



Background Risk Analysis (CRMP) 2022-2025

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Introduction

The [Fire and Rescue National Framework for England 2018](#) outlines how Fire & Rescue Authorities will discharge their functions with regards to the fire and rescue service. It requires the Fire Authority for Northamptonshire to produce a risk management plan which we call our Community Risk Management Plan (CRMP).

This document is our background risk analysis and has informed our Community Risk Management Plan 2022 – 2025 and will be reviewed annually.

It is a risk analysis of Northamptonshire and has assessed the current and emerging level of risk and our current risk treatment in the following areas:

- Prevention
- Protection
- Response and resilience

We have a clear vision: **Making Northamptonshire Safer**. The CRMP identifies and assesses potential fire and rescue related risk that could affect local communities so in order to make the County safer, we first need to understand and analyse those risks.

This understanding is compiled from a combination of data sets, professional judgement and external influence in order to paint a picture of who or what is at risk. These risks are not static and our demand can alter in line with changes which affect our community.

What presents as a risk for us is largely driven by our statutory duties (see page 15 for detail) and what incidents are within our remit, but is also driven by ensuring that we look after our staff and, as a public sector organisation, we do the best we can with the resources and budget available to us.

This document also outlines what is driving the need and content of the CRMP. This includes the influences, expectations, issues, and areas of risk we encounter and which need to be considered by the CRMP. Societal change, new and emerging risks are presented through the PESTLEO analysis (Political, Economical, Sociological, Legal, Environmental and Organisational).

The COVID-19 pandemic has affected us all, from societal changes in where and how people live, work and travel, through to the economic impact on public services, mental health and wellbeing and much more. During this time, we have accelerated our thoughts on how we might reach people through modern communication. It is too soon to know what the longer term impact of the COVID-19 pandemic will be, but it has been a considered theme throughout this analysis, as we consider what the foreseeable risk for the county is, in light of the unprecedented change and uncertainty of the past 18 months.

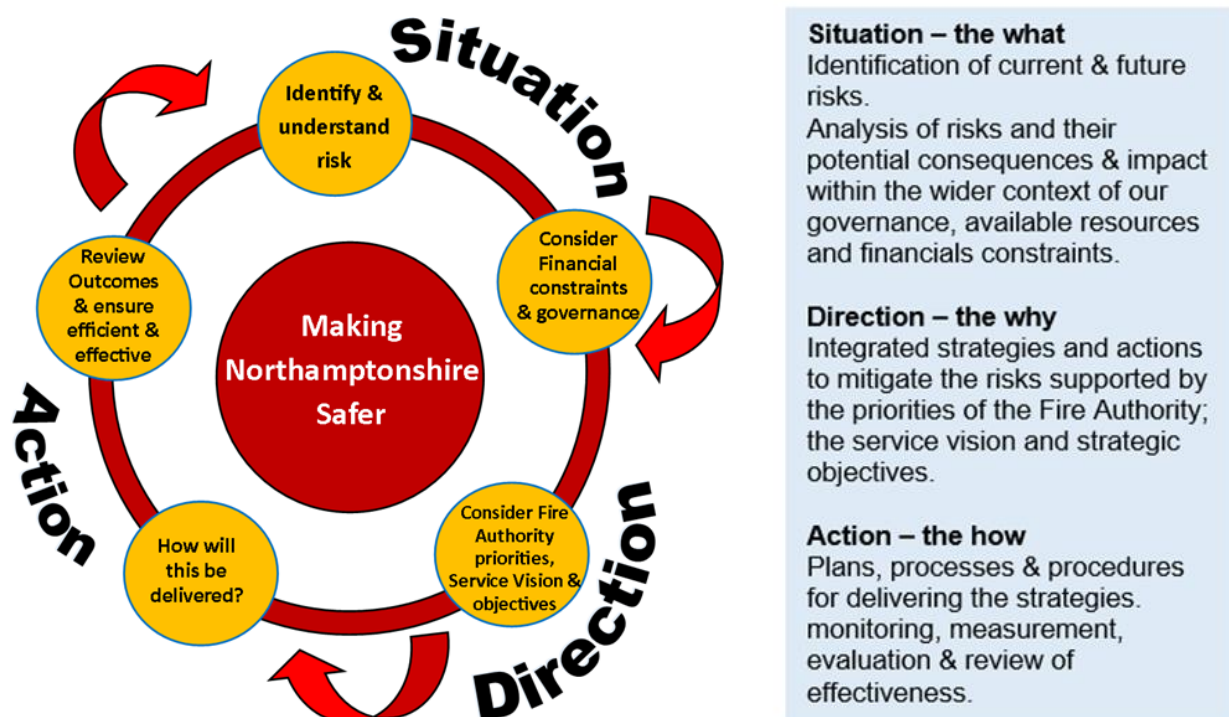
Due to the exceptional conditions during COVID-19 and the subsequent lockdowns, for the purpose of this analysis we have considered data across six years, a full list of all graphs and tables can be found on page 46 thereby including a full five years of data prior to COVID-19 and to help identify any trends. Internally, and through our performance statistics we continue to measure ourselves against 2019/20 rather than 2020/21, recognising that this past year was so different, it is not a true comparison.

Methodology for Risk Analysis

We have analysed the foreseeable risk in relation to fire and non-fire activity. Non-fire activity includes: Road Traffic Collisions (RTCs), rescue from water and malicious attacks such as acts of terrorism. Additionally, we have structured our horizon-scanning of wider influences as a PESTLEO analysis: PESTLEO analysis is a framework to analyse the key factors (Political, Economic, Sociological, Technological, Legal, Environmental and Organisational) influencing an organisation from the outside.

Each individual risk and PESTLEO section includes a summary box which provides a succinct overview of the analysis. This is structured as per our CRMP decision making process below:

The Fire and Rescue National Framework 2018 outlines that a CRMP must:

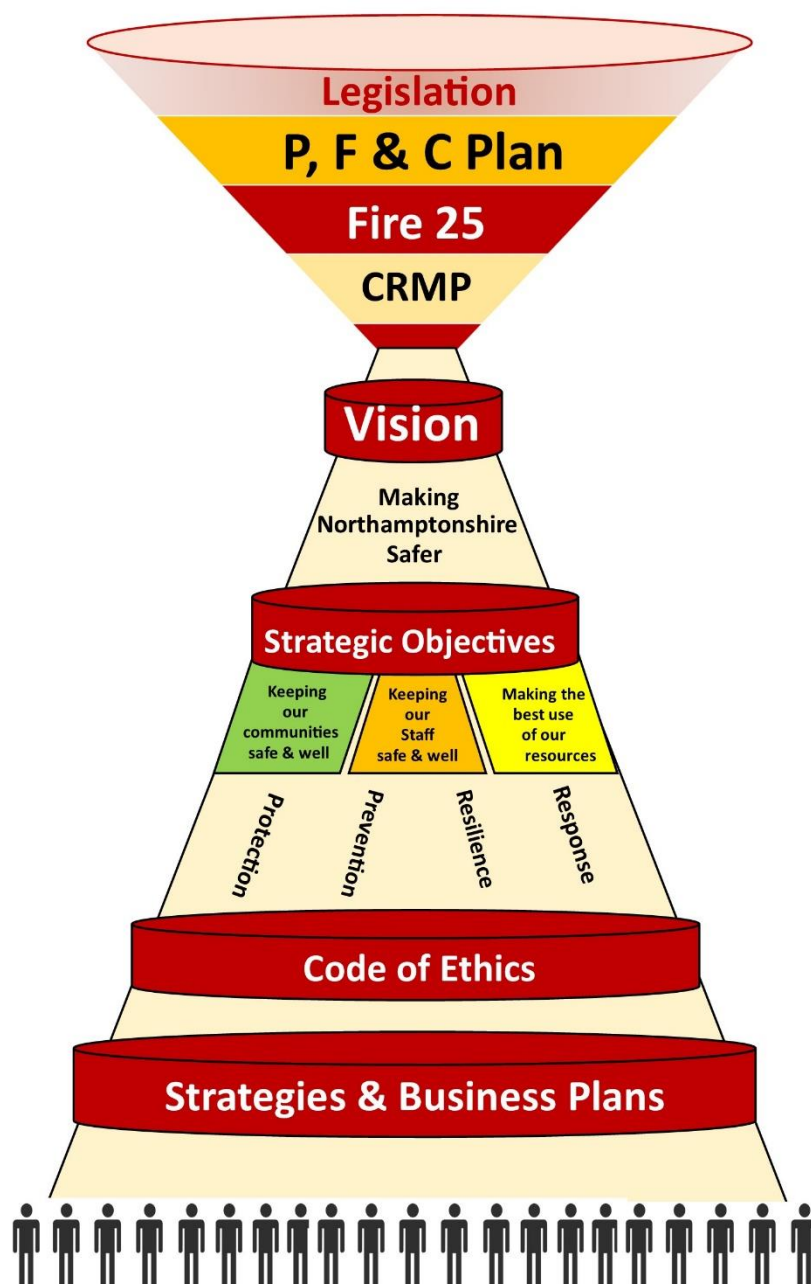


- Assess current foreseeable fire and rescue related risks that could affect Northamptonshire.
- Demonstrate how prevention, protection and response activities will be used to prevent and mitigate the impact of risks in a way that makes best use of available resources.
- Outline required service delivery outcomes, including allocation of resources to mitigate risks.
- Set out a management strategy and risk-based programme for provision of the Fire Safety Regulatory Reform Order 2005.

The diagram below is a representation of how Northamptonshire Fire and Rescue Service (NFRS) is governed and how this translates to our staff and the public.

In addition to this, other influencers include:

- Sector guidance and policy, such as National Fire Standards and National Operational Guidance (NOG)
- Societal change, new and emerging risks, political landscape – these are considered as part of a PESTLEO analysis
- Collaborative and partnership arrangements
- Professional judgement, data, local intelligence



Legislative Requirement

Since the publication of our last risk analysis ([Background Risk Document 2019](#)), new legislation has been introduced regarding Fire Safety.

Below is a summary of the legislative and framework requirements which govern all English Fire and Rescue Services. For those marked as **, these are summarised in more detail overleaf.

- The Fire and Rescue Services Act 2004**
- Fire and Rescue National Framework for England**
- Civil Contingencies Act 2004**
- Fire and Rescue Services (Emergencies) (England) Order 2007**
- The Regulatory Reform (Fire Safety) 2005**
- Policing and Crime Act 2017 **
- The Fire Safety Act (2021)
- Building Safety Bill (in draft)
- National Risk Register
- Data Protection Act 2018/General Data Protection Regulation 2018
- Chapter 4 – Local responder Risk Assessment Duty 2012
- Localism Act 2011
- Equality Act 2010
- The Children Act 2004
- Local Government Act 2000
- Health and Safety legislation – Health and Safety at Work Act 1974 and The Management of Health and Safety at Work Regulations 1999
- Human Rights Act 1998

The Fire and Rescue Services Act 2004

The Fire and Rescue Services Act 2004 received Royal Assent in July 2004, replacing the Fire Services Act 1947, which has been repealed. This act identifies the functions of the Fire and Rescue Authority, which in Northamptonshire is the Office of the Police, Fire and Crime Commissioner (OPFCC).

The Fire and Rescue Authority's core duties include:

- The requirement of promoting fire safety in its area which includes the provision of information, publicity and encouragement in respect of the steps to be taken to prevent fires and death or injury by fire.
- A provision for extinguishing fires and protecting life and property in the event of fires in its area.
- Securing the provision of the personnel, services and equipment necessary to meet all normal requirements, training for all personnel, dealing with calls for help and summoning personnel and making arrangements to ensure that reasonable steps are taken to prevent or limit damage to property resulting from the actions listed in this section.
- A provision for the purposes of rescuing people and, where reasonable, protecting them from harm in the event of RTCs in its area.
- In addition to the above the Secretary of State may confer functions relating to emergencies, other than fires and RTCs, which may also be discharged outside of the Authority's area. Authorities have a duty on them to respond to particular types of emergency, such as flooding and terrorist incidents. An emergency is defined as an event or situation that causes or is likely

to cause one or more individuals to die, be seriously injured or become seriously ill and/or serious harm to the environment.

- The Authority may also provide other services utilising its personnel and equipment that it considers appropriate and this may also include operating beyond the Authority's area.

The Act also introduced the Fire and Rescue National Framework, in which the requirement for the IRMP (CRMP) is detailed.

[Fire and Rescue Services \(Emergencies\) \(England\) Order 2007](#)

The Fire and Rescue Services (Emergencies) (England) Order came into force on 6 April 2007 and states that Fire and Rescue Authorities must make provision for the purposes of:

- Removing chemical, biological or radio-active contaminants from people in the event of an emergency;
- Rescuing people who may be trapped and protecting them from serious harm;
- Responding to emergencies outside of the fire and rescue authorities' area.

[Fire and Rescue National Framework for England](#)

The latest National Framework was published on 8 May 2018 and acknowledged that whilst fire safety has improved, the Grenfell tragedy serves as a reminder not to become complacent. There was also acknowledgement of the fact that fire and rescue services are attending an increasing amount of non-fire incidents.

The framework provides an overall strategic direction to fire and rescue authorities and provides direction on matters which include delivery of services, development of staff and regional working.

The National Framework lays out the responsibilities of the fire and rescue services as follows:

All foreseeable fire and rescue related risks that could affect our community must be assessed; provision must be put in place to prevent and mitigate these risks. The promotion of fire safety, including prevention, is essential and it is expected that those at highest risk are targeted. The Fire and Rescue Service must also work closely with other organisations in the voluntary and public sector, as well as the police and ambulance services. There must be provision in place to respond to incidents such as fire, RTCs and other emergencies. Business continuity arrangements should be in place.

The National Framework requires an IRMP (CRMP) to be produced by each Fire Service. It must reflect up-to-date risk analysis, demonstrate how prevention, protection and response activities will be used, outline required service delivery outcomes and set out management strategy and risk-based programme. It must cover at least a three-year time span, reflect effective consultation and be easily accessible and publically available.

