of 12,300. Gosport will have the smallest increase with 1,600.

There is forecast to be an 8.6% increase (or 67,700 additional dwellings) by 2024, up from 784,700 dwellings in 2017, particularly the Welbourne development near Fareham and the Manydown development in Basingstoke. This may represent an opportunity to recruit fire-fighters to the on-call duty system and to look at the location of our fire stations.

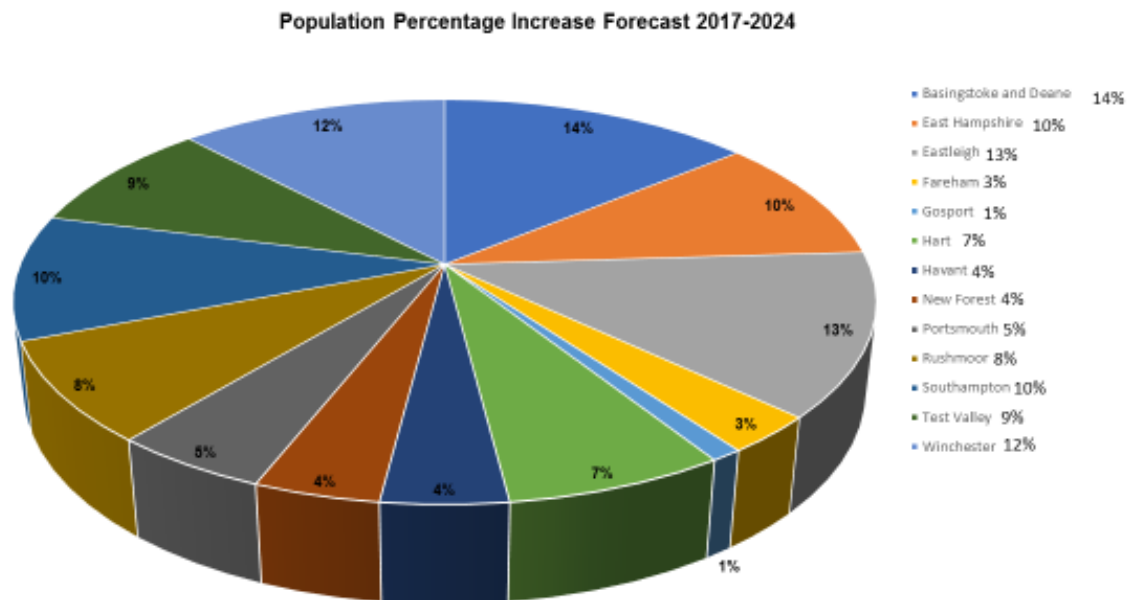


Figure 3 Percentage increase in the Small area population forecast from 2017 to 2024⁵.

3.4 Cultural Diversity

Ethnicity across the county is diverse; the largest ethnic group in the county identify themselves as being white (93%), whilst Asian/Asian British group form 4% of the population with black minority ethnic (BME) group form 2% of the population.

Within the three authority areas in Hampshire, the highest proportion of the population who are Asian/Asian British, is in Southampton at a total of 19,892 (4%); this rate is nearly three times greater than Hampshire's average. In contrast Gosport Asian/Asian British population accounted for only 1% of its total population (1,073 people).

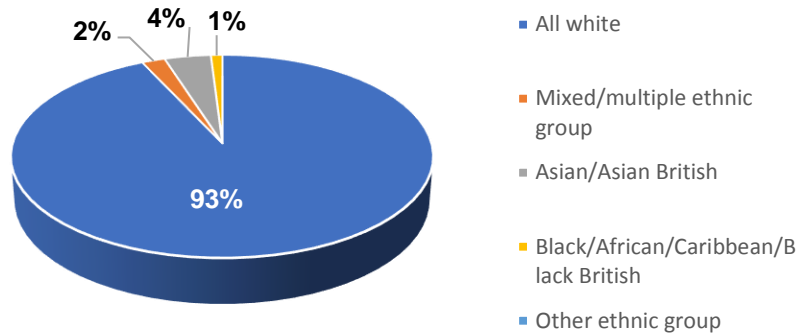
According to the 2011 census, 96% of all households in Hampshire had English spoken by all the people within them aged 16 and over as a main language. The national average of households for England and Wales in this category was 91%.

HFRS's current workforce is predominately white males (84%), most of these are frontline staff. Green book staff (non-uniformed staff) are evenly split between female (49%) and male (51%). Most of the workforce identifies themselves as white (98%). This represents the ethnicity spread across the county and is proportional to our current workforce. However, the Service recognises that it must

⁵ Small Area Population Source. <http://www3.hants.gov.uk/factsandfigures/population-statistics>

both reflect the makeup of the community it serves and sensitively engage with it to ensure effective and consistent delivery of services. HFRS are committed to recruitment of a diverse workforce and will therefore continue with a programme of activity in pursuit of this aim.

Hampshire's Cultural Diversity



HFRS's Cultural Diversity

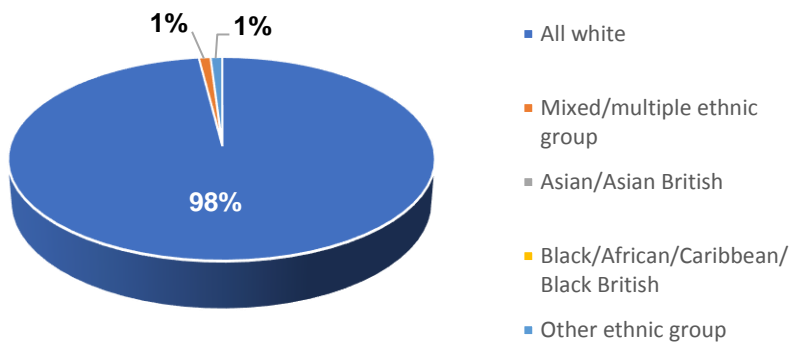
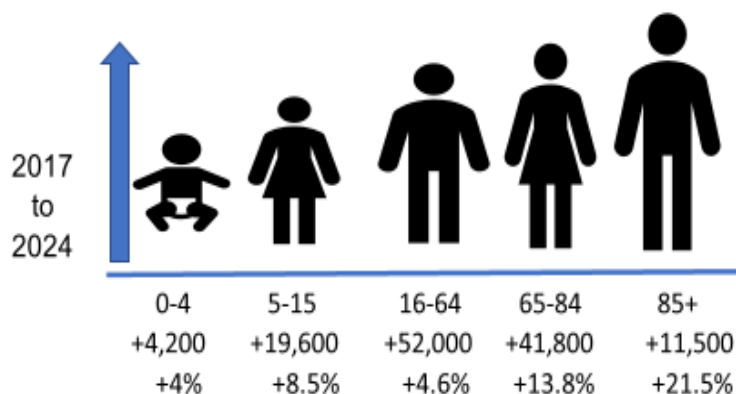


Figure 4 Cultural population within Hampshire (2011 Census) and HFRS.

3.5 Ageing Population

The population of Hampshire is ageing with increases predicted mainly amongst the older age groups. The proportion of the 85 years and over population is expected to increase by 21.5%, to 64,975 people by 2024⁶. The proportions of dependent populations (both old and young) compared to working aged populations are also set to increase. Elderly living alone in their own homes is forecasted to increase overtime.

⁶ <https://www.hants.gov.uk/landplanningandenvironment/facts-figures/population/estimates-forecasts>



This growing number of people aged over 65 and above presents significant challenges not only for HFRS, but also for our partners as demand increases for services. To address this HFRS works collaboratively with partners to identify and support the most vulnerable individuals within our communities. At a community level delivering a joined-up service with our partners ensures the most effective assessment of need is undertaken. HFRS continues to develop its preventative activities which look to improve our community’s health and wellbeing to keep people safer in their homes.

3.6 Hampshire 2050

Hampshire 2050 is the Commission of Inquiry that is considering evidence and key issues to inform a Vision for Hampshire 2050. The commission will guide and contribute to the future prosperity, quality of life, and protection and enhancement of the character and environment of Hampshire. It will also provide the framework for which future strategies and ways of working will be packaged.

3.7 Welfare and Deprivation

Deprivation is measured across England through the combined Index of Multiple Deprivation 2015 (IMD 2015) which is the official measure of relative deprivation for small areas known as Lower Level Super Output Areas (LSOAs) in England.

The English Indices of Deprivation are based on separate indicators which are organised across seven distinct domains:

- Income Deprivation;
- Employment Deprivation;
- Health Deprivation and Disability;
- Education, Skills and Training Deprivation;
- Barriers to Housing and Services;
- Crime;
- Living Environment Deprivation.

This allows all 32,844 LSOAs to be ranked according to how deprived they are in relation to each other.

Types of deprivation are often associated with each other, for example health combined with the influence of an individual’s living environment and lifestyle choices can all add to vulnerability. These in turn can present hazards and risks that an individual may be susceptible to due to their circumstances. In 2015 Hampshire had 44 of its LSOAs in the top 10% of the most deprived neighbourhoods in England. These included 9 in Hampshire County Area, 16 in Portsmouth and 19 in Southampton as illustrated in the map below.

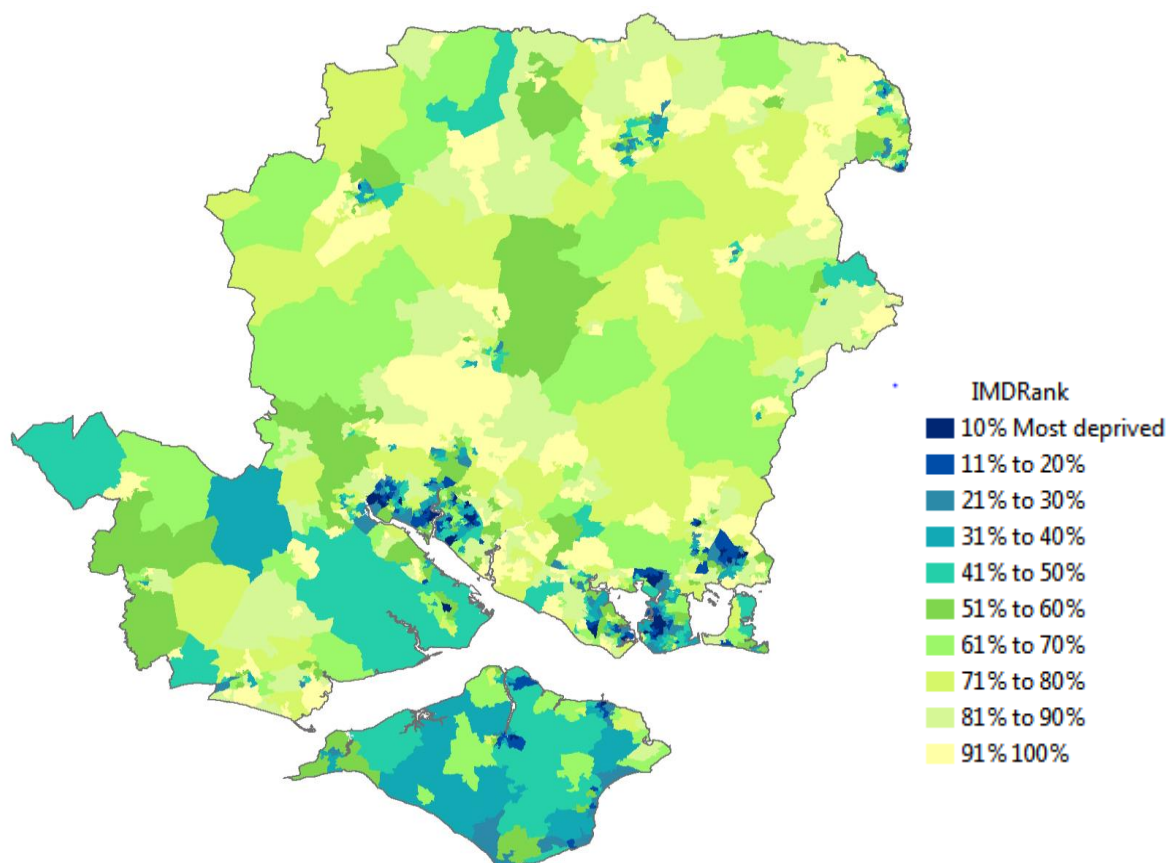


Figure 5 Map illustrates the IMD rank across Hampshire

3.8 Fuel Poverty

Fuel poverty (FP) is defined through low income and high energy cost; a household is fuel poor if they have fuel costs that are above the national median level average, meaning if they were to spend the amount required on fuel, they would be left with a residual income below the official poverty line.

The proportion of people living in fuel poverty across Hampshire is significantly lower than the national average. Levels vary with exceptions in the unitary authority of Portsmouth and Southampton.

FP levels appear highest for those living in the most rural communities. Forecasts suggest a rising elderly population, those aged 85 and over, particularly in rural areas, this coupled with probable increases in fuel prices might give rise to greater disparities in the coming years⁷.

In Southampton, an estimated 10,000 households are in fuel poverty, which is 10% of all households in the city⁸.

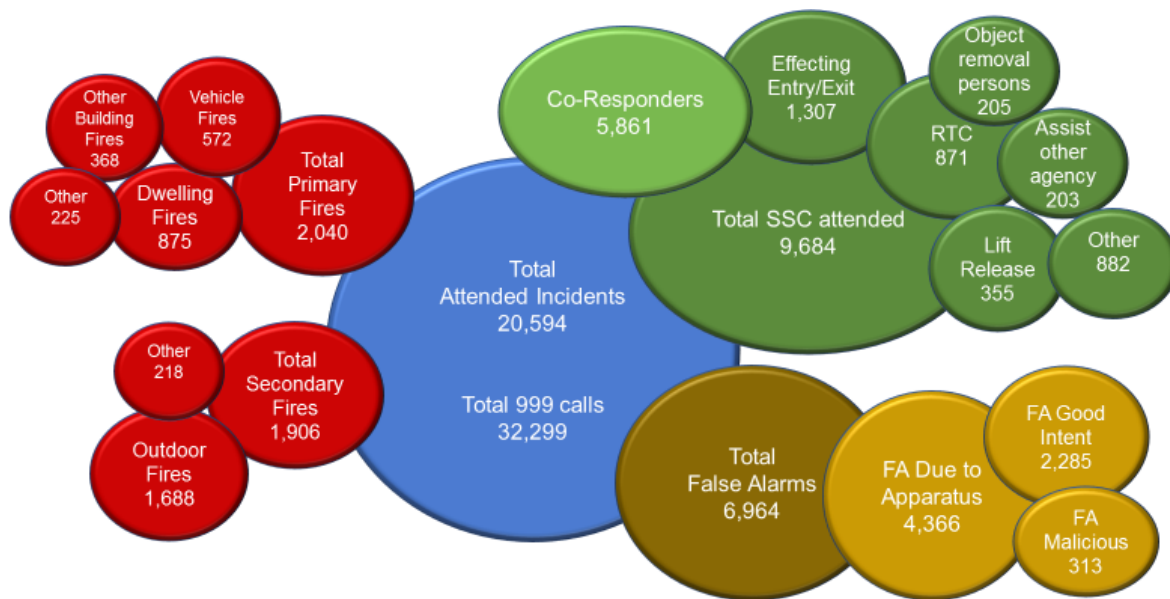
Fuel poverty can lead to a range of adverse effects from health issues including a rise in winter deaths which may be attributed to people living in cold unheated homes, to an increase in fire risk from people using what are deemed to be unsafe forms of heating (which are often poorly manufactured) or from counterfeit electrical products. To mitigate this, HFRS runs an annual winter

⁷ <http://documents.hants.gov.uk/countryside/2016-Fuelpoverty.pdf>

⁸ <https://www.southampton.gov.uk/news/article.aspx?id=tcm:63-398526>

safety campaign which aims to help those who are most vulnerable in our communities. Individuals who are deemed at high risk are offered free Safe and Well visits and through our continued work with our partners we run a variety of local campaigns designed to target these specific groups.

4. Operational Incidents and Initiatives



Top Emergency Incidents (01 April 2017 – 31 March 2018)

3 main categories shown are: Fire (Primary/Secondary), False Alarm, Specialist Service Call (including co-responding)
 These do not include all incidents that HFRS attend. Please refer to the incident tables illustrated within this section

Each year the Service attends calls to a range of incidents, each posing a different threat to the community and our staff. These incidents are recorded in the IRS (Incident Recording System), which is used by all English fire and rescue services. Data is used by the Service and provided to the Home Office. The system classifies each of these incidents into one of three overall categories:

- Fire
- False Alarm
- Special Service Calls (SSC)

False alarms are steadily increasing in all categories. (also refer to 4.6).

False Alarm due to apparatus in non-domestic buildings has seen a slight decrease in 217/18. A lot of work has been focused on reducing these types of calls to non-domestic properties and is evident by the slight reduction in these call types. There is also an increasing trend for false alarms attended by FRS in England.

RTCs have remained relatively stable over the four years, with a decrease in 2017/18. In contrast the national figures for FRS in England are increasing. Please refer to section 4.7.

Hampshire	2014/15	2015/16	2016/17	2017/18	Sparkline
All Fire Casualties	147	109	87	103	
Accidental Dwelling Fire	801	806	781	808	
Non-Domestic Buildings	319	421	390	368	
Deliberate Fires	1159	1151	1262	1359	
False Alarms	5805	6015	6706	6964	
RTCs	888	836	888	871	
Co-Responder	0	12260	9148	5861	
Effecting Entry/Exit	379	789	1204	1307	

Figure 6 Incidents 2014/15 to 2017/18 within Hampshire. The lowest and highest points are indicated on the sparkline.

England	2014/15	2015/16	2016/17	2017/18	Sparkline
All Fire Casualties	7588	7664	7092	7299	
Accidental Dwelling Fire	28318	28355	27237	27525	
Non-Domestic Buildings	15560	16024	15859	15577	
Deliberate Fires	68520	73669	76138	80721	
False Alarms	215853	214373	2233884	225967	
RTCs	29088	30882	29900	30016	
Co-Responder	14168	28540	37919	26135	
Effecting Entry/Exit	15503	17550	20625	24079	

Figure 7 Incidents 2014/15 to 2017/18 for FRS in England. The lowest and highest points are indicated on the sparkline.

4.1 Fire-related Fatalities and Casualties

The Service focuses resources on reducing the number of people that are killed or injured in fires in Hampshire. This section of the report will identify key facts from analysis of Hampshire incidents.

Analysis of dwelling fires in Hampshire where fatalities have occurred has shown the victims are likely to be elderly. The demographics show they are most likely to be residents of settled urban communities with a strong sense of identity and families with limited resources who must budget to make ends meet.

Most of the dwelling fires involving fatalities occurred over night when occupants are asleep and not alerted to the early stages of the fire. The most common hours for a dwelling fire fatality over the four years is being evidenced between 22:00 and 07:00 respectively. These fires often involve discarded smoking materials, which is in line with national findings.

As well as needing to develop our own methods of collecting information about those most at risk, we do not yet have full access to information held by partner agencies that will support us in targeting our activity towards those most at risk of dying because of a fire.

Analysis of fire casualties provides a different picture of vulnerability, with those in younger and middle-aged groups being more likely to become a casualty. Incidents are relatively minor, discovered at early stage, and occur during the early evening. Cooking is the primary cause of these incidents with the most common injury being overcome by gas, smoke or toxic fumes: asphyxiation. The early discovery and mobility of victims enable early evacuation of the premises thus reducing the seriousness of injuries sustained.

Although the overall trend for fire casualties in Hampshire over the four years is decreasing, 2017/18 has seen an increase. National trends have also seen the same pattern. Currently, we are unable to clarify the reason for the increase in this national pattern.

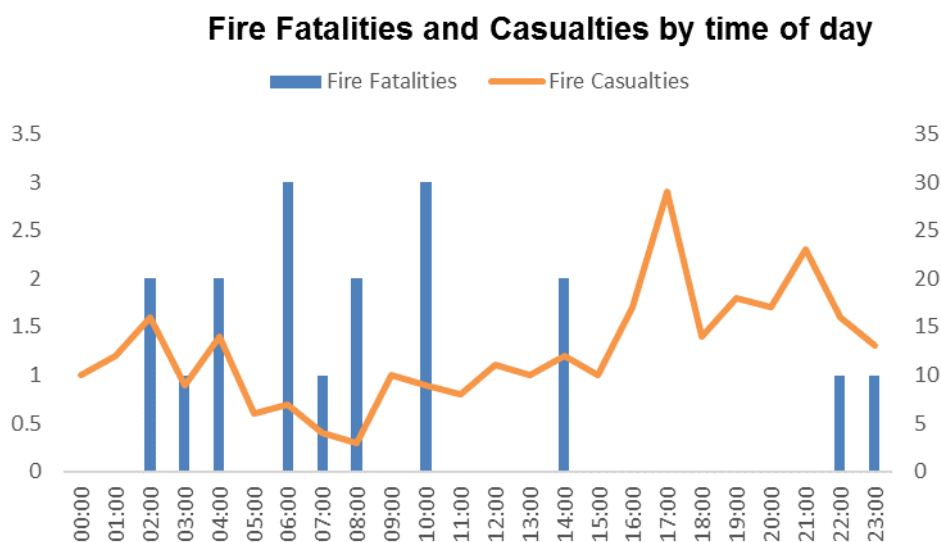
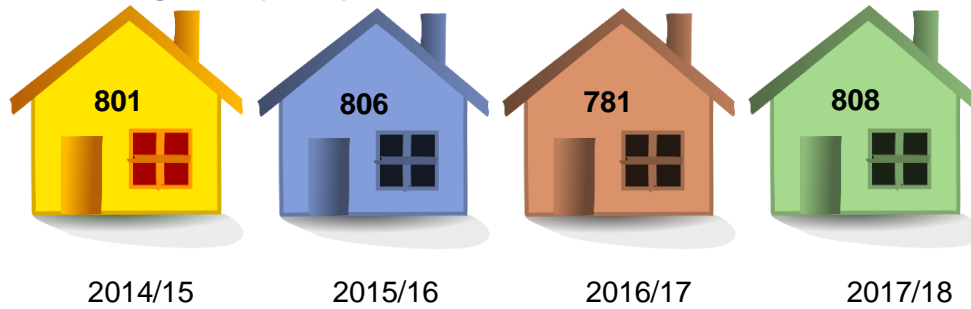


Figure 8 Fire fatalities and casualties over the four-year period by time of day.