The National Framework also noted that in the case where the Fire Authority is the Police, Fire and Crime Commissioner (PFCC), a fire and rescue plan must also be produced. It is expected that this is produced shortly after the PFCC takes office. It should set out the fire and rescue authority's strategic vision, priorities and objectives for their fire and rescue service over the period of the document.

[Civil Contingencies Act 2004 \(CCA\)](#)

The Civil Contingencies Act establishes a coherent framework for emergency planning and response ranging from local to national level. The act is separated into two substantive sections: local arrangements for civil protection and emergency power. A clear set of roles and responsibilities for those involved in emergency preparation and response at local level.

The act establishes a comprehensive framework for different types of emergencies and places a legal obligation upon the emergency services and local authorities to assess the risk of, plan, and exercise for emergencies. Different emergency services are also legally obligated to co-operate and share information as well as non-emergency services like utility companies or transport providers. 'Blue-light' emergency services, including the Fire Service, are known as Category One responders. These are known as the core responders. Category Two responders mostly comprise of private sector bodies that co-operate and share information with Category One responders. They mostly tend to comprise of utility companies and transport organisations. The act broadens the number of local bodies who have duties in the event of an emergency.

The Regulatory Reform (Fire Safety Order) 2005

The Regulatory Reform (Fire Safety Order) 2005 obligates Fire and Rescue Authorities as well as other bodies to enforce fire safety in non-domestic premises. This is a statutory instrument that places responsibilities on individuals within Fire and Rescue Services to carry out risk assessments that will identify, manage and reduce the risk of fire and sets out the principles of better regulation.

NFRS has a clear vision to make Northamptonshire safer, and in support of this vision the Fire Protection department contribute proactively by reducing the impact of fire in commercial premises and targeting areas that have the greatest risk to life and property.

The Fire Protection department targets its activities using a risk based approach to regulation of premises; this is detailed further in the Protection section of the CRMP. The department uses its legal powers to inspect, advise and where necessary carry out enforcement actions to ensure compliance and the safety of persons from fire in non-domestic properties.

Policing and Crime Act 2017

The Policing and Crime Act introduced opportunities for Police and Crime Commissioner to take on responsibility for fire and rescue governance. Under the legislation, Police and Crime Commissioners (PCCs) can join their local Fire and Rescue Authority or, as was the case in Northamptonshire, can consult the public and submit a business case to the Home Secretary seeking to become the Fire and Rescue Authority in their area. And so formally creates a Police, Fire and Crime Commissioner (PFCC)

PFCCs are responsible for:

- putting in place arrangements to deliver an efficient and effective fire and rescue service;
- setting the fire and rescue objectives for their area through a fire and rescue plan;
- appointing the Chief Fire Officer, hold them to account for delivery of objectives, and if necessary dismiss them; and
- setting the service budget and determine the precept.

The legislation also places a duty on police, fire and ambulance services to work together.

National and Community Risk Registers

Risk Registers are used to identify risks, consider the impact and plan to mitigate this. In addition to consideration of our own risk registers as part of CRMP, we also consider information from national, regional and local risk registers.

The National Risk Register (NRR) of Civil Emergencies provides an overview of the key risks that have the potential to cause significant disruption in the UK in the next five years. These registers cover risks such as natural hazards, major accidents and societal risks. The 2020 NRR can be found here: [UK National Risk Register 2020](#). As well as explaining the types of emergencies that might occur, it outlines what the Government and partners are doing to mitigate them.

The NRR is the public-facing version of the National Security Risk Assessment (NSRA), and risks are represented as 'reasonable worst case scenarios', which means they represent the worst plausible manifestation of that particular risk. They are assessed in terms of likelihood and impact and then plotted onto a matrix (see below). Instead of plotting each individual risk onto the matrix, a number of risks have been thematically grouped, bringing together risks that share similar risk exposure and require similar capabilities to prepare, mitigate and respond. The position of each risk category on the matrix is an average based on the positions of all the different risk which belong to that category.

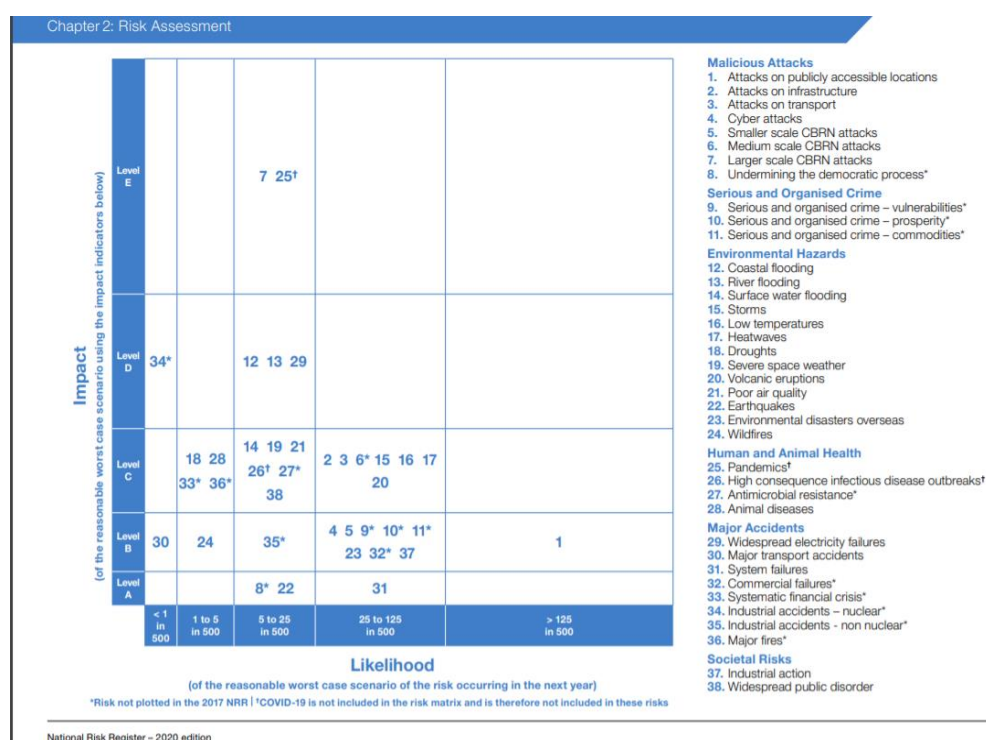


Image - Risk Matrix from National Risk Register, 2020 edition

For some of these risk groupings, Fire and Rescue Services have a recognisable role; such as Malicious Attacks and Environmental Hazards, given our immediate responsibility at incidents such a Chemical, Biological, Radiological, Nuclear Explosives (CBRNe) attack or flooding/wildfires (see page 71 for more detail). However, for others our contribution will be determined at a local level. For example, our involvement in the COVID-19 pandemic response.

Local Resilience Forum (LRF)

The aim of the LRF is to plan and prepare for local incidents and major emergencies, and work to identify potential risks and produce emergency plans to either respond, prevent or mitigate the impact of the incident on the local community. This collective responsibility to plan, prepare and communicate in a multi-agency environment is outlined within the Civil Contingencies Act – read more about this here

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/62277/The_role_of_Local_Resilience_Forum- A_reference_document_v2_July_2013.pdf

A function of the LRF is to produce the Northamptonshire Community Risk Register (CRR). It does this by considering the risks identified in the NRR and assessing how they apply to our county. Our Chief Fire Officer Darren Dovey is the current Chair of the LRF, and there are various other local public services represented.

The latest Community Risk Register can be found here: [Community Risk Register](#) During 2021, the LRF have undertaken work to review the latest NRR analysis and will publish an updated version once complete.

In order to respond to the risks identified in the risk registers we maintain a range of specialist capabilities. We also maintain a comprehensive suite of documents covering operational doctrine, including Tactical Response Plans which outline how we would deal with these incidents and so ensure our preparedness.

PESTLEO

A PESTLEO analysis is an audit of seven external influences on an organisation:

Political: Tax policy; environmental regulations; trade restrictions and reform; tariffs; political stability

Economic: Economic growth/decline; interest, exchange, inflation and wage rates; minimum wage; working hours; unemployment (local and national); credit availability; cost of living

Sociological: Cultural norms and expectations; health consciousness; population growth rates; age distribution; career attitudes; health and safety

Technological: New technologies are continually emerging (for example, in the fields of robotics and artificial intelligence), and the rate of change itself is increasing. How will this affect the organisation's products or services?

Environmental: Global warming and the increased need to switch to sustainable resources; ethical sourcing (both locally and nationally), including supply chain intelligence. Pandemics and other emergencies.

Legal: Changes to legislation impacting employment, access to materials, quotas, resources, imports/exports, and taxation

Organisational: Factors which would not otherwise be covered in the above section and which stem from the wider sector itself, and in relation to the service

By analysing these factors, we can gain insight into the external influences which may impact us.

Political

Government 'White Paper'

The Reform of the Fire and Rescue Services White Paper is a consultative paper expected to be published late 2021. Government are clear on fire service reform, and this was started through the Police and Crime Commissioner Review (Part 1) where findings signalled strong support for directly elected individuals taking on fire functions to strengthen governance of English fire and rescue services (as is the case for Northamptonshire).

The Government Agenda details four main proposals which will be consulted upon:

1. Mandate the transfer of all fire and rescue functions to the PFCC model across England where boundaries are coterminous, unless there is an option to transfer fire governance directly to an elected Mayor.
2. Address coterminosity challenges, including in the south-west
3. Legislating to create operational independence for Chief Fire Officers and to clearly separate and delineate strategic and operational planning for fire and rescue
4. Considering options to clarify the legal entities within the PFCC model

Local Government Association (LGA) Vision 2024 Document

Underpins the governments Fire Reform Programme. English fire and rescue services are currently represented by LGA's Fire Commission and the Fire Services Management Committee (FSMC).

The Vision covers 5 main areas and is a 'live' document which will be reviewed as new challenges emerge. The 5 main areas covered are:

- Community Protection: Identification of appropriate risks, embedding collaboration within frontline staff, working in partnership with wide range of agencies with a community or individual reduction focus – explore where this offers improved value to the public, reduce high levels of false alarms.
- National Resilience: continue to support New Dimensions assets.
- Workforce: considerations around broadening of the role of a Firefighter. LGA will set organisational goals for Black, Asian and Minority Ethnic (BAME) recruitment reflective of own communities, increase rate of female firefighter recruitment by 30%, publish pay by gender and retention figures as part of public sector duties of the Equality Act 2010.
- Technology and Change: proactively deliver high-impact procurements nationally, regionally and across sectors to deliver better value of taxpayers' money, maximize added value and efficiency of digital solutions
- Accountability: LGA and National Fire Chiefs Council (NFCC) Peer challenge will offer continued support to services, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) Inspection findings will be appropriately responded to, Public must be able to find out what is being spent, what on and what that spending has achieved.

Global Britain in a Competitive Age: The integrated review of security, defence, development and foreign policy

This Integrated Review sets out the government's overarching national security and international policy objectives to 2025. These will inform future policy-making for all government departments.

They will also inform future Spending Reviews, offering further opportunities to align resources with ambition over the long term.

The Integrated Review is a comprehensive articulation of the UK's national security and international policy. It outlines three fundamental national interests that bind together the citizens of the UK – sovereignty, security and prosperity – alongside our values of democracy and a commitment to universal human rights, the rule of law, freedom of speech and faith, and equality.

The Integrated Review concludes at an important moment for the United Kingdom. The world has changed considerably since the 2015 Strategic Defence and Security Review, as has the UK's place within it.

The document, which is the product of over a year of work across government and of consultation with a wide range of external organisations and thinkers, sets out a vision for Global Britain. This includes:

- an emphasis on openness as a source of prosperity
- a more robust position on security and resilience
- a renewed commitment to the UK as a force for good in the world
- an increased determination to seek multilateral solutions to challenges like climate change

It also stresses the importance of deepening our relationships with allies and partners around the world, as well as moving more swiftly and with greater agility.

In this context, the Integrated Review sets out four overarching objectives:

- Sustaining strategic advantage through Science and Technology (S&T), incorporating it as an integral element of national security and international policy to firmly establish the UK as a global S&T and responsible cyber power. This will be essential in gaining economic, political and security advantages.
- Shaping the open international order of the future, working with partners to reinvigorate the international institutions, laws and norms that enable open societies and economies such as the UK to flourish. This will help our citizens and others around the world realise the full benefits of democracy, free trade and international co-operation – not least in the future frontiers of cyberspace and space.
- Strengthening security and defence at home and overseas, working with allies and partners to help us to maximise the benefits of openness and protect our people, in the physical world and online, against a range of growing threats. These include state threats, radicalisation and terrorism, serious and organised crime, and weapons proliferation.
- Building resilience at home and overseas, improving our ability to anticipate, prevent, prepare for and respond to risks ranging from extreme weather to cyber-attacks. This will also involve tackling risks at source – in particular climate change and biodiversity loss.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/975077/Global_Britain_in_a_Competitive_Age-the_Integrated_Review_of_Security_Defence_Development_and_Foreign_Policy.pdf

National Resilience Strategy

During 2021, the UK Government sought public views to help inform the development of a new National Resilience Strategy, as it aims to outline an ambitious new vision for national resilience. The consultation (Call for Evidence) sought to understand current perceptions of risk and resilience, gather evidence on where improvements could be made, and gauge the UK's appetite for change.

The Government has now analysed the response to the Call for Evidence. The key points and themes have been drawn out to support policy and development by officials.