4.2 Accidental Dwelling Fires (ADFs)



The trend in Accidental Dwelling Fires have been a reducing one over the four years, however like fire casualties these have increased in 2017/18. National figures also show a decline over the four years, but an increase in 2017/18. This, combined with the knowledge that fire fatalities and injuries are most likely to occur in domestic environments, make ADFs a significant risk. Currently, we are unable to clarify the reason for the increase in this national pattern.

Current estimates put the number of dwellings in the county at approximately 799,920. This number will increase as the population grows and structures of households change in the future. Some of the most serious fires that the Service attends occur in dwellings. The Service dedicates significant resources to reduce both the number and seriousness of these incidents.

ADFs are most likely to occur in the early evening and involve cooking; this is linked to the fact that a significant number of the population will be involved in cooking meals and are most likely to be injured. The injuries are likely to be slight; the fire discovered quickly and often out before the Service arrives.

4.3 High Rises (Dwellings)

The Grenfell Tower fire occurred on 14th June 2017 at the 24-storey Grenfell Tower block of public housing flats in North Kensington, Royal Borough of Kensington and Chelsea, West London. It has caused 72 deaths and over 70 injuries. This is the biggest loss of life from fire in the UK in a generation.

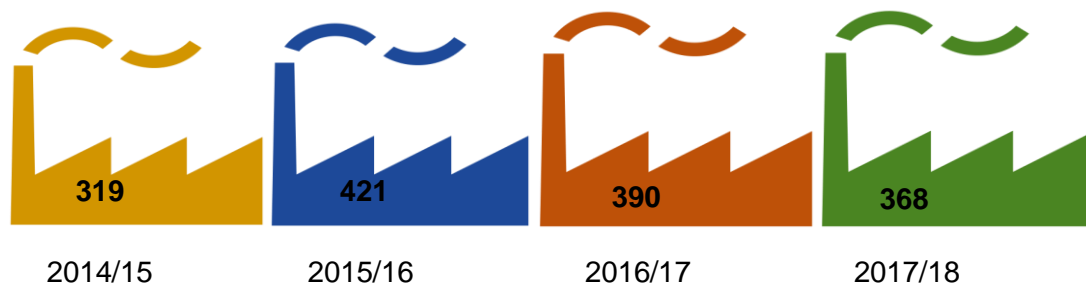
At the time of writing this report the Public Inquiry is still ongoing and phase 2⁹ could be delayed until 2020. Police and Fire Services believe the fire started accidentally in a fridge freezer on the 4th floor. The rapid growth of the fire is thought to have been accelerated by the building's exterior cladding, which is of common type in widespread use.

Following the fire an independent review of building regulations and fire safety has been launched and a co-ordinated Fire and Rescue Services inspection of high-rise premises has been undertaken.

From a Hampshire perspective HFRS have undertaken an inspection programme of all high-rise premises that have been identified for inclusion via the National Fire Chief's Council. Inspectors have visited all 272 high-rise buildings in Hampshire. Of these 272 buildings, 27 were found to have cladding. Plans are in place for all 27 high-rises with cladding, with some cladding being removed.

⁹ Phase 2 - attention on the critical circumstances and decisions which enabled such a devastating event to occur.

4.4 Fire in Non-Domestic Buildings



Non-domestic properties are defined as all other residential and non-residential buildings and include locations such as hospitals, schools, leisure facilities, care homes, hotels, offices, private sheds, private garages shops and premises such as factories and chemical plants.

Although the number of incidents decreased in 2017/18 compared to the previous year the trend for non-domestic building fires is showing an increase. However, the overall national trend is declining.

Statistics show that over the period of the last four years HFRS have responded to twice as many accidental dwelling fires (ADFs) as non-domestic buildings. However, some non-domestic buildings will still pose a significant risk as they may have the potential to be larger than domestic fires, requiring significantly more resources, and with the possibility of inflicting a massive impact on the communities to which they belong.

A fire in non-domestic building has the potential to lead to devastating consequences; from multiple job losses owing to the loss of the building and its contents, to the loss of a building upon which a community is reliant, to the worst-case scenario of the loss of life. Therefore, all fire and rescue services have a legal duty to enforce the requirements of the Regulatory Reform (Fire Safety) Order 2005 (RRO), which requires that a suitable fire risk assessment is undertaken on a commercial building and that appropriate measures are then undertaken to prevent fires and protect against death and injury.

As we remain committed to providing the best possible service to our communities, HFRS has teams of dedicated Fire Safety Inspecting Officers who work in close collaboration with statutory partners and the business owners of Hampshire to ensure that places of work, commercial premises and public access buildings are safe from fire and other types of incident. By undertaking audits of Fire Risk Assessments, information is gathered to provide the responsible persons of a premise with suitable guidance and identify any remedial actions that are required to ensure they, and the premises, comply with fire safety regulations.

The audit information is then inputted into our comprehensive risk-based database CFRMIS. By capturing the data Fire Safety Inspecting Officers can identify high risk premises and plan a risk-based inspection programme.

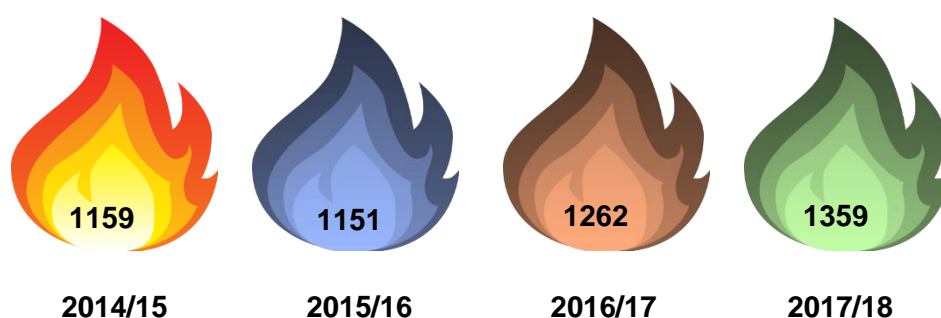
Our Fire Safety Inspecting Officers will always look to educate, inform and advise businesses to support them to make informed decisions and take the appropriate measures to become compliant with legislation. However, if necessary, we will also use our enforcement powers to ensure public safety. Any businesses that do not comply with the law can expect to be subject to a robust enforcement approach and possible prosecution proceedings.

Furthermore, in further support of the businesses of Hampshire, HFRS has now remodelled its Protection function to include Business Safety Advisors; these dedicated resources have been

appointed to assist and support businesses with fire safety, business continuity and the measures they need to incorporate to ensure their premises are as safe as possible.

In addition to the detailed work undertaken by our Fire Safety Inspection teams, Operational Crews also visit commercial properties to gather Site Specific Risk Information. This information is used to provide the key details required should an incident occur at the premises with an aim to minimise the damage to the site whilst keeping our staff as safe as possible.

4.5 Deliberate Fires



Each year the Service attends fires that have been set deliberately. Lives can be put at risk as a result of these fires, property damaged or destroyed, and costs can run into hundreds of thousands of pounds.

From a fire service perspective deliberate fires are recorded in two categories: deliberate primary fires and deliberate secondary fires:

- A deliberate primary is any fire started intentionally involving property and/or casualties and/or involves 5 or more appliances.
- A deliberate secondary fire is any fire started intentionally confined to non-property locations such as derelict building, refuse, trees, derelict vehicle etc attended by four or fewer fire appliances and which did not involve casualties, rescues or any form of escape.

Deliberate fires have increased from 2015/16 year-on-year, although primary deliberate fires have increased it has not been at the same rate as secondary deliberate fires. They are most likely to occur in the urban areas of the county where they can sometimes be linked to anti-social behaviour and criminal problems and are mostly due to grass and refuse fires, which can be partly attributed to the warmer weather conditions. National figures have also seen the same increasing trend over the four years.

Most fires started deliberately are classified as secondary fires and count for about three quarters of all incidents over the four years; an average of 820 per year. These fires primarily involve refuse and grass.

Links can be seen between deliberate fires set outside of buildings and the weather, with periods of good weather contributing to a rise in incidents. Most of these fires are small. However, with hot dry weather the threat of these fires becoming wildfires in areas of grassland, heath, and forest increases. The poor weather can also contribute to a reduction in fires in the open.

Whilst the proportion of primary deliberate fires in dwellings and other buildings is comparatively lower than secondary deliberate fires, the potential impacts in terms of property damage and a risk to life may be more significant.

Most deliberate dwelling fires occur in corridors/halls and bedrooms and in premises where residents are likely to be families or younger people, who are on lower incomes or are to some extent reliant on social housing.

The following pieces of work are all taking place within the Service Investigation team and fire setters. The overarching aim is to engage with the most vulnerable members of the community when they are at their most vulnerable in order to keep them safe. This aim is supported by HFRS vision of making Hampshire safer.

HFRS has an Arson Task Force, it was instigated in 2006 and is now seen as the leading team nationally for detection and conviction. Prior to the team being formed the arson detection rate was 6% and the conviction rate was 3%. At the end of 2018 the conviction rate stood at 81%. This demonstrates the benefits of the close working relationship between Police and Fire as well as the upskilling on both sides.

The team leads on several national and regional projects, including Adult Fire setters, Restorative Justice and Victims of Crime Service.



Figure 9 Arson Task Force investigations and convictions. There are still incidents from 2018 that are being investigated so further arrests and charges are expected.

4.6 False Alarms

False Alarms are split into three categories as follows:

FADA – False Alarm Due to Apparatus

FAGI – False Alarm, Good Intent

FAM – False Alarm, Malicious

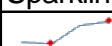
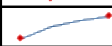
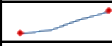
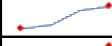
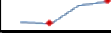
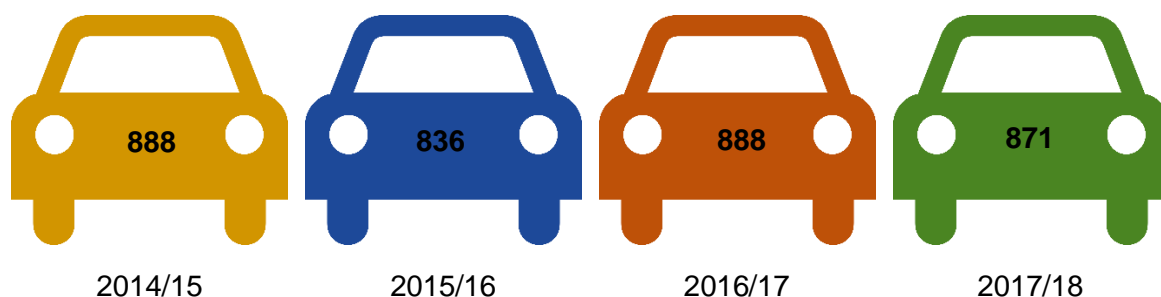
	2014/15	2015/16	2016/17	2017/18	Sparkline
FADA	3831	3756	4253	4366	
FAGI	1803	2057	2197	2285	
FAM	171	202	256	313	
Hampshire Total	5805	6015	6706	6964	
FRS England	215853	214373	223884	225967	

Figure 10 Comparison of False Alarm over the 4-year period for Hampshire and FRS in England. The lowest and highest points are indicated on the sparkline.