The Call for Evidence asks questions around six themes:

- Risk and Resilience: Strengthening our ability to manage an evolving risk landscape depends on improving our ability to both predict and adapt to identified and unexpected challenges.
- Responsibilities and Accountability: It is fundamentally important that all those involved in building resilience have a clear understanding of when, where and how to apply tools, processes and relationships effectively.
- Partnerships: Resilience is not solely a government or public sector responsibility. Other parts of society play an essential role in building our collective resilience.
- Community: A whole-of-society approach will be central to strengthening the UK's resilience, with a revived effort to inform and empower all parts of society who can make a contribution.
- Investment: The challenge of where to place investment in the risk cycle is one that affects the public and private sectors alike. As government, individuals and businesses, we face choices around what, and how much, to invest.
- Resilience in an Interconnected World: UK resilience is closely entwined with the wider global context. Challenges and opportunities are frequently experienced on a global scale.

It also included specific questions on the Civil Contingencies Act. Evidence gathered in this section will help to inform the scheduled review of the Act which is due to be completed by March 2022. The Resilience Strategy is due to be published in Spring 2022, in conjunction with the publication of the scheduled Civil Contingencies Act review.

<https://www.gov.uk/government/consultations/national-resilience-strategy-call-for-evidence>

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) Inspection HMICFRS independently assesses the effectiveness and efficiency of English fire and rescue services and how we look after our people. We were last inspected in November 2018, whilst still under the governance of Northamptonshire County Council (NCC) with publication of the final report June 2019 (<https://www.justiceinspectorates.gov.uk/hmicfrs/frs-assessment/frs-2018/northamptonshire/>).

Following the November 2018 inspection, the Service was informed by HMICFRS of two causes of concern:

1. Fire Engine availability and the process for managing this; and
2. Process for assuring itself that its firefighters had all necessary safety critical skills needed to respond to emergency incidents.

The Service was required to submit an action plan setting out how we would address them. HMICFRS conducted a number of revisits and reviews to inspect and assess progress.

In March 2021: HMICFRS wrote to PFCC Stephen Mold and CFO Darren Dovey releasing NFRS from the causes of concern. The letter can be found following this link - <https://www.justiceinspectorates.gov.uk/hmicfrs/publication-html/northamptonshire-fire-and-rescue-service-causes-of-concern-revisit/>

The summary findings contained in a letter from Zoe Billingham, HM Inspector of Fire and Rescue Services stated:

"After reviewing your plans, it is clear the service now has established procedures in place to make sure it has appropriate oversight on fire engine availability. Action is also being taken to increase fire engine availability.

We also recognise the service's increased focus on recruitment, selection and staff training. Regular audits of training and competence records make sure that staff meet the required standard or revalidation timescales.

There continue to be effective governance arrangements within the service and through the police, fire and crime commissioner to scrutinise progress.

*Overall, we are pleased that Northamptonshire Fire and Rescue Service has improved how it manages its fire engine availability, and how it maintains and assures itself about the competence of its staff. We recognise the considerable work that has been carried out to support these improvements. **As a result, we now consider sufficient action has been taken to close these causes of concern."***

HMICFRS are now in the second round of inspections, with the service due to be inspected in Winter 2021/22. Round two inspections will include:

- A greater focus on race and diversity, and how services are overcoming undue inequalities
- Productivity of services
- As assessment of how services are identifying and planning against their risks; and
- More case file reviews in relation to Protection and buildings safety

[HMICFRS COVID-19 Report](#)

During the COVID-19 pandemic, the Home Office requested that HMICFRS undertook themed inspections of all English Fire & Rescue Services (FRS) to consider their response to COVID-19. Each Service was inspected between September and December 2020 covering performance to that point, largely covering the first wave of COVID-19. Each Service received an individual letter but HMICFRS produced a sector wider report. We were one of the first services to be inspected in early September 2020.

Overall, HMICFRS found that the fire and rescue service responded very well to the pandemic. Services maintained their ability to respond to fires and many services provided pandemic-specific support outside their statutory duties. This included driving ambulances and delivering essential items to the most vulnerable as well as personal protective equipment to those in healthcare. Firefighters also assisted in moving the bodies of those who died from the virus.

However, some fire services were unable to maximise this support due to outdated and restrictive working practices within the sector. This caused delays to how some fire and rescue services provided support. Some firefighters were also asked by Fire Brigades Union (FBU) not to volunteer to support the NHS Test and Trace system, and the COVID-19 vaccination programme. You can read more about the detail of this report here –<https://www.justiceinspectorates.gov.uk/hmicfrs/news/news-feed/firefighters-prevented-from-fully-supporting-public-during-covid-19-pandemic/>

The individual letter –

<https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/northamptonshire-frs-covid-19-inspection.pdf> for NFRS was positive, with reference to the Service *“working proactively”, and prioritising the wellbeing of its staff*”, alongside our service delivery: maintaining statutory functions including protection and adapting prevention and protection to support multi-agency response, maintaining appliance availability and our Standard of Response (average response of 10 minutes). The report also referenced the new activities we carried out: *“moving the deceased, assisting vulnerable people, delivering Personal Protective Equipment (PPE), assisting East Midlands Ambulance Service NHS Trust (East Midlands Ambulance Service) and delivering medicines”* and how we had *“further improved its collaboration with local authority partners, the police and the ambulance service and is looking at more permanent ways of working with them.”*.

To assist in future planning it recommended the following as areas of focus:

- Determine how it will adopt for the longer-term, the new and innovative ways of working introduced during the pandemic to secure lasting improvements
- Consider whether the shared plans it uses (such as the Northamptonshire Pandemic Influenza Plan, plans owned by the LRF etc.) are comprehensive enough to meet the specific needs of the Service and its community. If not the service should make sure the plans change to reflect these needs.
- Determine how it can improve its IT and systems so that staff can work effectively remotely.

HMICFRS State of Fire and Rescue: The Annual Assessment of FRS in England 2020 Report

Alongside COVID-19 pandemic findings, HMICFRS published its Annual Assessment report 2020, in March 2021. This is the second State of Fire and Rescue report. The Chief Inspector has previously made six recommendations (below) for national reform of the fire service, which he said remains necessary and needs to accelerate proposing new completion dates.

1. The Home Office should precisely determine the role of fire and rescue services, to remove any ambiguity;
2. The sector should remove unjustifiable variation, including in how they define risk;
3. The sector should review and reform how effectively pay and conditions are determined;
4. The Home Office should invest chief fire officers with operational independence, whether through primary legislation or in some other manner;
5. There should be a code of ethics; and
6. The Home Office should ensure that the sector has sufficient capacity and capability to bring about change

The Chief Inspector re-emphasised his recommendations for fire service reform, including:

- Improving a woeful lack of race and gender diversity. Only 5% of fire and rescue staff are from a minority ethnic group, compared to 14.6% of the total English population.
- The government should change the law to give Chief Fire Officers operational independence, which if put in place before the pandemic, could have helped them deploy firefighters more quickly to do tasks beyond their normal duties; and
- The way the government allocates funding to the fire sector should be reviewed, as fire services are worried about their long-term financial future once the full term effects of the COVID-19 pandemic are known.

<https://www.justiceinspectors.gov.uk/hmicfrs/publications/state-of-fire-and-rescue-annual-assessment-2020/>

We have used the performance data* collected by HMICFRS and considered how we relate to the HMICFRS comparison groups for race and gender diversity within NFRS:

- Our operational female workforce is 10.59% which is higher than England proportion of 7%. Of the total workforce 17.7% is currently female, 9.45% of our Wholetime Duty System (WDS) and 11.59% of our On-Call workforce.
- 2.7% of our total workforce declare as BAME, which makes NFRS 17th out of 45 services that submitted. The percentage of BAME residential population in Northamptonshire is 8.5%* so work still needs to be done to ensure the service is truly reflective of its population. (*2011 Census data).

*This data has been collated from 2016 onwards and has created an overview of how the service is performing against HMICFRS comparison groups, as well as the opportunity to compare against Family Groups and Over The Border services (OTB). We will publish our comparison report in early 2022.

Public Inquiries (including Grenfell Tower Inquiry and Manchester Arena)

The Grenfell Tower Fire in 2017, in which 72 people died, has been one of the most profound moments within the Fire sector history. Phase 1 of the Grenfell Tower Inquiry investigated the cause of the fire, how it spread and the response of the London Fire Brigade. The inquiry reported in October 2019 and made a series of recommendations:

- Ensuring that services have information and plans for fires in high-rise buildings
- Improving understanding of how different consultation materials for high-rise buildings behave in fires
- Ensuring effective communications between emergency control rooms and incident commanders
- Analysing how control rooms handle emergency calls and tell people how to maximise their chances of surviving fires
- Assessing the competency of command and control
- Improving the fire safety of similar buildings; and
- Improving how emergency services work together

Phase 2 of the Inquiry is underway and examines the causes of the fire. This includes how Grenfell came to be in the condition which allowed the fire to spread in the way it did.

Manchester Arena

The purpose of the Inquiry is to investigate the deaths of the 22 victims of the 2017 Manchester Arena attack. The hearings commenced on 07 September 2020 and have covered a range of evidence including, witnesses and emergency service workers. The Terms of Reference lists the scope of the inquiry as:

- Whether the attack could have been prevented by the authorities
- The build up to the attack
- The attack itself
- The security arrangements within and outside the Arena
- The emergency response to the bombing

- The experiences of each person who died
- The immediate cause and mechanism of each detail

A report on the findings and recommendations of the Inquiry will be produced, it is not yet known when this will be published.

Pensions Remediation

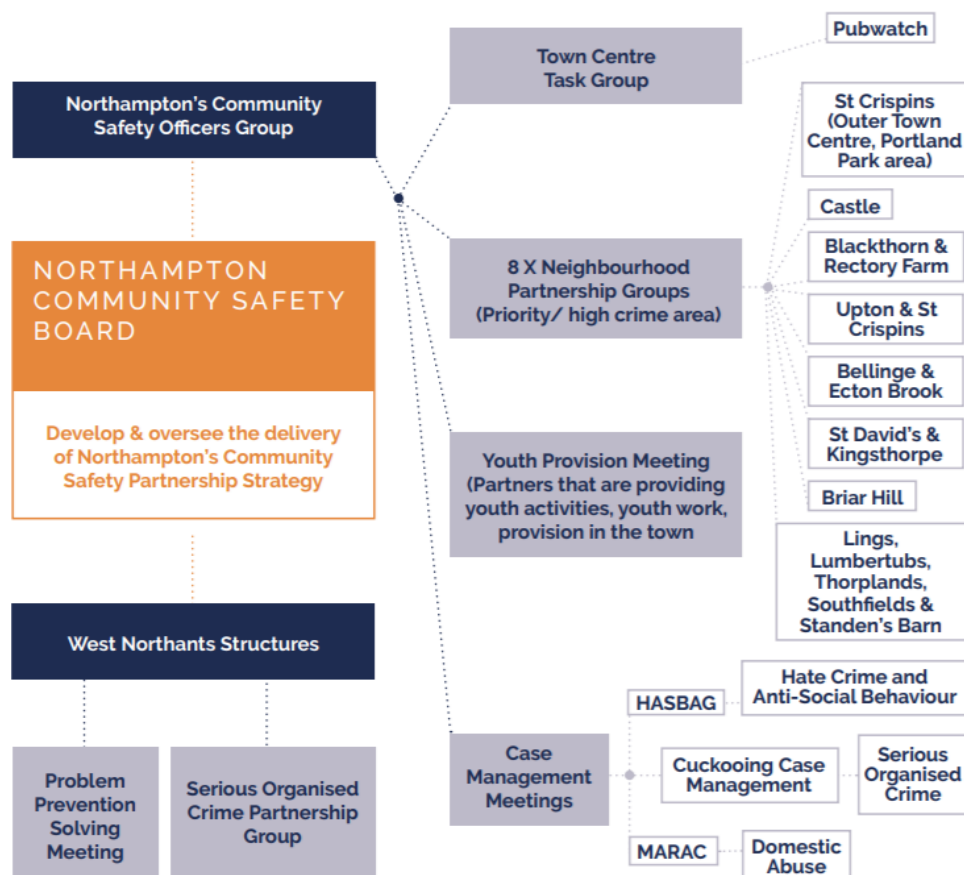
In December 2018 the Court of Appeal ruled that Firefighters were entitled to return to their previous pension schemes, after discriminatory 2015 pension reforms saw individuals moved from their original pension scheme onto a new but worse scheme. Fire and Rescue Authorities lodged an appeal at an Employment Appeal Tribunal (EAT) which was heard in December 2020, in February 2021 the EAT ruled that fire and rescue authorities have no defence for the Authorities in-action and must address the pensions issues. The Fire Brigades Union has recently issued further legal proceedings on behalf of three retired firefighters.

New Unitary Local Authority Model

From 1 April 2021, two new Unitary Authorities were established in Northamptonshire, creating a Community Safety Partner Board in the West and the North. At its centre is a Community One joint tasking meeting. Read more about the Strategy here –

<https://www.northampton.gov.uk/downloads/file/12202/ncsp-2020-2022>

These new structures are in their infancy with contacts and processes more streamlined in some places, and now doubled or more convoluted in others. It is too early to realise what the impact of this change has but there are many opportunities for partnerships to be reshaped and refocused and we would want to be part of that, to help keep our communities safe and well.



Governance arrangements for Northampton Community Safety Partnership

Impending release of the UK Government's National Resilience Strategy as this may have specific implications and requirements for emergency services including fire and rescue.

Summary of Political Influences

Situation: Nationally, through the White Paper, LGA Vision and analysis from HMICFRS, there continues to be a drive for reform within the sector; for more diversity within the workforce, increased accountability and productivity, a greater ability to demonstrate value for money and innovation. The impending release of the National Resilience Strategy and the publication of the Civil Contingencies Act review may have specific implications and further requirements for emergency services including fire and rescue. This is alongside both the National Inquiries, and Global Britain - Integrated Review offer further direction for the shape of Fire and Rescue Services in the future, more specifically in relation to fire safety and our role within national resilience for extreme weather and UK security.

Locally, the creation of two new Unitary Authorities in Northamptonshire has introduced a completely new platform and structure for working with partners.

Direction: NFRS Strategic Priority: Keeping our communities safe and well. Keeping our staff safe and well. Making the best use of resources. **PFCC Priority** – Modern services that are fit for the future. *"I want to embed and develop this enabling services approach, so that both organisations move forward together and share innovation and learning"* **PFCC, Police, Fire and Crime Plan 2021-2026**

Action: Identified two new CRMP projects – (1) adapt to climate and environment change (2) review our current data and intelligence. We propose to conduct a review of our resources in relation to incidents affected by climate change and to review the data and intelligence that informs our decision-making.

We are committed to reform, publishing [Fire25](#) this year: our first visionary document for the service, it sits alongside the CRMP and outlines our vision for 2025; of being a resilient, financially secure, flexible, outward facing organisation focussed on delivering high quality services to the public. It includes detail about the enablers needed for change and the barriers we must overcome.

Working with partners and collaborating is an integral part of how we deliver our work, we have established roles at multiple levels within the new partnership structure in the County.

We will publish an annual comparison report in early 2022 to consider how we are performing against other FRS of a similar size (Family Groups and Over the Border FRS).

Economic

Funding Context

Following the Governance Change in January 2019, and despite the challenges faced from years of under-investment, NFRS have worked hard to work towards building financial stability and have aligned resources to the operational needs and priorities as set out in the CRMP and the Police, Fire and Rescue Plan. Sufficient, but not excessive, levels of reserves have been established, an essential infrastructure investment programme is underway and Northamptonshire Fire are working towards building a resilient and sustainable financial position.

However, the impact of COVID-19 pandemic meant that the 2021/22 budget was less than the previous year, and this has increased the future financial challenge. The Chief Fire Officer has worked hard to develop a savings plan to tackle some of these challenges and joint working between Fire and Police is underway, however, this is not enough and the plan does not meet the full budget gaps. There are still significant financial shortfalls in future years.

The Government's Spending Review was announced in October 2021 and covered the three years 2022/23 - 2024/25, and sets out broad financial envelopes for public services.

NFRS are funded much less favourably than other Fire Authorities, with:

- The second lowest precept level nationally;
- The second lowest core spending power nationally;
- The lowest level of reserves nationally.

As a result of extensive lobbying to government about the unique financial situation, flexibility was granted to increase the precept by £5 in 2022/23 for Northamptonshire and seven other Fire and Rescue Services. This is an increase of approximately £1m on the previously anticipated base budget and enables NFRS's financial standing to be more stable and resilient. However, the cost of inflation is now forecast to be higher than anticipated and there remains a need for savings and efficiencies to balance the budget over the medium term.

Brexit

The impact of Brexit can be hard to distinguish when the country is still impacted by the effects of the COVID-19 Pandemic. Official UK figures in March 2021 showed that the UK recorded a record fall in trade with the EU in January, as the economy struggled with post-Brexit rule changes and the continuing pandemic. The UK economy shrank by 9.9% during 2020 as the coronavirus restrictions hit output. The contraction in 2020 was "more than twice as much as the previous largest annual fall on record" (Office for National Statistics, February 2021). Supply chain issues continue to cause challenges.

Unemployment Levels

The most recent unemployment rate, for June to August 2021, was 4.5% (ONS). The most recent data show the labour market continuing to recover. The number of payroll employees showed another monthly increase, up 207,000 to a record 29.2 million in September 2021, returning to pre-coronavirus (COVID-19) pandemic (February 2020) levels.

According to the October 2021 economic and fiscal outlook report, from the government's spending watchdog, the Office for Budget Responsibility, [Link file:///C:/Users/hgray/Downloads/Speaking notes Economic and fiscal outlook October 2021.pdf](file:///C:/Users/hgray/Downloads/Speaking%20notes%20Economic%20and%20fiscal%20outlook%20October%202021.pdf) the stronger recovery since March has had a positive impact on the labour market. The rapid reopening

of the retail, hospitality, and other sectors has drawn 3.2 million workers off furlough since March, leaving only 1.3 million on the scheme when it closed in September. And continued strong demand for workers, with a record 1.1 million vacancies advertised in the three months to September, has led us to assume only a modest uptick in unemployment to 5¼ per cent this winter, 1¼ percentage points below the peak we expected in March.

Unemployment rates in Northamptonshire rose by 40% in the year up to September 2020. Around 16,300 people were without work in Northamptonshire, 72,037 16-64 year olds were 'economically inactive' and 394,326 were employed (**ONS**). Northampton was the 'worst' area for unemployment in the County, South Northants was the best.

Increasing energy prices and cost of living

According to the Office for National Statistics (ONS), two thirds (66%) of adults in Britain reported that their cost of living increased in January 2022, with the majority of these (79%) citing higher gas and electricity bills as the cause, and following increases to wholesale prices.

Energy price rises are likely to hit lower income households disproportionately, as they spend a higher proportion of their income on utility bills and are more likely to be in fuel poverty.

<https://www.ons.gov.uk/economy/inflationandpriceindices/articles/energypricesandtheireffectonhouseholds/2022-02-01>

The cost of living has been increasing across the UK since early 2021 and in February 2022, inflation reached its highest recorded level since 1992, affecting the affordability of goods and services for households. One factor is the increase in costs of consumer goods, with another driver due to inflation of energy prices with household energy tariff's increasing and petrol costs going up. In the year to January 2022, domestic gas prices increased by 28% and domestic electricity prices by 19%, with the regulator announcing that the energy price cap would increase by 54% in April 2022.

Additionally, Russia's invasion of Ukraine will also have implications for the world economy, as well as the military, political and humanitarian impact.

<https://commonslibrary.parliament.uk/research-briefings/cbp-9428/>

UK Poverty Levels

The UK population is nearly at 67 million, up to 14.5 million people were in poverty before the pandemic began. It is estimated that another 700,000 people (including 120,000 children) have been impacted by COVID-19 which has resulted in the poverty figure nearing more than 15 million

According to a report by Northamptonshire Community Foundation in 2019, child poverty levels in the county are lower than the national average (17% for England). However, Corby, Northampton and Wellingborough are close to or equal to the national average.

<http://www.ncf.uk.com/upload/managerFile/Northamptonshire%20Inights/Child%20Poverty%20Needs%20Analysis.pdf>

Summary of Economic Influences

Situation: The wider economic environment remains uncertain; nationally we continue to deal with the ongoing COVID-19 pandemic, post-Brexit issues and the impact of various factors, which have seen an increase to the cost of living. Whilst uncertain, this economic environment could present a range of implications within the community; for example, increasing levels of fuel poverty and the potential risks around unsafe forms of heating or stockpiling fuel.

Locally, whilst the increase in precept has improved the budget position, there remains a need for savings and efficiencies to balance the budget over the medium term. [Organisational](#) -See Organisational Summary for detail of our actions.

Direction: NFRS Strategic Priority: Making the best use of resources. *"I will continue to work closely with the Home office to seek funding including requests for a permanent increase to the Fire budget and additional capital funding"* **PFCC, Police Fire and Crime Plan 2021 - 2026**

Action: The challenge of our financial landscape is referenced within our [FIRE25](#) Vision document – with funding a key focus area, as we look to influence the government in relation to fire funding and in the development of our savings plan.

Sociological

Diversity and Inclusion

According to the 2011 Census, the total population of England and Wales was 56.1 million and 86% of the population was White. According to the Office for National Statistics ([ONS](#)), the mid-year estimate for 2020 is 56,550,00 for England.

People from Asian ethnic groups made up the second largest percentage of the population at 7.5% followed by Black ethnic groups at 3.3%. Mixed/Multiple ethnic groups were 2.2% and Other ethnic groups at 1.0%. From 2001 to 2011 the percentage of the population from England and Wales that was White British had decreased from 87.4% to 80.5%, while Other White group saw the largest increase from 2.6% to 4.4%. The percentage of the population from a Black African background doubles from 0.9% in 2001 to 1.8% in 2011.

The last 'Overview of the UK population' report, published by ONS in January 2021 covers the period of time directly before the COVID-19 pandemic. It provides an overview of the UK population in 2019: how it has changed, why it has changed and how it is projected to change in the future.

Main points:

- In mid-2019, the population of the UK reached an estimated 66.8 million.
- The UK population's growth rate from mid-2018 to mid-2019, at 0.5%, was slower than any year since mid-2004.
- Between 2016 and 2019, long-term international immigration, emigration and net migration had remained broadly stable. However, in year ending December 2019 and year ending March 2020 (the latest data available), there was an increase in immigration and net migration.
- Migration has continued to be the main driver of the UK's population growth since the 1990s.
- It is projected that there will be an additional 7.5 million people aged 65 years and over in the UK in 50 years' time.
- Latest life expectancy figures show the slowdown in improvements seen since 2011 has continued; life expectancy at birth was 79.4 years for males and 83.1 years for females in the period 2017 to 2019.

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/articles/overviewoftheukpopulation/january2021>

Impact of COVID-19

In August 2020, Public Health England (PHE) published its report to consider 'Disparities in the risk and outcomes of COVID-19'. The report concluded that the largest disparity found was by age. Among people already diagnosed with COVID-19, people who were 80 or older were 70 times more likely to die than those under 40. Risk of dying among those diagnosed with COVID-19 was also higher in males than females; higher in those living in the more deprived areas than those living in the least deprived; and higher in those in BAME groups than in White ethnic groups. These inequalities largely replicate existing inequalities in mortality rates in previous years, except for BAME groups, as mortality was previously higher in White ethnic groups. This analysis takes into account age, sex, deprivation, region and ethnicity, but they do not take into account the existence of comorbidities, which are strongly associated with the risk of death from COVID-19 and are likely to explain some of the differences.

It found that people from Black ethnic groups were most likely to be diagnosed. Death rates from COVID-19 were highest among people of Black and Asian ethnic groups. This is the opposite of what is seen in previous years, when the mortality rates were lower in Asian and Black ethnic groups than White ethnic groups. Therefore, the disparity in COVID-19 mortality between ethnic groups is the opposite of that seen in previous years.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/908434/Disparities_in_the_risk_and_outcomes_of_COVID_August_2020_update.pdf

The NHS has developed a long-term plan in order to tackle some of the health and wider inequalities that persist in our society, and as highlighted by the COVID-19 pandemic. COVID-19 had a disproportionate impact on many who already face disadvantage and discrimination. The impact of the virus has been particularly detrimental on people living in areas of high deprivation, on people from BAME, and on older people, men, those with a learning disability and others with protected characteristics.

<https://www.england.nhs.uk/about/equality/equality-hub/action-required-to-tackle-health-inequalities-in-latest-phase-of-covid-19-response-and-recovery/>

Population growth and increasing older and vulnerable people/age.

It is projected that there will be an additional 7.5 million people aged 65 years and over in the UK in 50 years' time. Latest life expectancy figures at birth was 79.4 years for males and 83.1 years for females in the period 2017 to 2019.

Locally, Public Health Northamptonshire, the North and West Unitary Authorities and Nene and Corby Clinical Commissioning groups have a responsibility for compiling a Joint Strategic Needs Assessment (JSNA) for the County. This is a process that looks at the current and future health, care and wellbeing needs of Northamptonshire residents to inform planning. You can read more about this [here](#). The following insights are from the JSNA Northamptonshire [Demography Insight Pack](#) (updated June 2020):

- Total population of 753,278 (2019)
- 68.8% live in urban areas
- County has above average population growth – growing by between 7-10% in the past 10 years (Corby has seen the highest population growth at 36%)
- Geographically, the predicted growth over the medium term (2018 – 2043) is varied. Daventry and Corby are the highest, predicted to increase by 29% and 28% respectively (by comparison Northampton is 4.3%)
- Higher than average increase in 0-19 year olds (4.77% increase compared to 1.52% nationally) and in over 65's (26% increase compared to 20.12% nationally)
- "Greater proportion of over 65's live in rural areas"

Ethnicity changes – taken from publication of Equality Duty Information Report for Northamptonshire 2019, which provides the latest data on ethnic structure within the county. It shows that within the county, the majority of the population in 2011 (91.5%) fell within the White ethnic group. The remaining 8.5% are residents who describe themselves as Asian (4%), Black (2.5%), of Mixed Ethnic origin (2%), and those of Other Ethnic groups (0.4%). It shows that since the previous census, there has been an increase in non-white ethnic groups of 3.5%.

It is also relevant to note that the area of biggest change has been in 'White Other' ethnic group (from 2001 to 2011 of 186%, versus an 86% England average increase). 'White Other' means not White British, Irish or Gypsy or Irish Traveler and therefore captures change within the predominately 'White' EU population.

Across Northamptonshire the proportion of live births to non-UK born mothers reached 30% for the first time in 2018. Ranking it 3rd when compared to 32 English and Met County Councils. Furthermore, one of the components of population change is in relation to migration. Short Term International Migration (STIM) inflow covers people arriving or returning from abroad to take up residence for a period of between 1 – 12 months. The STIM rate for Northamptonshire of 3.81 per 1,000 population in 2017 ranks the County 3rd when compared to 32 English and Met County Councils. The County has been ranked 3rd for the last four years. England average is 2.67 per 1,000 population.

Whilst this information is based upon the latest data available, this source is the 2011 census data and we therefore await the full publication of data from the 2021 census for a more up to date picture. Draft outputs of the 2021 Census data were published in June 2021, with the final report due in February 2022.

Future Developments

Councils in Northamptonshire are working together, with their individual plans, to address the key strategic priorities which set out the direction of the economic and population growth for the county up to the year 2050.

Both the West and North Northamptonshire Joint Core Strategies (JCS) remain the overarching policy frameworks for those areas. There will be individual reviews of each at set times, the purpose of which will be to check whether the policies are still appropriate and whether they are on target to deliver the quantum of new homes and employment areas required. If not, then additional policies / sites may be allocated as part of that review to support delivery within the plan period (e.g. to 2029/2031 respectively) – though the majority of this is being done through the Local Plan Part 2 process. For example, the Daventry Local Plan has allocated additional sites due to one of the SUEs being now expected to come forward much later on in the plan period. The Local Plan Part 2 for Northampton is close to the examination stage of the process.