The table shows the number of false alarms has increased year-on-year. Over half of the FADA have occurred in non-domestic premises.

Hoax and malicious calls can also have a significant impact on resources; to mitigate the risk Control Operators are trained to use their professional judgement combined with a defined set of questions and statements if they suspect a call is not genuine.

4.7 Road Traffic Collisions (RTC)



The Service attends some of the most serious road traffic collisions (RTCs) that occur on the county's road.

Analysis has shown that even though RTCs attended by the Service during 2014-2018 have fluctuated the trend has remained relatively stable over the four years. The national trends have also remained stable over the four years. However, national figures have increased in different years compared to Hampshire's figures.

RTCs peak times, with morning commuters, school run, lunchtime, afternoon and evening commuters. Regrettably in 2017/18, 19 people were killed, and 391 people were seriously injured¹⁰ on the roads in the three authority Hampshire areas.

HFRS have been working with our blue light partners on how to respond to RTCs more efficiently. This work has highlighted some of the top roads for RTCs that HFRS, Police and Ambulance attend.

List of Roads with 11 or more Road Traffic Collisions:

- M27A East J11 Wallington – J12 Portsmouth Harbour
- M27B West J10 Wickham – J9 Park Gate
- Romsey Road - Winchester
- A3N (Petersfield – Liphook)
- M27A East J5 Stoneham – J7 Hedge End
- M3B North J7 Dummer – J6 Basingstoke

¹⁰ These are victims that went to hospital with injuries that appear to be serious or injuries that appear slight.

4.8 Special Service Calls (SSC)

Special service calls (SSC) vary from the most serious and life-threatening non-fire calls, through to human and animal rescues and removal of objects from people, such as rings. Road traffic collisions fall within this call type; but owing to the often-serious nature of these incidents they are dealt with separately in this report. Co-responder figures are included in this section.

Most of our special service calls, including those of a critical nature, occur where we have our wholetime stations. The recent trend for calls of this type is increasing, although the number have decreased in 2017/18 mostly due to a decrease in Co-responder incidents.

Hampshire Fire and Rescue Service (HFRS) and South-Central Ambulance Service (SCAS) have been working in partnership since 2004 delivering Co-responding from several fire stations in Hampshire.

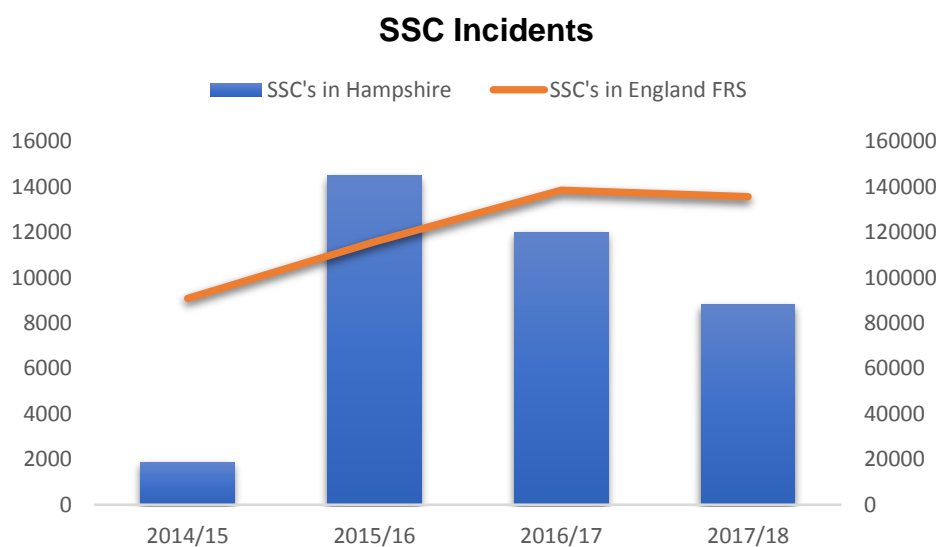


Figure 11 Comparison of SSC's over the 4-years within Hampshire and FRS in England.

- Co-responder incidents have been decreasing over the three years. One reason for the drop-in co-responder calls is the new Ambulance Response Programme which has restricted the number and type of incidents the Co-responder can attend.
- After Co-responders, effecting entry/exit are the dominant call types in this incident category.
- Nearly half of all effecting entry/exit incidents during 2014-2018 were to medical cases. This is due to the agreement we have with South Central Ambulance Service (SCAS).

Effecting Entry/Exit 2014-2018

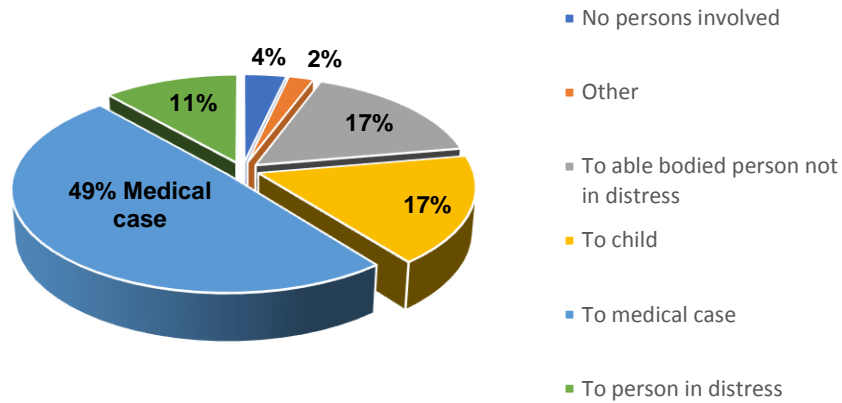


Figure 12 illustrates the type of effecting entry/ exit calls over the last 4 years in Hampshire

Other incidents include: -

- Lift incidents (majority able-bodied and not in distress) thus this type of incident presents minimal risk to victims. Increase (44 incidents).
- Assist other agencies
- Weather related incidents, such as flooding and damage to structures, are also included in this incident category.

5. Response Times

Our response standards tell us how quickly we aim to have a fire engine in attendance at an incident. The response times are based on critical, non-critical and non-emergency and have an expected attendance time to scene with a corresponding percentage level as illustrated below.

Response Standard	Response Time	Response Time Percentage
Critical	8 minutes	80%
Non-Critical	15 minutes	100%
Non-Emergency	60 minutes	100%

We aim for the first appliance to be in attendance within the following times and minimum percentage.

As you would expect, our performance varies across the Service mainly due to the diversity of our geographical area, which ranges from rural to urban/city scape, and the distance our engines must travel. Service wide performance for fire engine response is shown below.

Definitions:

Critical Incident (8/80) – this response standard has been created to ensure that an appliance will be in attendance within eight minutes, 80% of the time, where there is risk to life or property.

Non-Critical Incidents (15/100) – non-critical incidents are those where there is no apparent threat to life or major risk to property. We aspire to reach 100% of these incidents within 15 minutes.

Non-emergency: - other calls are often advice related. These are usually attended by a single officer to give expertise on a situation that may require further fire service intervention. We aim to attend 100% of these incidents within 60 minutes.

False Alarms: are incidents where we have responded but we are not required.

5.1 Critical Response Time

Average First Engine Response for Hampshire to Critical Incidents

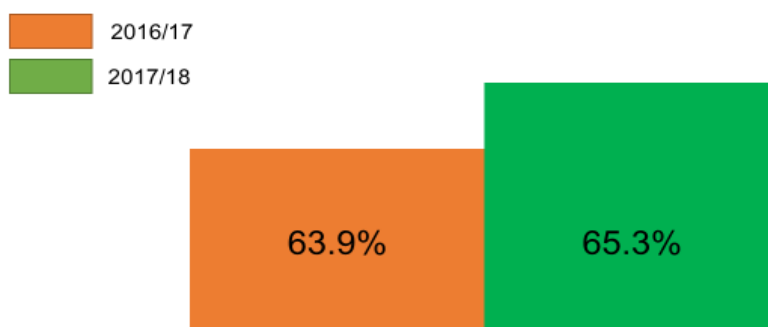


Figure 13 Comparison of the critical response percentage of the first appliance at scene for Hampshire

Average Attendance Times for Critical Incidents in Hampshire

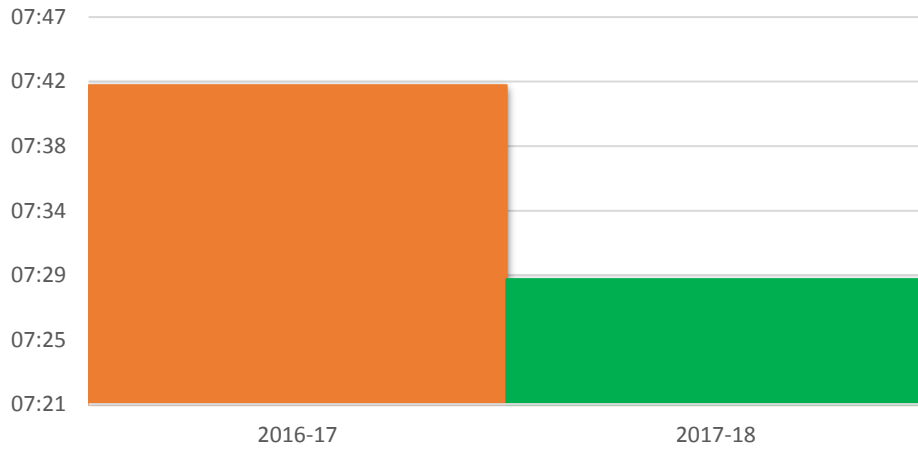


Figure 14 Comparison of the critical response time of the first appliance at scene for Hampshire. Which demonstrates critical response time has improved from 7 minutes 42 seconds in 2016/17 to 7 minutes 29 seconds in 2017/18, an improvement of 13 seconds.

Average First Engine Response by Group within Hampshire to Critical Incidents

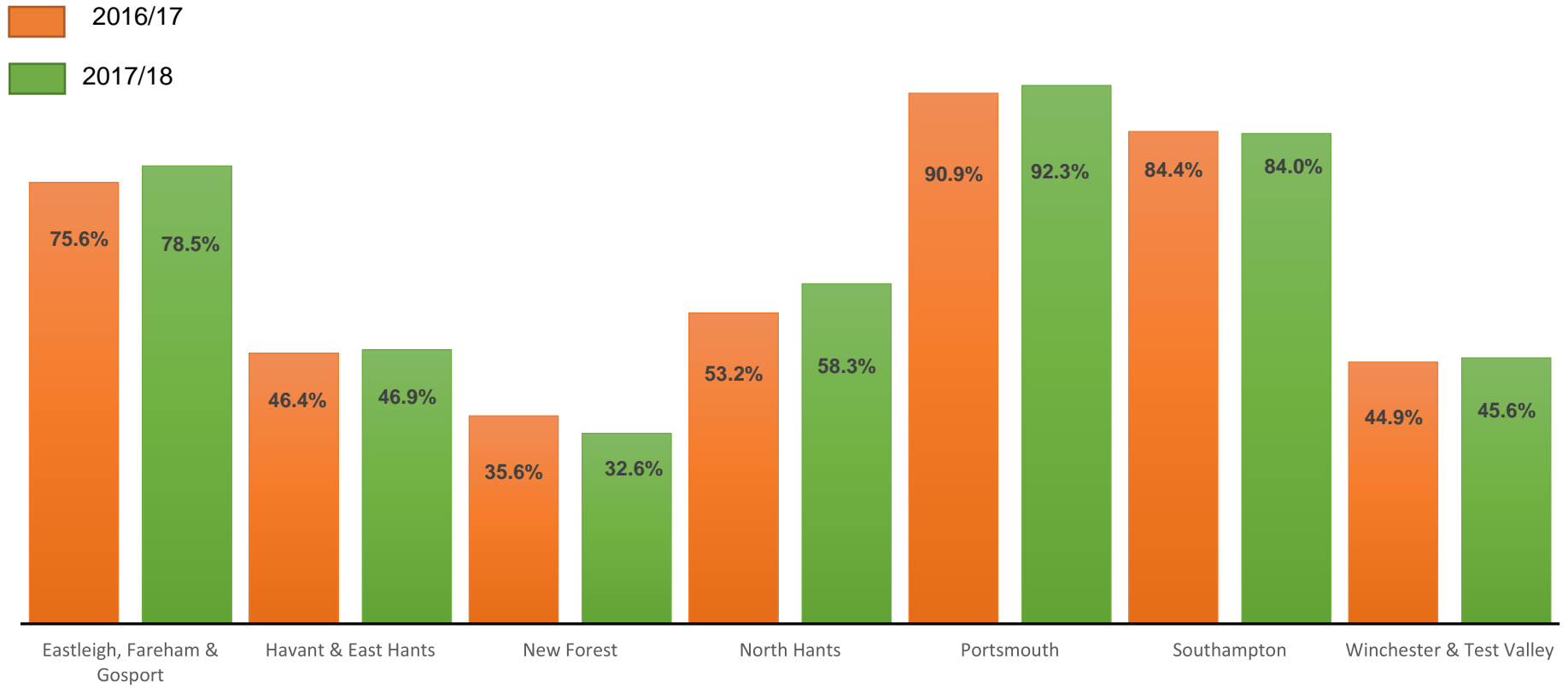


Figure 15 Comparison of critical response percentage by Group for Hampshire.

Critical Attendance Times

HFRS has a response target of attending critical incidents in 8 minutes on 80% of all occasions. The geographical make up of Hampshire and the risk profile varies between cities, towns, villages and some remote rural areas. For example, New Forest group is made up of on call stations and has a large rural area to cover, hence attendance times are increased due to extended travel times. Fire stations are spread far and wide across Hampshire, with a mixture of whole time and on call stations, and as such attendance times vary from station to station.

Average Attendance Times for Critical Incidents

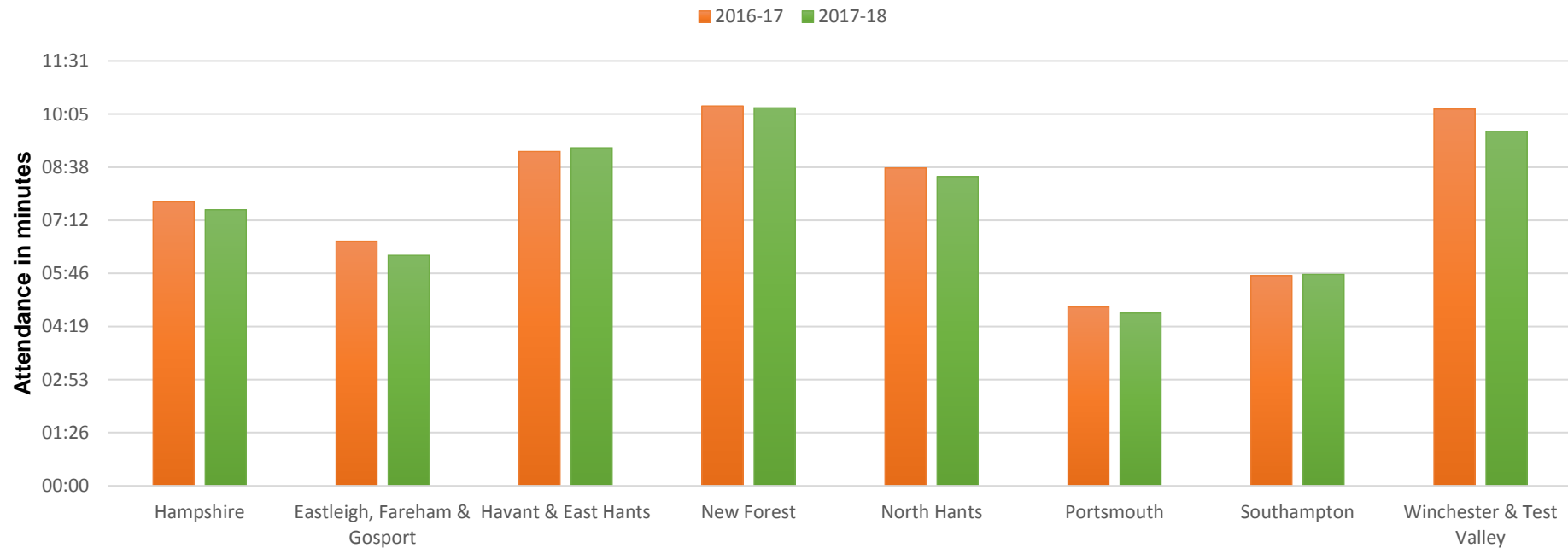


Figure 16 Average attendance times for critical incidents in Hampshire by Group.

6. On Call

In the last IRMP, it was thought that new vehicle capabilities; new firefighting equipment and our innovative SAVE methodology would deliver several organisational improvements. One of those improvements was that on-call availability would increase from 90% to 96%. On-call availability for 2016/17 was 79% and 73% in 2017/18.

6.1 Availability of our On-Call Fire Station

On-Call fire stations – Our 38 On-Call fire stations are crewed by individuals living and often working within local communities around the fire station. There is at present no performance standard for the first engine availability. Lyndhurst station was only available 16.8% of 2017/18, compared to 41.7% the previous year. Whereas Beaulieu was available 99.9% of the year 2017/18, this was followed by New Milton who were available 99.4% of 2017/18. New Forest Group have six stations that are available for 90% of the year.

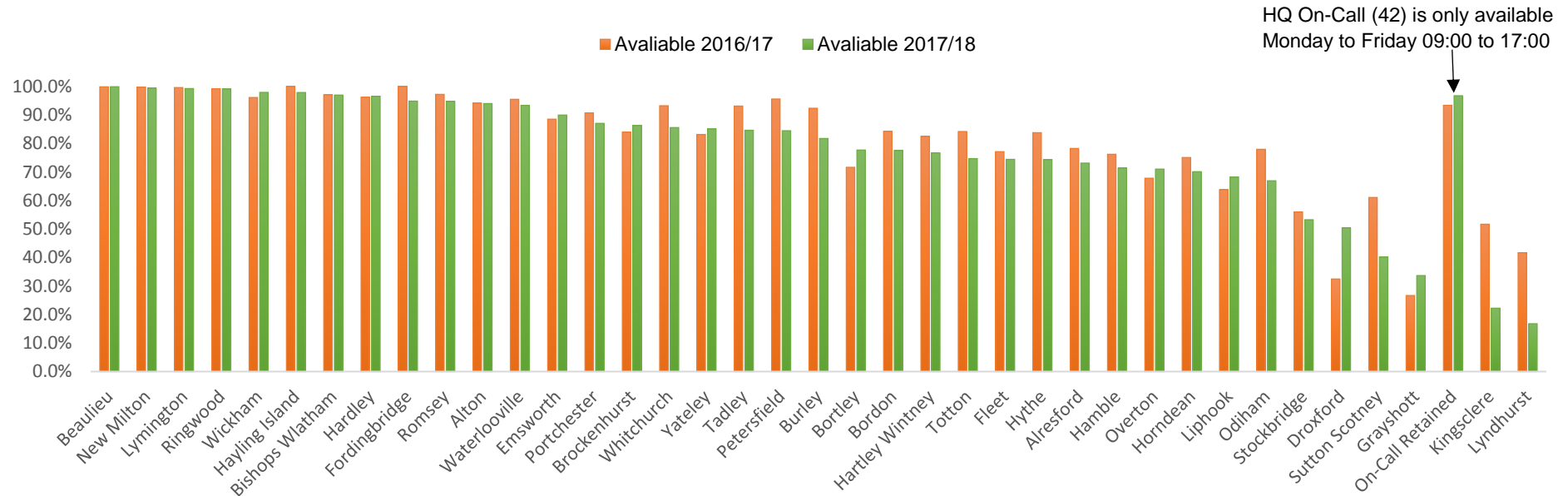


Figure 17 Availability of our on-call fire stations.

7. Community Safety (Prevention & Protection)

Our aim is to stop fires and other emergencies happening. When they do occur, we want to make sure that people are equipped to deal with them. We also want to work with industry to support the development and building of safe homes, workplaces and places of entertainment.

Our Aims are as follows:

- To reduce risk across Hampshire by creating pioneering partnerships that target the most vulnerable people and places
- We will enhance our communities' ability to prepare for, deal with and recover from incidents

Our work under these aims is focused on activities that reduce fires and the impact they have and targeting people most at risk. Indicators under prevention and protection focus on the number of fires in the home, fires in non-domestic buildings (such as offices, leisure centres, care homes, hostels and hospitals), the numbers of fire fatalities and injuries from fire, prevention work around Safe and Well visits, education, community safety work, fire safety audits and inspections and false alarms.

7.1 Prevention - Safe & Well Visits

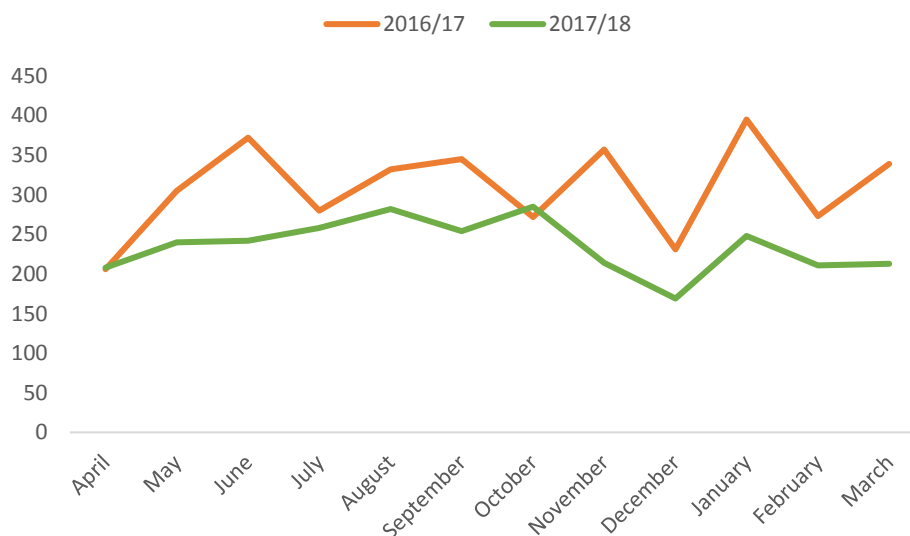


Figure 18 Comparison of safe and well visits in Hampshire during the period 2016/17 and 2017/18.