In the interim, the West is also looking at longer term requirements beyond 2029 and up to 2050. This involves the housing requirement, sustainable development and the spatial strategy for distribution of development. They are at very early stages of this piece of work, and currently looking at options for potential development areas. NFRS, Northamptonshire Police and other infrastructure providers, have been invited to comment on the options. The new West Northamptonshire WNJCS is expected to be adopted by 2024.

To put in context, the level of development proposed, the West Northamptonshire JCS proposes approximately 33,850 dwellings (made up of existing and proposed allocations) and at least 48 hectares of employment land, which are to be delivered in West Northamptonshire during the plan period.

For North Northamptonshire – they are working towards a review of the current JCS, which is expected to take place later this year. **[Update on the North Northamptonshire Strategic Plan \(nnjpdu.org.uk\)](https://nnjpdu.org.uk)**

All of this work, although separate, will be closely linked to that being done as part of the Oxford – Cambridge Arc which the government has identified as an area of significant economic potential. The spatial framework for the Arc has recently been published by government, and this will set some of the overarching framework and strategic context for the JCS review and development of new plans. It will therefore likely be a significant consideration when looking at the future spatial distribution of development – e.g. new settlements, new Sustainable Urban Extensions (SUEs) and strategic scale development for Northamptonshire as well as the policies supporting them.

(Source: **Infrastructure Planning Manager**, Northamptonshire Police, Northamptonshire Fire and Rescue Service and Northamptonshire OPFCC)

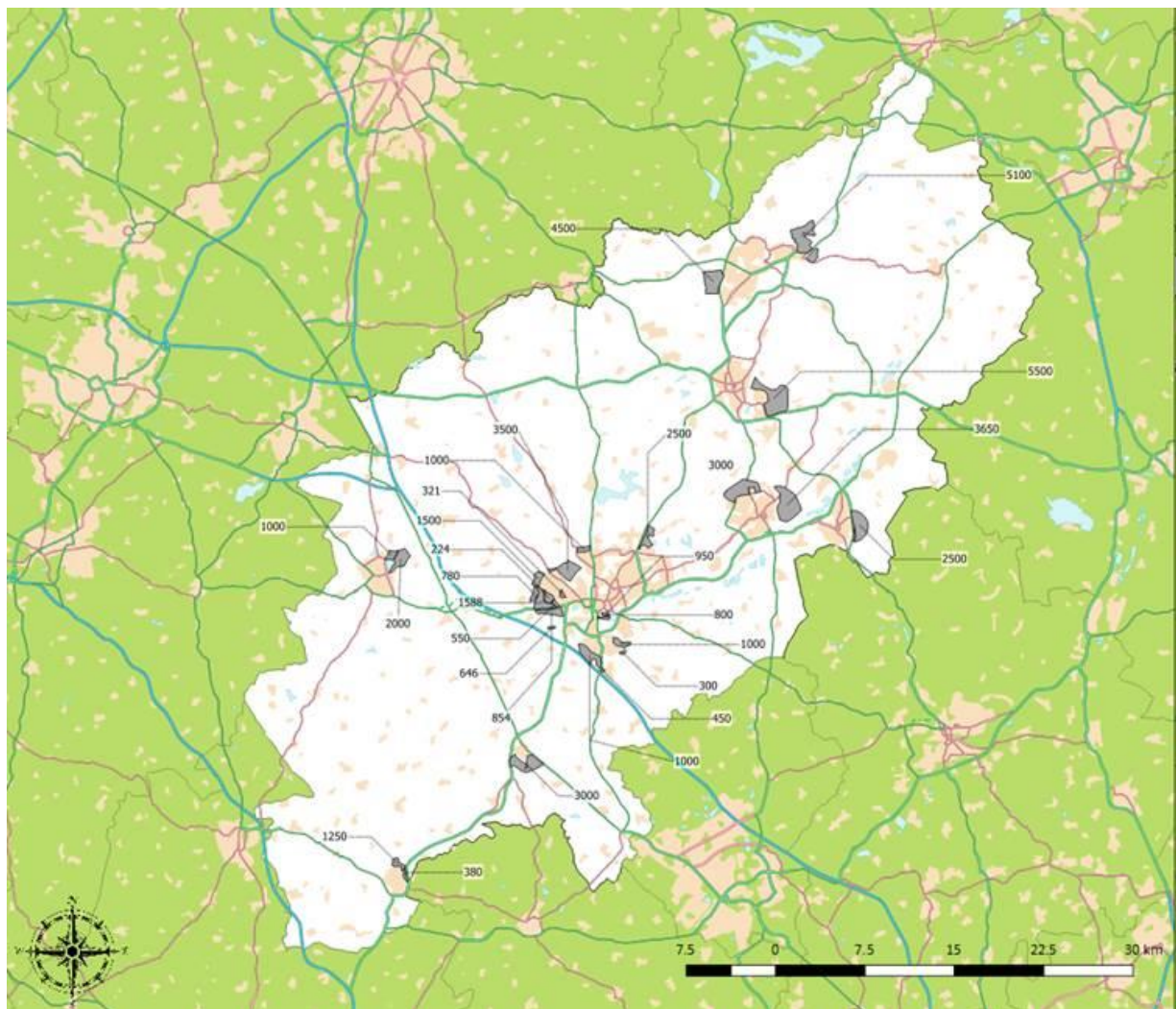


Figure 1 – Projected development in Northamptonshire (Source: Joint Core Strategies)

Mental Health impact

Mental ill health is the second largest source of burden of disease in England. The total cost of mental ill health in England is £105 billion per year. Men aged 40-49 have the highest suicide rates in the UK. In 2018/19 there were 602,000 cases of work-related stress, depression or anxiety in Great Britain. Every year, it costs businesses £1,300 per employee whose mental health needs are not supported.

According to the Mental Health Foundation, (link - <https://www.mentalhealth.org.uk/statistics/mental-health-statistics-poverty>) there is a growing body of evidence, mainly from high-income countries, which has shown that there is a strong socioeconomic gradient in mental health, with people of lower socioeconomic status having a higher likelihood of developing and experiencing mental health problems.

Social Determinants of Health (SDH)

The SDH are the non-medical factors that influence health outcomes. They are the conditions in which people are born, grow, work, live, and age, and the wider set of forces and systems shaping the conditions of daily life. These forces and systems include economic policies and systems, development agendas, social norms, social policies and political systems.

The SDH have an important influence on health inequities - the unfair and avoidable differences in health status seen within and between countries. In countries at all levels of income, health and illness follow a social gradient: the lower the socioeconomic position, the worse the health.

The following list provides examples of the social determinants of health, which can influence health equity in positive and negative ways:

- Income and social protection
- Education
- Unemployment and job insecurity
- Working life conditions
- Food insecurity
- Housing, basic amenities and the environment
- Early childhood development
- Social inclusion and non-discrimination
- Structural conflict
- Access to affordable health services of decent quality.

Research shows that the social determinants can be more important than health care or lifestyle choices in influencing health. For example, numerous studies suggest that SDH account for between 30-55% of health outcomes. In addition, estimates show that the contribution of sectors outside health to population health outcomes exceeds the contribution from the health sector.

Addressing SDH appropriately is fundamental for improving health and reducing longstanding inequities in health, which requires action by all sectors and civil society.

https://www.who.int/health-topics/social-determinants-of-health#tab=tab_1

Deprivation

The Health Deprivation and Disability Domain within the Index of Multiple Deprivation (IMD) measures the risk of premature death and impairment of quality of life through poor physical or mental health. The domain measures morbidity, disability and premature mortality. According to the JSNA ([Demography Insight Pack](#)) amongst England's upper-tier local authorities, Northamptonshire compares reasonably well, ranking 87th (1 being the worst and 151 the best). However, when compared to other English counties only, Northamptonshire sits 7th out of 26, placing the county in the more deprived end of the spectrum.

At a more detailed level, the Lower Super Output Area (LSOA): a small area data used to create IMD, highlight the local pockets of health and disability deprivation which are greatest cause for concern. In the county there are 26 LSOA: small area geographies which fall amongst the 10% most health and disability deprived areas across England – of these, 11 are in Northampton 9 are in Corby, 4 in Kettering and one apiece in Daventry and Wellingborough.

Read more about the link between deprivation and fire risk on page 58.

Summary of sociological Influences

Situation: We await the full publication of the census data, due in February 2022, to inform our understanding of changes in age distribution and population growth rates, but trend indicators from local data indicate continued growth in the older people age group. Learning from movements such as Black Lives Matter and analysis reports from the impact of COVID-19 pandemic on minority groups, highlight the need for continued education to challenge discrimination and of the existing inequalities black and ethnic people face.

As a county, Northamptonshire sits at the more deprived end of the spectrum with pockets of health and disability deprivation. Non-medical factors such as unemployment and food insecurity can influence health equity, with a growing body of evidence indicating that a lower socioeconomic status has a higher likelihood of developing and experiencing mental health problems. Mental illness has broader impact, as the second-largest source of burden of disease in England.

There is continued population and housing growth within the county. Predicted population growth over the medium term (2018 – 2043) is varied; Daventry and Corby are the highest, predicted to increase by 29% and 28% respectively, with higher than average increases in 0-19 year olds and in over 65's.

The two JCS for the period 2029, remain the overarching policy frameworks for housing growth in Northamptonshire. However, work has started on developing the strategic plans for the longer term and these will be closely linked to work being done as part of the Oxford-Cambridge Arc, which the government has identified as an area of significant economic potential.

Direction: NFRS Strategic Priority: Keeping our communities safe and well. Keeping our staff safe and well. Making the best use of resources. **PFCC Priority:** Protect and support those who are vulnerable. *“Vulnerability can affect a person’s safety in other ways too. Our fire service will work to develop its broader role in community safety as it did during the pandemic” “will do their best to ensure that they welcome people from diverse backgrounds and that they reflect the communities they serve”*

“Further develop the fire service role and expertise in safeguarding”

“Undertake a full review of emergency cover arrangements” **PFCC, Police Fire and Crime Plan 2021 - 2026**

Action: Identified new CRMP project – Emergency Cover Review. We propose to conduct a review of our Prevention, Response and Resilience resources, which will inform future ways of working and procurement. Our current provision delivers an average 10-minute response across the whole county, read more about how we measure our Standards of Response in the CRMP.

We know that some of the factors that influence health equity and deprivation are the same factors that can put people at greater risk of dying in a fire or of having a fire. We also know that the age of a person can influence the risk of fire, in particular those over the age of 70 years old. Read more

about our assessment of fire risk on [page 46](#). Through our prevention work we continue to target those most at risk, read more detail in our CRMP.

During 2021, we welcomed a dedicated Infrastructure Planning Manager who sits across police and fire, and will input into the build of the new strategic plans for longer term growth. We remain committed to the safety and wellbeing of people in our communities through our safeguarding role and to the safety and wellbeing of our staff by providing a range of wellbeing services. See our CRMP for further detail.

As outlined in our [Fire25 Vision](#) document, we see Equality, Diversity and Inclusion (EDI) as a key enabler for change. We initiated an action plan to deliver improvement across EDI in 2020, introducing dedicated forums and a Diversity Board. You can read more about our commitment to Inclusion and Diversity on our [website](#).

Technological

Digital Transformation

There continues to be a drive to adopt new technologies and services in order to improve efficiency, reduce costs or increase capability. According to the global strategy consulting giant (McKinsey & Company) who surveyed 900 executives and senior managers in September 2020, aiming to track digital transformation under COVID-19. A range of sectors, business sizes, functionalities were represented in the survey, which produced the unanimous conclusion that digitalisation had sky rocked during 2020, suggested that it had accelerated by seven years.

At the Digital Government conference in May 2021, Cabinet Officer Minister Julia Lopez spoke about the plans and priorities for the Digital, Data and Technology Function for the coming year with the theme of the conference on enhancing government to citizen engagement through the digital evolution. Shift to digital is a long-term trend that has been accelerated by COVID-19 and will continue with improving technology like the rollout of 5G.

In her speech, the Minister referred to the Prime Ministers manifesto pledge during the 2019 election campaign, to improve the government's use of data. Providing examples of how data was used throughout the pandemic to show how significant data sharing is to the economy, society and the public sector; and how it will help to power growth as we set about our recovery. *"True digital transformation can only be achieved with robust, reliable and accessible data. It is a crucial enabler which will make the UK the world-leading digital government we aspire to be. At the heart of this aim is better, more personalised and responsive services for citizens, improving the government's approach to policy and decision-making, and bringing efficiencies for government, saving taxpayer money."*

The newly established Central Digital and Data Office (CDDO) is evidence of governmental drive to accelerate the digital transformation of public services. One of its aims is to tackle the issues that stop us from using data on tap, which is too often stuck in silos within departments and agencies – there are other legislative, technical and security blockers which stop us from sharing data.

<https://www.gov.uk/government/speeches/digital-government>

Information Security

The government conducts an annual survey of UK businesses and charities to find out how they approach cyber security and gain insight into the cyber security issues faced by organisations. The research informs government policy on informs government policy on cyber security and how government works with industry.

Published in March 2021, it states that among those identifying breaches or attacks, their frequency is undiminished, and phishing remains the most common threat vector.

COVID-19 has been an unexpected and unprecedented challenge for organisations, leading to significant changes in ways of working. This has made cyber security harder for many organisations. In qualitative interviews, many organisations explained that COVID-19 and the ensuing move to home working initiated substantial changes in their digital infrastructure.

In terms of cyber security, the findings highlight that there is more they can do to plan for, and ensure they are resilient to, future uncertainties. As the UK emerges from the COVID-19 pandemic, organisations might consider what more they can do to manage cyber security risks in a "blended" working environment (i.e. where staff are regularly working both in offices and at home).