Safe and Well visits have decreased in 2017/18 compared to the previous year. Currently how we target our safe and well visits and the number of referrals from partners is being reviewed, due to the comparatively low number of safe and well visits carried out.

HFRS's Safe and Well visit maximises the opportunity to prevent ill health and harm to people in our communities. The Safe and Well visit is a person-centred home visit that identifies and reduces risk to the occupier(s) and covers common hazards including, fire risks, falls risk reduction, loneliness and isolation, winter warmth, smoking, alcohol and substance misuse.

Safe and Well visits are delivered to those at most risk in their home. By working with our partners and referring to other agencies, we aim to reduce the risk of fire and improve the wellbeing of vulnerable people in their homes, helping them to carry on living independently.

Local partnerships have been developed to increase the number of quality referrals from those organisations working with the most vulnerable people, such as social services, care providers, community care teams, O2 suppliers, and charities. When the number of partnership referrals will not achieve our safe and well expectation, filtered NHS data is used in a priority manner. Key staff have access to the police provided database Safety Net, this allows us to further develop the interagency understanding of an individual and the risks that they pose. HFRS collects information about premises and people including the actions that we have taken.

Working with the adult and children safeguarding boards, fire investigation and care providers we have carried out a thematic review of Hampshire fire deaths to seek trends and opportunities to influence behaviours of vulnerable people. This work has identified that those that are killed or seriously injured in fires are also known by other agencies. This knowledge is being used to direct our resources to those most at risk, or to those organisations that can be used to promote fire safety, or refer to us, on our behalf.

It is essential that we build valuable relationships with our communities and we strive for a better understanding of our communities and how we can best engage with them. The Inclusion and Diversity Team, Community Safety teams and local delivery groups proactively seek ways to engage with our communities to ensure we positively communicate and raise awareness of Inclusion and Diversity and community safety.

HFRS are working with NHS, Public Health and Clinical Commissioning Groups (CCGs) to deliver a well-developed and holistic prevention strategy encompassing the local health and wellbeing priorities. HFRS's innovative approach has been achieved by an integration of upstream prevention and intervention. This approach has focused on youth and the elderly with long term health conditions via modular-based educational programmes¹¹.

To view more information on safe and well please see:

<https://www.hantsfire.gov.uk/keeping-safe/loveyourhome/safeandwell/>

7.2 Protection

The Intelligence led fire safety Risk Based Inspection Programme (RBIP) forms part of the Service's overall integrated approach to risk management by prioritising the inspections carried out by Community Safety staff. It is initially necessary to determine the level of risk in the premises in question. This will be determined by using numerous sources of information, data being just one source. This process will, on completion, help to formulate an inspection programme plan with the risk to relevant persons of prime concern to inspections.

HFRS is now using the Experian data set which provides a fire predictability score. We have added a weighting factor for Sleeping Familiar/unfamiliar and Awake Familiar/unfamiliar to rationalise this list of premises. The scoring for this model uses the following variables to determine predictability of a fire occurring in all premise's types. The variables used are premises type, business sector, number of employees, level of stock and commercial kitchens where food is being cooked.

¹¹ Hampshire County Strategic Assessment 2018-19

In addition to this, we provide business fire safety advice using the Primary Authority Scheme. This gives businesses the right to form a statutory partnership with a single local authority. This enables us to deliver robust and reliable advice for a business to standardise fire safety across their sites, through our assured advice and recommendations.

To view more information on keeping safe at work please see:

<https://www.hantsfire.gov.uk/keeping-safe/at-work/>

There are potentially other more dynamic risks that emerge as a result of post incident activity or identification by partners and members of the public, such as alleged fire risks, and any post Grenfell fire activities.

	2015/16	2016/17	2017/18
Building Regulations & Licencing Inspection	2040	2148	2039
Fire Safety Audit	566	478	526
Business Safety Visit	935	537	457
Alleged Fire Risk	197	208	292
Urgent Alleged Fire Risk	123	129	139
Post Incident	133	79	61
Enforcement Notices	20	25	40
Prohibition Notices	12	20	21
Action Plans	283	301	171

Figure 19 Illustrates the business Safety team's activity over a three-year period.

8. External Influences (PESTEL Analysis)

8.1 Political

The responsibility for Fire and Rescue Services was transferred from the Department of Communities and Local Government (DCLG) to the Home Office in January 2017. Because of this move, the funding model for Fire and Rescue Authorities may change in the future. However, it is thought that this is unlikely to take place while negotiations relating to Britain leaving the European Union are taking place. Consequently, no account has been taken of potential changes to future funding mechanisms within the Medium-Term Finance Plan. We will continue to engage in shaping this debate and monitor any potential changes to our financial projections.

8.1.1 Brexit

At the time of writing this report the impact of Brexit remains largely unknown. However, the Ministry for Housing, Communities and Local Government (MHCLG) have issued 12 national risks areas that partners discuss and take back to individual organisations to work through if appropriate.

- | | |
|------------------------|---|
| 1. Borders | -Sea Ports |
| 2. Borders | -Airports |
| 3. Borders | -Rail ports |
| 4. Borders | -Road Networks |
| 5. Health | -Seven individual Planning assumptions |
| 6. Social Care | -Workforce / NHS Impacts |
| 7. Food and Water | -Supply chain |
| 8. Energy and Fuel | -Movement and supply chain |
| 9. Business | -Chamber of commerce focusing on SME's |
| 10. Law and Order | -Traffic Congestion |
| | -Civil Contingencies |
| | -Increase in public protest / demonstration |
| | -Multiple demands for policing |
| | -Specific focus on Scotland and Northern Island |
| 11. Community Tensions | |
| 12. Financial Services | -Economic shock / value of pound. |

The potential impacts of the United Kingdom of a 'no deal', 'clean', 'soft' or 'hard' Brexit in March 2019 or later, for example December 2020 are still difficult to identify. The reasonable worst-case scenario could see significant delays at ports, and related traffic congestion.

Given the uncertainty and the complexity of this agenda, it is very difficult to have a clear determination of the key strategic issues facing the Service post Brexit.

8.1.2 Hampshire and Isle of Wight combined Service 2020

At the time of writing this report HFRA and IWC have voted to create a Combined Fire Authority, however, this is still to be ratified by the Government.

If the proposal to create a new Combined Fire Authority is accepted by the Government, the current Combined Fire Authority for Hampshire, Portsmouth, Southampton would be dissolved. A new Fire Authority would be created covering Hampshire, Isle of Wight, Portsmouth and Southampton.

The new Combined Fire Authority would prepare a new combined IRMP which would cover the whole area for which it would become responsible.

A new Combined Fire Authority would provide a single point of governance, rather than two. There would be a clear route for decision making, with all authorities who make up the new Combined Fire Authority able to influence how the fire and rescue service is delivered to the public.

8.2 Economic

The forecast for the UK economy remains uncertain with household disposable incomes being squeezed by higher inflation and businesses may hold back on investment decisions because of uncertainty about Brexit. The Confederation of British Industry (CBI) says that it expects growth rates to slow 1.4% in 2018 moving into 2019. Official figures also show that investment in business fell by 0.2% in the first quarter of 2018.

Brexit is currently causing high levels of uncertainty across many areas, including cost and availability of goods. During 2018/19, some costs increased through a combination of exchange rates and supply and demand issues. This is expected to continue, especially if a no deal Brexit goes ahead, whereby important supplies could be subject to tariffs and delays. Given the current situation, it is very difficult to predict the future economic position of the country.

All public services have experienced reductions in government support, and these seem set to continue. On top of this, potential reforms around the Fair Funding Review, Business Rate Retention and the impending Spending Review will all have an impact on the level and distribution methodology of public funding.

Although the prolonged period of austerity has created opportunities for partnership working it has also led to some public-sector organisations 'retrenching' to core activities and responsibilities. The flexibility to develop and work in partnership is therefore often under strain. However, the Service believes that collaboration with key partnerships and partners is an essential feature to both improve efficiency and effectiveness, and to ensure that the value of joint working is not further compromised through partnership retrenchment.

The national debate on the role of the firefighter linked to pay and reward may have an impact going forward and the resolution of several issues surrounding the Firefighters Pension Scheme is required if some level of stability is to be expected in the overall system of Fire funding.

As stated above, it is therefore essential that we have a clear prioritisation process to support our approach to integrated risk management, including robust financial planning and management and that our financial assumption about future government grant levels; contract and supplier costs; inflation; business rates retention; and reserves are prudent.

8.2.1 Financial planning and awareness of needs

A Medium-Term Financial Plan (MTFP) is taken to the Authority on an annual basis and is used to forecast the financial position over the short to medium term. This allows forward planning for budget reductions and other significant organisational changes. The current position shows that an anticipated £4m of further budget reductions will be needed to balance the budget by 2021/22.

This forecast is based on annual reductions in the Revenue Support Grant funding of 10% for 2020/21 and 5% per annum thereafter and a maximum 1.99% annual increase in its Council Tax.

There are also several other key variables which affect the longer-term planning that are not within the control of the Authority and therefore assumptions need to be made, based on the latest information available.

There are currently two aspects of Fire Service funding out for consultation. These are for the Business Rates Retention and the Fair Funding Review. Both are important funding sources for the Authority and any changes could have a significant impact on the resources available to run the service. Any changes would most likely be phased in over a number of years, but the current uncertainty for the 2020/21 financial year and beyond presents a financial risk which is likely to continue at least until provisional grant figures for 2020/21 are announced in December 2019.

The precept level is set by the HFRA, so is partially within their control, however the Government set the Referendum Limit, which caps the level of increase which can be applied without having to hold a public referendum across the Authority area. The precept level has been included within the current MTFP at 1.99% for future years, albeit that for the past two years the core referendum limit has been increased to 3%. As this is one of the main sources of funding for the Authority, the referendum limit being below the expected level would be an issue, however this risk is mitigated by assuming a relatively low precept increase within the MTFP, which the Government are unlikely to drop below.

A high proportion of HFRS costs relate to pay and therefore the national pay awards impact on the resource allocation within the budget. The current situation is that the Fire Brigades Union (FBU) have accepted lower than requested pay awards over recent years on the basis that a higher award will be negotiated for future years. Currently the MTFP is forecasting increases of 2.5% per year, so any increases above this level would require savings to be found in addition to the £4m already forecast.

In the 2019/20 budget, the employer pension contributions were increased significantly, based on an actuarial revaluation. The whole of this cost has been covered by the additional government grant in year however there is no guarantee that this grant will continue. If the grant is not available in future years, an additional £3m of budget reductions may be needed.