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/972399/Cyber_Security_Breaches_Survey_2021_Statistical_Release.pdf

Communications Networks – Emergency Services Network

Launched in 2013, the Emergency Services Mobile Communications Project will see the current radio system (Firelink/Airwave) replaced with a new network. This aims to provide more secure and resilient communication capabilities to deliver more real time information, improving incident management and other services.

<https://www.gov.uk/government/publications/the-emergency-services-mobile-communications-programme>

Summary of technological Influences

Situation: Digital transformation and changes to communication methods have accelerated because of the COVID-19 pandemic. These provide plenty of opportunity, including data sharing, whilst also challenging how we might deliver our services and how vulnerable we might be to cyber-attacks.

Direction: Strategic Priority: Making the best use of our resources. “Make sure that both organisations have access to technology giving them the best data to inform service delivery” **PFCC, Police, Fire and Crime Plan 2021 - 2026**

Action: Identified new CRMP project - review our current data and intelligence. We propose to review the data and intelligence that informs our decision-making. We recognise that we have inefficient Information and Communications Technology (ICT) systems, and have outlined how this is a barrier for change in our ([Fire25 Vision](#)). After a period of under investment through austerity, we have begun to invest in ICT projects to upgrade hardware and software and in establishing a dedicated communications team.

Environment

Climate Change Agenda

Climate change is already having visible effects on the world; with global mean temperatures rising, increasing greenhouse gas emissions, average global ocean temperatures and sea levels also rising. The impact of climate change is far reaching; accelerating global biodiversity loss, fluctuating economic and insured losses from extreme weather and projected to impact on food security.

The most acute impacts of climate change are often felt during extreme meteorological events such as heavy rain and snow, droughts, heatwaves, cold waves, and storms. These can lead to or exacerbate other high impact events such as flooding, landslides, wildfires, and avalanches. In 2018, 61% of all internal displacements were triggered by weather-related disasters.

<https://www.gov.uk/government/publications/trend-deck-2021-climate-change/climate-change#increasing-number-of-high-impact-climate-and-weather-events-affecting-people>

According to the Met Office, climate change is causing warming across the UK. All of the UK's ten warmest years on record have occurred since 2002. Heatwaves, like that of summer 2018, are now 30 times more likely to happen due to climate change.

UK winters are projected to become warmer and wetter on average, although cold or dry winters will still occur sometimes. Summers are projected to become hotter and are more likely to be drier, although wetter summers are also possible. By 2050, heatwaves like that seen in 2018 are expected to happen every other year.

In 50 years' time, by 2070 it is projected that:

1. Winter will be between 1 and 4.5°C warmer and up to 30% wetter
2. Summer will be between 1 and 6°C warmer and up to 60% drier

Heavy rainfall is also more likely. Since 1998, the UK has seen seven of the ten wettest years on record. The winter storms in 2015 were at least 40% more likely because of climate change.

<https://www.metoffice.gov.uk/weather/climate-change/effects-of-climate-change>

In May 2019, the Committee on Climate Change (CCC), a non-departmental public body that advises the government on the climate, recommended that the UK should aim to be net zero on all greenhouse gases by 2050. This would keep the UK in line with the commitments it made as part of the 2016 Paris Agreement to keep global warming under 2 degrees.

In April 2021, the UK government set out legislation with an ambitious climate change target to reduce its greenhouse-gas zero emissions by 78% by 2035, compared with 1990 levels. This would bring the UK more than three-quarters of the way to net-zero by 2050.

<https://www.instituteforgovernment.org.uk/explainers/net-zero-target>

<https://www.gov.uk/government/news/uk-enshrines-new-target-in-law-to-slash-emissions-by-78-by-2035>

In June 2021, the CCC published its annual report on progress in reducing UK emissions, assessing the government's climate change mitigation activity. The report made a number of recommendations for central government departments, including to:

- Ensure all departmental policy decisions, and procurement decisions, are consistent with the Net Zero goal and reflect the latest understanding of climate risks.

- To develop and implement plans to make all public-sector buildings and vehicle fleets within the department's remit zero-carbon in the long term, switching to ultra-low emission vehicles by 2030 and halving emissions from public buildings by 2032. This must be part of a coherent cross-government strategy including an updated set of Greening the Government commitments, multi-year spending commitments and annual reporting.

The government response ([link - https://www.gov.uk/government/publications/committee-on-climate-changes-2021-progress-report-government-response](https://www.gov.uk/government/publications/committee-on-climate-changes-2021-progress-report-government-response)) sets out its progress over the last 12 months and addresses the CCC's recommendations. Additionally, the Net Zero Strategy was published in October 2021, alongside this response. It will set out our progress towards meeting UK carbon budgets and our plans for further policy action, to deliver on our net zero by 2050 target.

Infrastructure.

The government continues to invest in infrastructure projects, including, growth corridors, flood defences, energy, roads and rail (HS2 – see below). Where these are considered to be Nationally Significant Infrastructure Projects (NSIPs) and have wider than local implications, there will be a government led consultation. More detail about individual projects can be found in the National Infrastructure Delivery Plan 2016-2021 ([link - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/520086/2904569_nidp_deliveryplan.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/520086/2904569_nidp_deliveryplan.pdf))

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/520086/2904569_nidp_deliveryplan.pdf

HS2

The new high speed rail network in Northamptonshire will travel underground in two new eco-friendly 'green tunnels' while three viaducts will be designed to blend into the landscape. Within Northamptonshire will feature 2.6km of the Greatworth Green Tunnel and 2.4km of Chipping Warden Green Tunnels. There will be three viaducts constructed at Edgcote, Lower Thorpe and Highfurlong Brook, and a main works compound at Chipping Warden.

<https://www.hs2.org.uk/>

Smart motorways

In October 2019, the Secretary of State asked the Department to carry out an evidence stocktake to gather the facts on the safety of smart motorways and make recommendations. A wide range of data was considered and conclusions drawn on what the evidence tells us about the safety of this type of motorway.

It concludes that overall, what the evidence shows is that in most ways, smart motorways are as safe as, or safer than, the conventional ones, but not in every way. The statistics suggest that fatal casualty rates are lower while injury rates may be slightly higher. Within this overall picture, the specific risk related to live lane breakdowns has increased and there is confusion over the different types of smart motorways. The Action Plan (summarised below) seeks to address these issues and not only make smart motorways even safer but provide greater public confidence in their use.

- Ending the use of dynamic hard shoulders
- Faster rollout of the stopped vehicle detection programme
- Installing more emergency areas, making these more visible and increasing signage
- Increasing communication and messaging to drivers
- Faster attendance by more Highways England traffic officer patrols

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/936811/smart-motorway-safety-evidence-stocktake-and-action-plan.pdf

The Transport Select Committee, nominated by the House of Commons to scrutinise the Department for Transport, launched an inquiry in February 2021 to look at the safety of smart motorways and public confidence in their use as well as their impact upon congestion. The report, published on 2 November 2021, calls upon the Transport Department and National Highways to pause the rollout of all-lane running motorways until five-years of safety data is available and should:

- Retrofit emergency refuge areas to existing all-lane running motorways to make them a maximum of 1 mile apart, decreasing to every 0.75 miles where physically possible;
- Commission the Office of Rail and Road to conduct an independent evaluation of the effectiveness and operation of stopped vehicle technology; and
- Insert the emergency corridor manoeuvre into the Highway Code to help emergency services and traffic patrol officers to access incidents when traffic is congested.

Additionally, it suggested the Transport Department and National Highways revisit the business case for controlled motorways and questioned whether the Action Plan would effectively mitigate the specific safety risk associated with the removal of the hard shoulder, and suggested tasking the Office of Rail and Road with evaluating its success in three specific areas.

The report concluded that the Committee was not convinced that reinstating the hard shoulder on all all-lane running motorways will improve safety. The evidence suggests that doing so could put more drivers and passengers at risk of death and serious injury. The Government is right to focus on upgrading the safety of all-lane running motorways.

The [Government responded](#) to this report in January 2022, and will be taking forward all of the recommendations; including accepting a pause on roll out of future All Lane Running (ALR) smart motorway schemes in order to gather further safety and economic data.

<https://committees.parliament.uk/work/1066/the-rollout-and-safety-of-smart-motorways/>

Summary of environmental Influences

Situation: Climate change is widespread, rapid and intensifying. Thereby increasing the urgency for change and for significant and sustained cuts to greenhouse gas emissions. For NRFS, the impact of this is in relation to our preparedness for increasing incidents of wild fire/flooding. And as a public body, how we might contribute to the net-zero target through; lower carbon, more resource efficient estates, and exploring ultra-low emission vehicles and zero carbon technologies. Read more about Risk - Water related incidents/drowning [on page 70](#).

Infrastructure changes include the build of HS2 and smart motorways. The creation of two new tunnels a part of HS2 will present a new risk in Northamptonshire. Emerging evidence in relation to smart motorways suggest that there is no increased risk but a recent Inquiry calls for a pause on the roll out, to gather further safety and economic data.

Direction: NFRS Strategic Priority: Keeping our communities safe and well. *“look at how we tackle the new carbon targets, and the other ways that the changing climate affect the incidents” “Invest in a community road safety fund to support communities in addressing local road safety concerns”*

PFCC, Police, Fire and Crime Plan 2021-2026

Action: Identified new CRMP project – adapt to climate and environment change. We propose to conduct a review of our resources in relation to incidents affected by climate change.

Water related incidents/drowning. We mitigate this risk currently as part of a multi-agency approach with partners through prevention activity (Water Safety Forum), planning and flood management is also considered through the Local Resilience Forum. Part of our role is in providing appropriate response resources to rescue.

RTC Risk. We mitigate the current risk through our response capability and as part of a multi-agency approach of partners within the Northamptonshire Safe Road Alliance. We await the Government response to the Smart motorway Inquiry report next year. In addition to our response to more significant incidents, including where rescue is required, our primary role in this alliance is prevention activities.

In early stages of HS2 build and as a Nationally Significant Infrastructure Project, we are involved in a working group to continually consider the impact locally, and sharing risk intelligence to ensure our operational preparedness.

Legal

Building Safety Bill & Fire Safety Act 2021

The Fire Safety Act 2021 (link <https://www.legislation.gov.uk/ukpga/2021/24/contents>) has been introduced to amend the Regulatory Reform (Fire Safety) Order 2005 and achieved Royal Assent in April 2021 and is anticipated to come into effect during 2022. The Act aims to make it clearer where responsibility for fire safety lies in buildings containing more than one home. This specifically relates to the entrance doors of flats and the externals, e.g. cladding etc., which will need to be considered within the fire safety risk assessment.

This Act is part of a series of changes to fire safety and building safety that the government is taking, following the Grenfell Tower fire in 2017, with further primary and secondary legislation to follow. This Act will give local fire and rescue services the power to make sure building owners deal with potential fire risks in their building. It should complement The Building Safety Act (currently the Building Safety Bill), which is anticipated to come into force in 2023.

Additionally, from the findings of Dame Judith Hackitt regarding fundamental changes to the building regulation system, the Building Safety Bill is now before Parliament. The main purpose of this Bill is to create a new regulator. The Regulator will be part of the Health and Safety Executive (HSE) and responsible for ensuring fire safety of high-rise and other designated high-risk premises, from beginning to end. The Regulator will have three main functions to; oversee the safety and standard of all buildings, directly assure the safety of higher-risk buildings and improve the competence of people responsible for managing and overseeing building work. The Bill will also give the government new powers to better regulate construction materials and products to ensure they are safe to use.

Coronavirus Act 2020

Introduced as an act of Parliament during 2020, it granted the government emergency powers to handle the COVID-19 pandemic. The act allows the government the discretionary power to limit or suspend public gatherings, to detain individuals suspected to be infected by COVID-19, and to intervene or relax regulations in a range of sectors to limit transmission of the disease, ease the burden on public health services, and assist healthcare workers and the economically affected. Areas covered by the act include the National Health Service, social care, schools, police, Border Force, local councils, funerals and courts. During the pandemic, NFRS provided support locally to the ambulance service and the mortuary service.

(<https://www.gov.uk/government/publications/coronavirus-act-2020-status/coronavirus-act-2020-status-table>)

Summary of legal Influences

Situation: Amendments to primary legislation bring significant change for the sector and for the way we deliver our services, in particular for our protection department.

Direction: Strategic Priority: Keeping our communities safe and well. Keeping our Staff safe and well
“Increase organisational capacity in Protection, ensuring our warranted Protection officers can focus on the most complex areas” “Broaden our protection activity into areas such as HMOs in order to target the highest risk premises” PFCC, Police, Fire and Crime Plan 2021 - 2026

Action: In preparing for changes in relation to fire safety, we are linked into national and regional working groups and continue to deliver protection activity in line with the current legislation. Review training requirements for staff competencies. Read more about our protection work in the CRMP.

Organisational -

Impact of funding context

Our funding context is outlined within the Economic section on [page 19](#) and repeated here because of the impact that this has organisationally.

Following the Governance Change in January 2019 and despite the challenges faced from years of under-investment, NFRS have worked hard to work towards building financial stability and have aligned resources to the operational needs and priorities as set out in the CRMP and the Police, Fire and Rescue Plan. Sufficient, but not excessive, levels of reserves have been established, an essential infrastructure investment programme is underway and NFRS are working towards building a resilient and sustainable financial position.

However, the impact of COVID-19 meant that the 2021/22 budget was less than the previous year, and this has increased the future financial challenge. The Chief Fire Officer has worked hard to develop a savings plan to tackle some of these challenges and joint working between Fire and Police is underway, however, this is not enough and the plan does not meet the full budget gaps. There are still significant financial shortfalls in future years.

The Government's Spending Review was announced in October 2021 and covered the three years 2022/23-2024/25 and sets out broad financial envelopes for public services.

NFRS are funded much less favourably than other Fire Authorities, with:

- The second lowest precept level nationally;
- The second lowest core spending power nationally;
- The lowest level of reserves nationally.

As a result of extensive lobbying to government about the unique financial situation, flexibility was granted to increase the precept by £5 in 2022/23 for Northamptonshire and seven other Fire and Rescue Services. This is an increase of approximately £1m on the previously anticipated base budget and enables NFRS's financial standing to be more stable and resilient. However, the cost of inflation is now forecast to be higher than anticipated and there remains a need for savings and efficiencies to balance the budget over the medium term.

National Fire Chiefs Council (NFCC) influence

'Fit for the Future' Project

Fit for the future is a concept developed between NFCC and National Employers (England), and lays out proposals for a common picture, or vision, for future fire and rescue services.

Eleven Objectives have been created to produce a desired "future state" and deliver better outcomes for the public. The idea is to have common agreement about what needs to improve and how the benefits of that improvement can be realised. These proposals are not intended to be another static "snapshot" of the improvements needed. Instead it should be regarded as the establishment of a changing picture of what is needed, always drawing on current evidence. As the evidence base matures and changes over time, the focus for improvement may change.

The objectives:

1. Fire and rescue services have evidence based, high quality and consistent risk management plans that encompass all aspects of service deployment and delivery,

ensuring issues of local risk and ensuring they are resilient to national risks and threats including terrorism.

2. Fire and rescue services refocus their investment in the selection, training and, development and support of employees to maintain, support and improve their skills and knowledge throughout their careers.
3. Fire and rescue services have access to a comprehensive national infrastructure and repository of standards, guidance and tools that are embedded in their own local service delivery.
4. Fire and rescue services support new and innovative ways to prevent fires and other emergencies. Firefighters work with people who are at risk in local communities to make them safer in all aspects of their lives, not only from fire.
5. Fire protection activity carried out by fire and rescue services is redefined and expanded by using new professional standards, competence requirements and training for firefighters and specialist protection staff assisted by a significant reallocation of resources through increases in productivity.
6. The benefits of all fire and rescue service activity are measured and evaluated so that decision making about resource allocation can be improved.
7. Prospective employees are attracted to fire and rescue services as an employer of choice where inclusive recruitment practices and the available diverse roles and responsibilities help the service manage risk in the local community.
8. An inclusive culture is at the heart of every fire and rescue service. They are a welcoming and supportive place to work for the widest variety of people from all backgrounds.
9. Political leaders, governments and fire and rescue service managers use a single leadership framework that sets out clearly a suite of service values, expectations and behaviours which all can promote and support. It is the basis on which fire and rescue services and all their employees operate.
10. Working with others in all aspects of fire and rescue service activity is core business, based on solid evidence and data that determines the most efficient and effective use of resources to ensure firefighter and public safety.
11. The National Employers (England), the LGA and the NFCC jointly own and maintain an organisational learning system that will promote continuous improvement at a strategic level.

NFCC transformation programme

In June 2021, the NFCC launched its three-year plan – setting out how it aims to ‘Achieve More Together’; a comprehensive programme of activity designed to support fire and rescue services in improving service delivery in their local areas.

The NFCC Plan 2021-24 <https://www.nationalfirechiefs.org.uk/NFCC-Plan> sets out how the ambitions and commitments outlined in the NFCC Strategy will be delivered over the next three years. It ensures that the appropriate tools, resources and skills are in place to deliver the objectives outlined, in a way that remains relevant to, and has the greatest impact on, UK fire and rescue services.

The NFCC’s strategic commitments (below) are the starting point for the plan and provide the cornerstones of the NFCC’s activity.

- To reduce community risk and vulnerability through a number of programmes that will support fire and rescue services in the improvement of their deployment and service delivery through their risk management plans.
- To be focused on people. The greatest asset in fire and rescue services is people. We are working with members on a wide range of projects to improve the way services recruit, train, lead, manage and support their employees.
- To lead digital and data solutions to drive transformation. This will enable services to improve the way they collect, store, use and present data, manage information and, make best use of digital technology.
- To be an efficient and financially sustainable organisation that is collaborative and works in partnership with others for the benefit of all members. We are committed to running a lean organisation that ensures the professional partnership fee paid by all our members is used to deliver the greatest benefit to all.

The NFCC's rolling programme of projects, initiatives and campaigns are developed with and provide support to the Home Office, devolved Governments, and other external stakeholders with whom NFCC works closely to achieve shared objectives. The Strategy and Plan will be reviewed at the same time each year to ensure they remain consistent, and that progress continues against NFCC's strategic objectives.

The NFCC <https://www.nationalfirechiefs.org.uk/Central-Programme-Office> currently has multiple improvement programmes including:

Community Risk Programme – which is focused on developing guidance, tools and a Fire Standard relating to risk management planning. It will produce a clear definition of risk that would allow communities to hold the performance of their fire and rescue service to account. It has a number of projects underway, including: Definition of Risk; Economic and Social Value of the UK fire and rescue service; Community Risk Management Planning (CRMP) Guidance; Competencies for Risk Management.

People Programme – this has multiple projects already completed and more underway. The live projects include Leadership; Equality, Diversity and Inclusion; Apprenticeships; Core Learning Pathway, establishing an End Point Assessment Partnership; Recruitment.

Digital and Data Programme – this aims to drive national consistency in the identification, implementation and use of digital capability; make our workforce digitally literate; shift demand for services to online channels where feasible; and to maximise the use of data to drive operational excellence.

The Protection and Prevention programmes are new programmes, which seek to address aspects of these activity areas where national change is required.

Professional Fire Standards Board

Established in 2019, the Fire Standards Board has been set up to oversee the identification, organisation, development and maintenance of professional Standards for fire and rescue services in England.

The Board is responsible for approving Standards and the approach to their development. It sets the priorities for Standards development work. It will commission work based on proposals from third parties, monitor progress with ongoing work and approve completed work.

To date, the Board has approved and published Standards in relation to emergency response driving, operational competence, operational learning, operational preparedness, prevention, protection, CRMP and a Code of Ethics and intends to publish standards in relation to data requirements and management and the first leadership fire standard. The next phase of development will include fire investigation, developing leaders, emergency planning and resilience, workforce management and safeguarding.

These fire standards are designed to drive service improvement, and will be the basis of future inspection judgements arrived at by HMICFRS. Each FRS will need to consider what action is required in order to achieve each of the standards.

Enabling Services

Since the change of governance in January 2019, we share the same governance arrangements under the PFCC, our main focus of collaboration has been with Northamptonshire Police. This has focussed on the sharing of more buildings and the development of joint enabling services including digital and technology, estates and facilities, finance and commercial, Human Resources and transport and logistics.

We moved into a new joint Headquarters in March 2021 and have now appointed Joint Heads of Department across the areas of HR, ICT, Finance, Fleet and Facilities. This provides a solid foundation for our joined up 'enabling services' function, as we explore how we might create more capacity and resilience, to support ongoing transformation and change.

Operational Collaboration – Interoperability

A dedicated board is embedded in Northamptonshire with representatives from Northamptonshire Police, East Midlands Ambulance Services and NFRS. This Board supports projects which are exploring new ways of working together operationally, currently there is work to deliver a more joined up command facility and capability for police and fire, partnership working in relation to community safety and the delivery of improved support from fire colleagues to Northamptonshire Police, in the search for high risk missing persons.

Summary of Organisational Influences

Situation: As detailed within the Political section ([page 12](#)), there continues to be a drive for reform within the sector. This is driven by the creation of the Fire Standards Board and the NFCC has picked up the mantle for sector reform through its 'Fit for the Future' project; focussing on working with others, innovation, standardisation, evidence based risk assessment and creating a more inclusive culture. It leads on a transformation programme of work to deliver change in these areas.

The funding context on [page 20](#) (economic) outlines the detail of our position, but it is considered within this summary section because of the impact it has on us organisationally. The Medium Term Financial Plan (MTFP) sets out the financial challenges the service face over the next five years. The MTFP is updated regularly and is discussed annually at the Police, Fire and Crime Panel as part of the council tax considerations. NFRS levels of funding, council tax and reserves are much lower than other English Fire and Rescue Services.

Direction: NFRS Strategic Priority: Keeping our communities safe and well. Keeping our staff safe and well. Making the best use of resources. **PFCC Priority** – Modern services that are fit for the future. *"I want to embed and develop this enabling services approach, so that both organisations move forward together and share innovation and learning"* **PFCC, Police, Fire and Crime Plan 2021-2026**

Action: Identified new CRMP project – review our current data and intelligence. We propose to conduct a review of the data and intelligence that informs our decision-making.

We are committed to reform, publishing [Fire25](#) this year: our first visionary document for the service, it sits alongside the CRMP and outlines our vision for 2025; of being a resilient, financially secure, flexible, outward facing organisation focussed on delivering high quality services to the public. It includes detail about the enablers needed for change and the barriers we must overcome.

Internally, as individual Fire Standards are published, these are assigned to the relevant area to consider how we currently sit against these and where changes can be made to achieve the Standard. We are directly linked into the NFCC programmes and so continually consider where and how we can apply the learning.

In order to meet the challenge of our financial position:

- We are actively seeking to influence the government in relation to fire funding and in the development of our savings plan.
- We are looking at all available opportunities to strengthen our organisation, including the development of commercial strategies and the ongoing investment in our enabling services function.
- We will continue to develop our work with partner agencies and collaborate where it makes sense to do so. This is a cornerstone of the service.

Measure of success

In our previous IRMP, we set the following Community Outcomes and Organisational Performance Measures. These have been monitored throughout the IRMP period and we propose to continue to measure our success in this way. We will publish data in relation to the full IRMP period as part of the CFO report at the end of the financial year, the data in this section covers the period 2018/19 to end September 2021 to provide one full year prior to the start of this IRMP in April 2019.

We will be adding two further organisational measures of performance in order to provide more transparency around our operational staff skills/training:

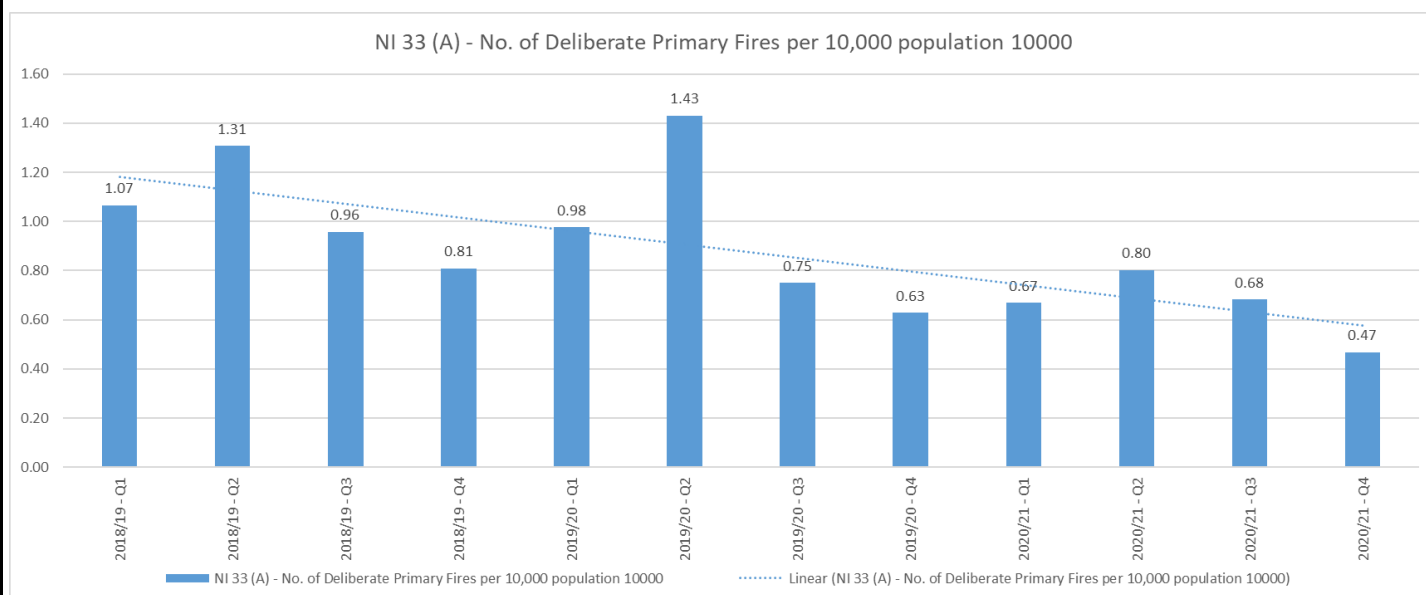
- *% of staff completed risk critical training (initial/refresher) and*
- *% of staff maintained risk critical competence based training).*

We consider the level of detail that we provide to the public about our response times, and we propose to change our current average for all incidents measure to increase clarity of the service the public already receives.