Given all the pressures above, it is more important than ever that budget holders within HFRS understand financial management, and all the related activities, such as procurement. In order to achieve this, financial awareness training has been given to all budget managers and will continue on a regular basis for anyone new to the organisation or who is newly promoted. The training covers all aspects of financial management, including budget monitoring, forecasting and the purchasing cycle.

Alongside the financial management training, members of the finance team provide support to budget managers and to all projects within HFRS. This is key to building relationships and trust within the Service.

8.3 Social

8.3.1 Population

The population across the Service area is set to increase. The population growth in Hampshire indicates growth projections of 129,100 (7.1%) between 2017 and 2024. Growth in real terms is expected to be uneven across the area and centred on urban areas, with greater increases in Basingstoke & Deane, Eastleigh, Winchester and East Hampshire. Gosport will see the least growth over the period 2017 to 2024.

In addition, as life expectancies set to increase so the population is set to age. At present those living alone over pensionable age who have other medical or social care needs fall in the highest category of those most likely to experience an accidental dwelling fire. The number and profile of this raising of life expectancy is also forecast to increase the strain on the NHS and adult and social care services. This is predicted to lead to an increase in the number of people experiencing dementia or becoming frail and potentially requiring emergency hospital admissions. This will mean that the demand to support the prevention of slips, trips and falls will increase in proportion to the number of high-risk individuals living across the service area. In addition, a sudden change in circumstances for older people who may experience the death of a partner or loved one can place them at risk of social isolation and increase their risk of fire due to a change in their living circumstances.

8.3.2 Cultural Diversity

Within the Service area there are pockets of ethnic diversity within the more densely populated areas. The overriding picture is that Hampshire is homogeneous, with most residents identifying themselves as White-British. The Service recognised that it must both reflect the makeup of the community it serves and sensitively engage with it to ensure effective and consistent delivery of services and this is being actioned through a significant programme of work within our Service Delivery Plan.

Most residents across Hampshire identify themselves as Christian, with a significant minority of people following no religion. Religious diversity has increased across Hampshire over the past decade and this position has been predicted to continue, although due to Brexit, there is less certainty about this than previously. It will therefore be important to engage with newly established or growing religious groups in all areas to deliver fire safety and healthy lifestyle messages to all communities.

LGBT Communities: Government statistics show that nationally 2% of the population has identified themselves as being lesbian, gay or bisexual. Stonewall believe the figure is incorrect and suggest that the correct figure is between 5% and 7%. Some people are still reluctant to be out within the community, fearing discrimination and harassment. There is no clear estimate of those in the population who are transgender although they are more likely to be subject of discrimination and harassment.

The Service recognised that it must both reflect the makeup of the community it serves and sensitively engage with it to ensure effective and consistent delivery of services and this is being actioned through a significant programme of work within our Service Delivery Plan.

8.3.3 Health and Wellbeing

With an ageing population, the cost of providing adult social care will continue to increase. Longer lives may also see a higher proportion of lifespan spent with reduced mobility.

Obesity levels are also predicted to rise and along with dementia and age-related illnesses this will be one of the major health and social challenges facing national and local public health and social care services. A more frequent prevalence of obesity will also place further

demand on wider local public services. There may be further risks from interlinked lifestyle issues, such as decreased mobility.

Reform to emergency care structures aims to focus on preventing hospital admissions where possible, with more people being treated either on-scene, at smaller facilities or where they reside.

8.4 Technological

Today's technology is constantly changing, improving and evolving the way the world operates. It makes things more convenient and accessible and provides efficiencies that are both cost and process related.

A nationwide Emergency Services Mobile Communications Programme (ESMCP) is currently in its planning stages. The programme is set to provide the emergency services with a revolutionary new communication system. It will include the development of a system called the emergency services network (ESN) which will provide the fire & rescue service, police and ambulance service with voice and broadband data services. The programme will also provide the governance for many projects which will see user devices upgraded, several Control room upgrades and the introduction of an air to ground (A2G) network.

It is intended that the ESN will provide a mobile network that has extensive coverage, high resilience, suitable security measures and hi-tech functionality that will allow users to communicate under the most challenging circumstances, which should in turn allow Control room operators to make better assessments of the incident occurring. Clearly, whilst this technology is intended to provide the emergency services with significant improvements, it also comes with its share of risks; the system is to be run on a mobile network and will be delivered through the same channels for all users, meaning there may be issues for users during peak hours and similar risks such as denial of service. These risks will be managed as part of the regional programme of work of which HFRS is a part. The Service's local project as part of this programme is now being established.

8.5 Environment

8.5.1 Climate Change and Adverse Weather

Events that are attributed to climate change continue to provide challenges for Fire and Rescue Services across the country. As global warming¹² continues the threat of prolonged periods of severe weather which may range from extremely wet winters that bring the risk of intense downpours, flash flooding and severe flood events to warmer drier summers which can bring the increased risk of drought and extreme heatwave events increases.

Future climate change predications show that extreme flood events such as those seen in December 2015 could become more frequent and severe, putting homes, businesses and infrastructure at greater risk.

Whilst HFRS continues to develop and improve our operational capabilities regarding events that are attributed to climate change, the Service also works with Hampshire and Isle of Wight Local Resilience Forum (HIOWLRF).

HIOWLRF provides the opportunity for agencies to identify potential risks, and produce emergency plans, to either prevent or mitigate the impact of any incident on their local communities. The risks identified by the HIOWLRF are assessed and documented in the Community Risk Register. The register provides a brief overview of significant risks based

¹² <https://www.metoffice.gov.uk/climate-guide/climate-change>

on local conditions, infrastructure and geography and assists the HLOWLRF to prioritise planning, facilitate training and organise exercises to ensure that adequate arrangements for responding to an emergency are in place and up to date.

Over the years the Service has responded to incidents during adverse weather events such as snow and storms. In addition to our normal calls we have also aided other emergency services such as transporting nurses and doctors to Queen Alexandra Hospital. More research is required into weather and its effect on incident rates.

8.5.2 Wildfires

Wildfires, including woodland fires, and wildfires on other land cover types, are uncontrolled vegetation fires. Although they can start naturally, the majority are caused by people, either accidentally or deliberately. Wildfires can impact on transport network and power lines, damage property and businesses, affect tourism and recreation, and threaten people's lives.

Over the four-year period the Service has attended 70 wildfires. A wildfire is classified as: -

- Over 1 hectare
- 4 or more appliances
- Incident last over 6 hours
- Serious risk to life, environment, property or all the above

The Forestry commission England have produced a report 'Wildfire Statistics for England 2009/10 to 2016/17'. The report provides analysis of all wildfire incidents attended by Fire and Rescue Services in England. Over the eight years Fire Services in England attended almost 260,000 wildfire incidents. The report has highlighted that the weather conditions are likely to have had a significant impact on wildfires in England. The increase in wildfire number and area burnt in 2010, 2011 and 2012 correlates with the drought of the same period in central, eastern and southern England and Wales as well as heat wave alerts.¹³

8.5.3 Flooding

Seasonal rainfall over the winter is expected to increase, which may increase the risk of flooding. Recent years have seen varying extremes of weather patterns, notably heavy flooding. These events are likely to become more frequent occurrences and local services will be required to respond accordingly. This will necessitate continued close collaboration with category 1 responders to ensure effective plans and procedures are in place. Pressure to address the lack of affordable homes in the country could lead to more developments on areas of flood risk. Coupled with the effects of climate change this could lead to more incidents of flooding that require HFRS and partnership resources.

8.5.4 Thatched Properties

Hampshire is home to over 1600 thatched dwellings and 100 thatched other buildings. Thatched properties bring their own specific fire risks and it is likely that thatch as a building material will continue to be popular locally. The Service has a proactive preventative approach to these properties and undertake regular safety campaigns.

HFRS have attended 18 fires involving thatched premises over the four years, with 2017/18 seeing the most with ten incidents.

¹³ <https://www.gov.uk/government/publications/forestry-commission-england-wildfire-statistics-for-england-2009-10-to-2016-17>

8.5.5 Solar Energy

Solar Energy is a further source of renewable energy generation within Hampshire. Solar farms are present across the county and many buildings now have panels fitted upon their roofs. For home owners there are two technologies commonly applied to amassing the sun's energy. The technologies can be split into categories;

- Solar Photovoltaics (PV), also known as solar electricity which is a technology that converts sunlight directly into electricity
- Solar water heating which is a technology that uses sunlight to produce hot water.

All new technologies can introduce new risk, and energy-handling systems can introduce new fire risks however at present time there is no reason to believe that the fire risks associated with solar panels are any greater than those associated with other electrical equipment. Nevertheless, these systems are more common so consequently HFRS have released bulletins to detail the risks that may be present themselves such as electrocution, falling panels and the danger of flying glass.

8.6 Legal

Fire and Rescue National Framework for England 2018. Our Community Safety Plan and Service Delivery Plan set out how we meet the requirements within the National Framework. Assurance is provided through our established Governance arrangements.

8.6.1 Grenfell

The tragic fire at Grenfell raised several significant questions over how fire safety regulations are enforced in such premises. Whilst the public enquiry into the fire has been launched, the outcomes and findings are likely to have a significant impact upon the fire sector as a whole; particularly in the areas of building regulations and fire safety. Since the incident, the Fire Authority has been liaising with local housing providers and councils to ensure the safety of residents in specific premises and will continue to work with authorities both locally and nationally to enforce fire safety in the areas where it is responsible and to help inform the emerging national picture regarding fire safety in high-rise and other premises.

8.6.2 Information Management

The Service operates to a wide range of legal requirements associated with information management. The General Data Protection Regulation (GDPR) is a regulation intended to strengthen and unify data protection for all individuals within the European Union (EU). The GDPR aims primarily to give control back to citizens and residents over their personal data and to simplify the regulatory environment for international business. The regulation became enforceable from 25th May 2018. The Service has a robust framework for information governance that has been adapted to comply with these new regulations.

8.6.3 Health and Safety

The Service operates within a wide range of legal requirements associated with health and safety legislation.

8.6.4 Business Continuity

The Civil Contingencies Act (2004) requires all Category 1 Responders to have plans in place to respond to all emergencies. This includes adequate business continuity plans (BCP) enabling the critical business functions the Service provides to continue to operate, despite serious incidents or disasters that might otherwise have interrupted them.

Our business continuity considerations encompass the whole Service so that all critical functions and activities are considered, not just those involving the emergency response

aspect. Business continuity arrangements also must be taken into consideration with our partnership working such as;

- Shared Command and Control Systems with Dorset and Wiltshire Fire Control and Devon and Somerset Fire Control who are critical to our operations thus ensuring that our response will also meet their standards along with our own.
- Multi agency planning for identified national and local risk with partners within the Hampshire & Isle of Wight Local Resilience forum
- Supply chain to external and partner organisations

With professional guidance HFRS is implementing a programme of regular review of business continuity plans and associated policies to ensure that the Service continues to be capable of maintaining acceptable standards of service delivery for each critical business process following disruption. This work will ensure a robust business continuity policy including business continuity plans that cover strategic, tactical and operational levels across all departments and areas of work within the Service are in place and that business continuity is embedded into the organisation.

9. Local Industry Risk

The history of Hampshire is steeped in a varied assortment of industries: from wool and cloth manufacturing, fishing industry, and shipbuilding. Hampshire played a large role in World War II due to its large Royal Navy harbour at Portsmouth, the army camp at Aldershot and the military Netley Hospital on Southampton Water, as well as its proximity to the army training ranges on Salisbury Plain.

Whilst much has changed the county is still home to a vast variety of industries including manufacturing, ship building, agriculture and the thriving tourism industry.

As the county is home to such diversity, the risk for HFRS is varied, meaning that the Service must have in place a multitude of resources to enable our crews to respond to any eventuality. The county has many older buildings that were historically used as forts or for manufacturing purposes and whilst some have been converted and will have had fire safety measures incorporated, others have sadly fallen into disrepair. Older buildings were not subject to the stringent fire safety regulations that apply today meaning that fire separation and other safety measures are not necessarily in place. This may not pose so much of a risk to those who use the building on a day to day basis, but should a fire occur, an older building may present a greater fire risk due to the way the building was constructed.

To mitigate these risks, operational crews will gather Site Specific Risk Information, often working in partnership with Fire Safety Inspectors to advise business owners on the appropriate fire safety measures that need to be undertaken to ensure that the building is made as safe as possible. If a building is derelict and is deemed to be identified at risk from antisocial behaviour, a multi-agency approach is often used to ensure that the building is made as secure as possible to try to prevent arson or deliberate fires.

9.1 COMAH Sites

Sites that store or use dangerous substances must have in place further processes to meet the regulations that aim to prevent or limit the consequence to people and the environment

should an incident occur. Hampshire is home to 14 COMAH sites (The Control of Major Accident Hazards) and 1 MACR (Major Accident Control Regulations).

Seven of these sites are top tier COMAH sites. The Top Tier COMAH Sites within Hampshire are:

- BP Oil Hamble Terminal
- Esso Hythe Terminal
- Humly Grove Energy
- Geo Speciality Chemicals UK
- Exxon Mobil Chemicals
- Nalco Champion
- Tradebe Fawley

These sites are required to document safety reports and produce plans in line with their tier grading that detail and demonstrate the full safety measures they have in place to minimise the risks posed by the substances' stored on their site, whilst considering the local communities and environment. They are also required to notify the competent authorities such as the Health & Safety Executive and Environment Agency so that inspection programmes can be planned to ensure that they comply with their duties as defined within the regulations.

In addition to these regulations, off site plans are produced and developed by the Hampshire and Isle of Wight Local Resilience Forum (HIOWLRF) of which HFRS is an active partner. By working in close collaboration with various partners through this forum a multi-agency approach is afforded to produce contingency plans should an incident occur. Furthermore, for each of these sites HFRS crews gather detailed Site-Specific Risk Information (SSRI) so that the necessary information is available immediately to our staff should an incident occur.

9.2 Waste, Recycling and Scrap Sites

Hampshire is home to a vast range of waste, recycling and scrap metal sites so that people can dispose of their unwanted items. These sites not only process conventional house hold waste including, paper, cardboard, plastic and wood but also deal with a variety of waste that is considered hazardous such as asbestos, chemicals, batteries, solvents and oils. Waste sites can range from landfill which typically deals with household refuse, to scrap metal recycling centres that specialise in scrap metal processing and recycling. Not all waste sites are set in the open, many private waste processing and recycling plants operate within extremely large open plan steel framed buildings, whilst some sites store different waste in large containers that are then transported to other locations for processing.

UK Fire and Rescue Services attend a significant amount of fires at waste sites each year. These fires are often difficult to extinguish, needing lots of resources for long periods of time. When they occur waste site fires can have serious effects on public health, the environment, safety to firefighters and the local community.

In 2014 new guidance was issued for waste and recycling sites by the Waste Industry Safety and Health (WISH) forum. This guidance was developed with input at the time from the Chief Fire Officers Association (CFOA), the Environment Agency (EA) and other bodies with an aim to provide structured advice and standards for this sector on good and acceptable practice to enable them to reduce the risk of fire within their sites.

To ensure that operational crews have detailed guidance for each different site, Site Specific Risk Information is gathered detailing the variety of risks unique to each individual location.

Training is also undertaken to ensure familiarisation so that our crews are trained in operational preparedness should an incident occur.

9.3 Heritage Buildings and Buildings of Significant Interest

The building heritage that spans Hampshire is rich, including Calshot Castle, Netley Abbey, Medieval Merchant's House and Titchfield Castle. Within the UK there are three categories of listed buildings;

- Grade I buildings are of exceptional interest.
- Grade II* buildings are particularly important buildings of more than special interest.
- Grade II buildings are of special interest, this is the most likely grade of listing for a home owner.

Hampshire is home to 187 Grade I listed properties that are classified as exceptional interest. Furthermore, the county hosts 513 properties listed as Grade II* and over 10,000¹⁴ listed as Grade II. This remarkable variety reveals the abundance of the county's history and contributes to the identity, vitality and economic life within Hampshire. The county's heritage sites are enjoyed by the tourists that visit Hampshire in their thousands on an annual basis and by the county's residents alike.

Hampshire is also home to Portsmouth Historic Dockyard which is home to HMS Victory, HMS Warrior and the Mary Rose.

While modern buildings are designed from the outset to accommodate meticulous fire safety regulations many historic buildings were built within an era when fire safety was not a significant requirement. The very character of some of the country's heritage properties means that fire is without doubt the greatest threat to the building; this is since a fire is not only able to destroy the entire fabric of a building but also its precious artefacts.

Our Fire Safety Inspection Officers undertake safety audits of Grade I, Grade II* and Grade II heritage premises to ensure that adequate fire safety solutions are in place and the building meets life safety standards.

Should an incident occur at a heritage site, 'Salvage Plans' are referred to for key information surrounding the sites significant assets available.

9.4 Piers

Hampshire has three piers, Clarence Pier, South Parade Pier and Hythe Pier, all of which host an array of attractions including amusements, restaurants, shops, railway and ferry. The piers host local community activities in addition to tourism. Their materials are prone to exposure to fire, storms or boating accidents. The consequences of an emergency on a pier could result in serious damage leading to partial collapse, severance from land, or loss of an historical structure which could potentially have an impact on local businesses and tourism in the areas concerned.

In addition, the Service is an active member of the Hampshire and Isle of Wight Local Resilience Forum (HIOWLRF) which has enabled the development of a multi-agency emergency plan that sets out the procedures to manage and mitigate the impact of an incident involving a pier in Hampshire.

¹⁴ <https://historicengland.org.uk/listing/>

10. National & Regional Risks

10.1 National Risk Assessment and National Risk Register

Risks the UK faces are continually changing; to monitor these risks the government produces a National Risk Assessment (NRA) that records the risks that the UK and its citizens could face over the next five years. The NRA is a confidential assessment that is produced each year through consultation with a wide variety of experts both across government departments and within other organisations. The National Risk Register (NRR) is the public version of this assessment that aims to deliver the first step in providing advice on how people and businesses can better prepare for civil emergencies.

Whilst most emergencies will be dealt with by local authorities there are some events which, if to occur, would have a serious impact on a much wider scale causing a civil emergency within the UK. All risks within the NRR have been written in the form of event or scenario, such as:

- adverse weather conditions
- Pandemic influenza
- major coastal flooding
- loss of critical infrastructure (Water, Electricity & Gas)
- Industrial accidents
- ethical failure
- catastrophic terrorist attacks.

To support this, the government provides guidance to local resilience forums on how to interpret the risks in the NRA and NRR; this enables local authorities to produce their own local assessments of risk. This ensures that risk assessments at all levels of government are integrated and underpins coherent emergency planning across the country.

10.2 Hampshire and Isle of Wight Resilience Forum (HIOWLRF)

The Civil Contingencies Act 2004 provides a single coherent framework for emergency planning and response across both local and national levels forming the overarching structure for civil protection in the UK.

The Act lists organisations that are included; these are divided into 2 categories with each category imposing a different set of duties on local responders. Category 1 responders are subject to the full set of civil protection duties and include organisations who provide a fundamental response to most emergencies such as the Emergency Services, NHS Organisations, Local Authorities and the Environmental Agency. Category 2 responders have a lesser set of duties as they are less likely to be involved in the core of planning work, but they will be heavily involved in incidents that affect their own sector such as, for example, utility's companies.

Part of the Act necessitates that Category 1 and Category 2 responders form a local resilience forum to consult, collaborate and disclose information with each other. In Hampshire this is known as the Hampshire and Isle of Wight Local Resilience Forum (HIOWLRF).

HIOWLRF provides the opportunity for agencies to identify potential risks, and produce emergency plans, to either prevent or mitigate the impact of any incident on their local communities. The risks identified by the HIOWLRF are assessed and documented in the Community Risk Register. The register provides a brief overview of significant risks based on local conditions, infrastructure and geography and assists the HIOWLRF to prioritise

planning, facilitate training and organise exercises to ensure that adequate arrangements for responding to an emergency are in place and up to date.

Whilst HFRS has a robust risk assessment process in place for a multitude of incidents and hazards, to meet our statutory duties we are also an active member of the HIOWLRF. By working in affiliation with our partners and participating in multi-agency testing exercises, the Service has assurance of emergency preparedness.

11. Terrorism

Terrorism presents a serious and sustained threat to the UK. Terrorists seek to cause widespread disruption and it is therefore critical for HFRS to maintain an operational preparedness in response to this risk factor. At the time of writing this report the international terrorism threat to the UK remains 'severe' meaning the probability of an international terrorist attack is highly likely and the current threat level; for Northern Ireland-related terrorism in Britain is 'Moderate'; meaning an attack is possible, but not likely. In the UK the Terrorism Act 2000 defines terrorism as:

"Terrorist groups use violence and threats of violence to publicise their causes and to achieve their goals. They often aim to influence or exert pressure on governments and government policies but reject democratic processes, or even democracy itself."

Types of terrorism¹⁵:

- International terrorism
- Northern Ireland-related terrorism
- Domestic extremism

The most up to date national threat level to the UK is available on both the MI5 and the Home Office Websites. Separate threat levels are set for Great Britain and Northern Ireland due to Northern Ireland related terrorism currently posing different threat levels between Northern Ireland and Great Britain.

The threat levels have been designed to give an indication of the likelihood of an attack and are defined by the following levels:

- LOW means attack is unlikely
- MODERATE means an attack is possible, but not likely
- SUBSTANTIAL means an attack is strongly likely
- SEVERE means an attack is highly likely
- CRITICAL means an attack is expected imminently¹⁶

Since 2006 when the threat levels were introduced, the UK has moved between the substantial and critical levels. Movement between the levels are due to be more frequent due to the terror attacks in 2017.

Due to the increase in terrorist attacks within the UK the ignition of a review of the "Joint operating Principles for Emergency Services – Responding to a marauding Terrorist Firearms Attack" guidance was commissioned, and whilst the response principles within the guidance remain broadly similar, there remains the expectation that fire and rescue services will form part of a multi-agency response.

¹⁵ <https://www.mi5.gov.uk/terrorism>

¹⁶ As defined by MI5 - <https://www.mi5.gov.uk/threat-levels>