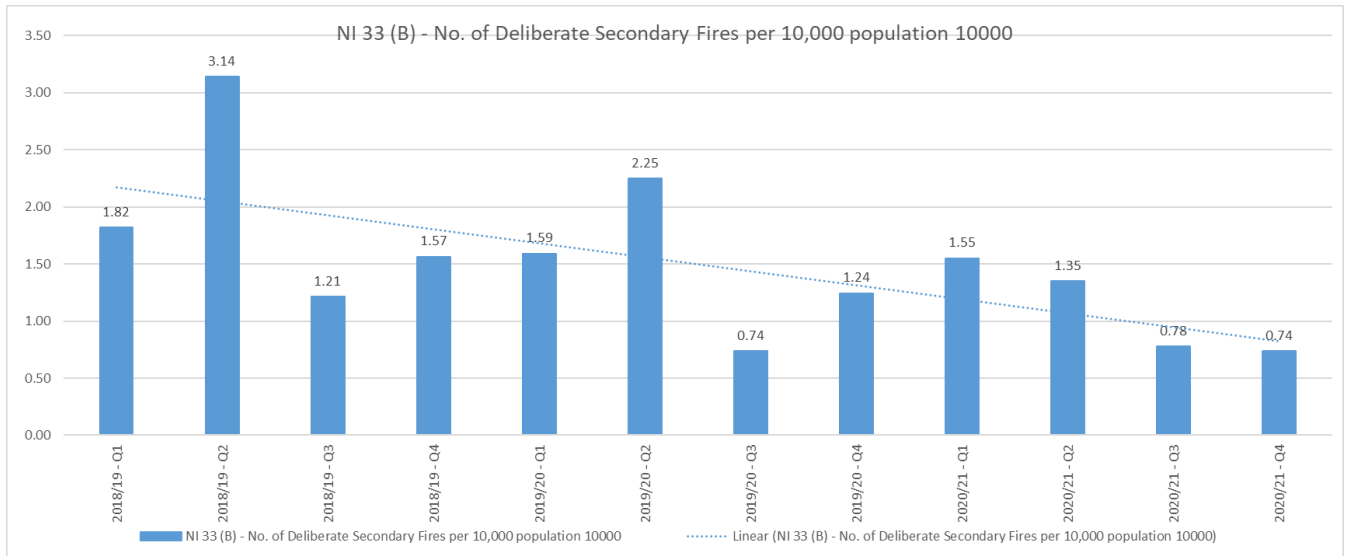
Currently, our standard of response is to respond to all incidents in an average of 10 minutes – we propose to change this to an average of 10 minutes for all fires and 12 minutes (average) for RTC's and other emergencies.

Community Outcomes:

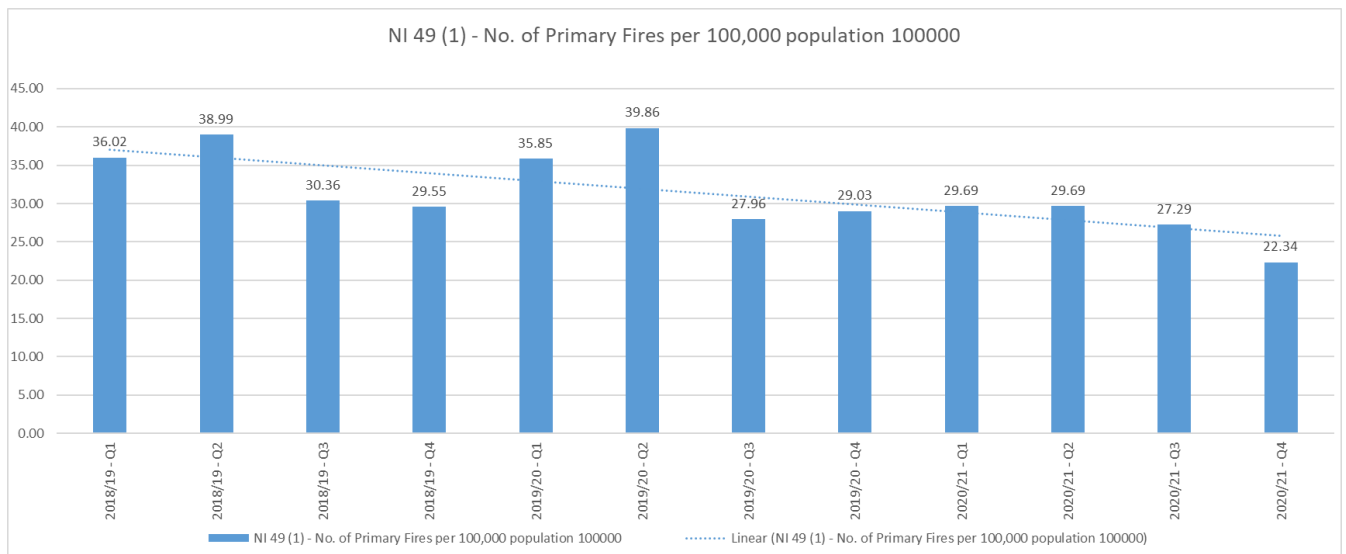
- **Number of deliberate primary fires per 10,000 population** – Deliberate Primary Fires continue to show a trend line of reducing over time.



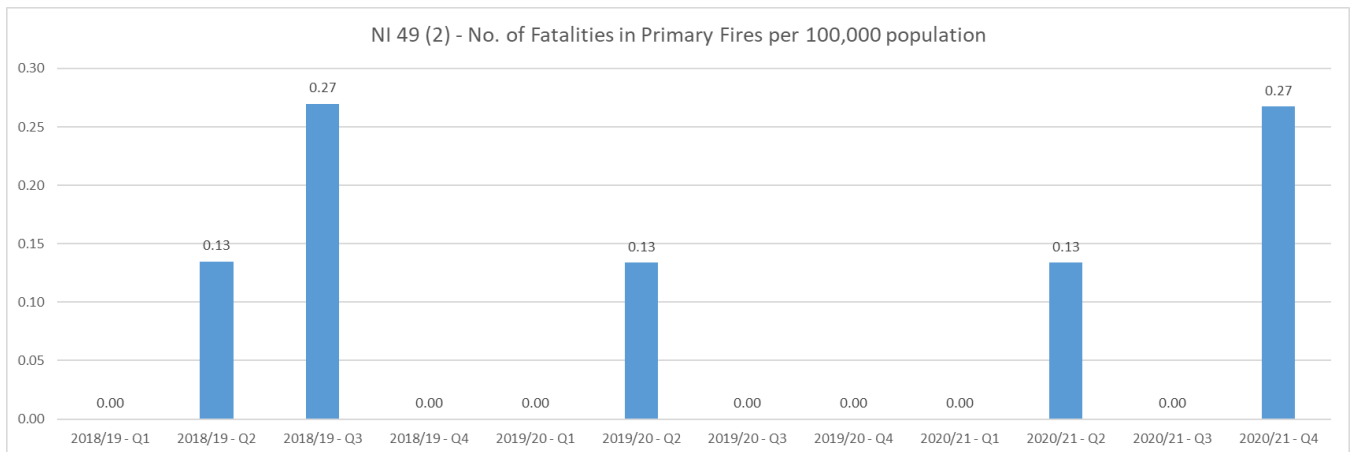
- **Number of deliberate secondary fires per 10,000 population** – The long term trend is that deliberate secondary fires continue to reduce.



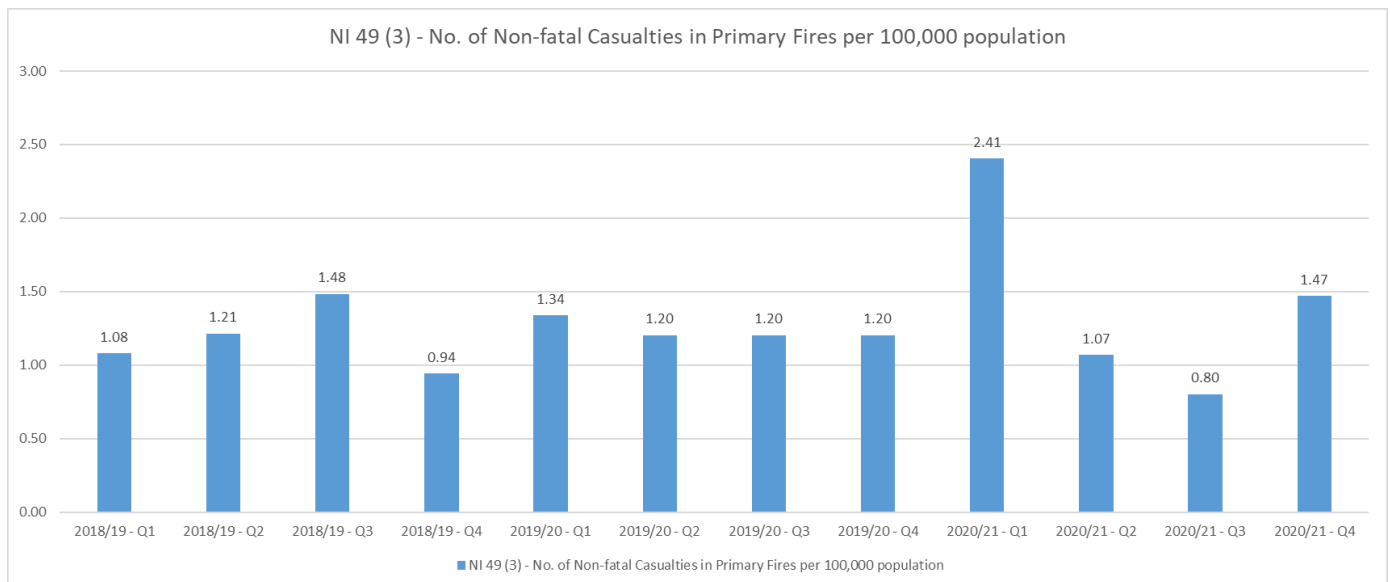
- **Number of primary fires per 100,000 population** – The long the term trend line shows primary fires decreasing.



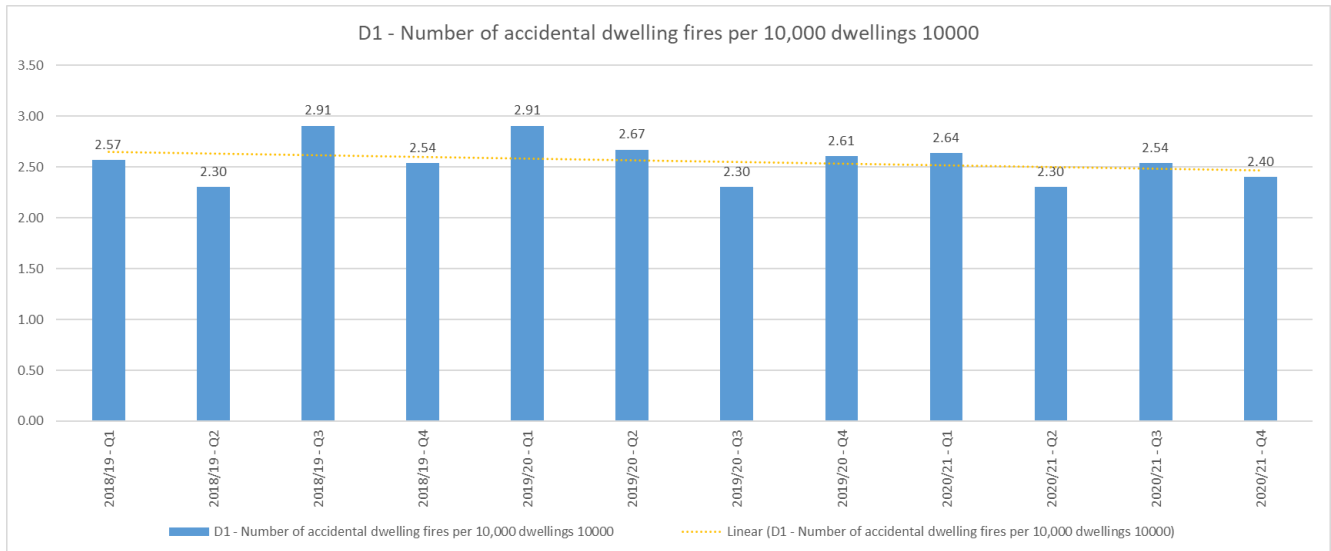
- Total number of **fatalities due to primary fires per 100,000 population** – These figures remain very low, but have seen a slight increase due to an increase in suicides.



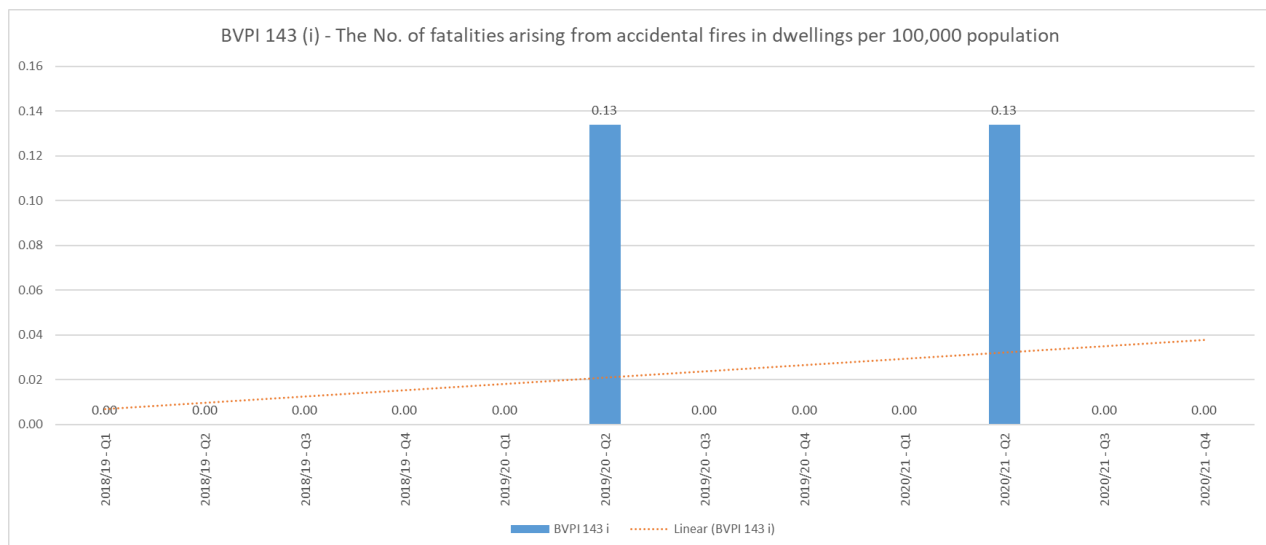
- Number of **non-fatal casualties in Primary Fires per 100,000 population** – the overall trend shows a slight decrease.



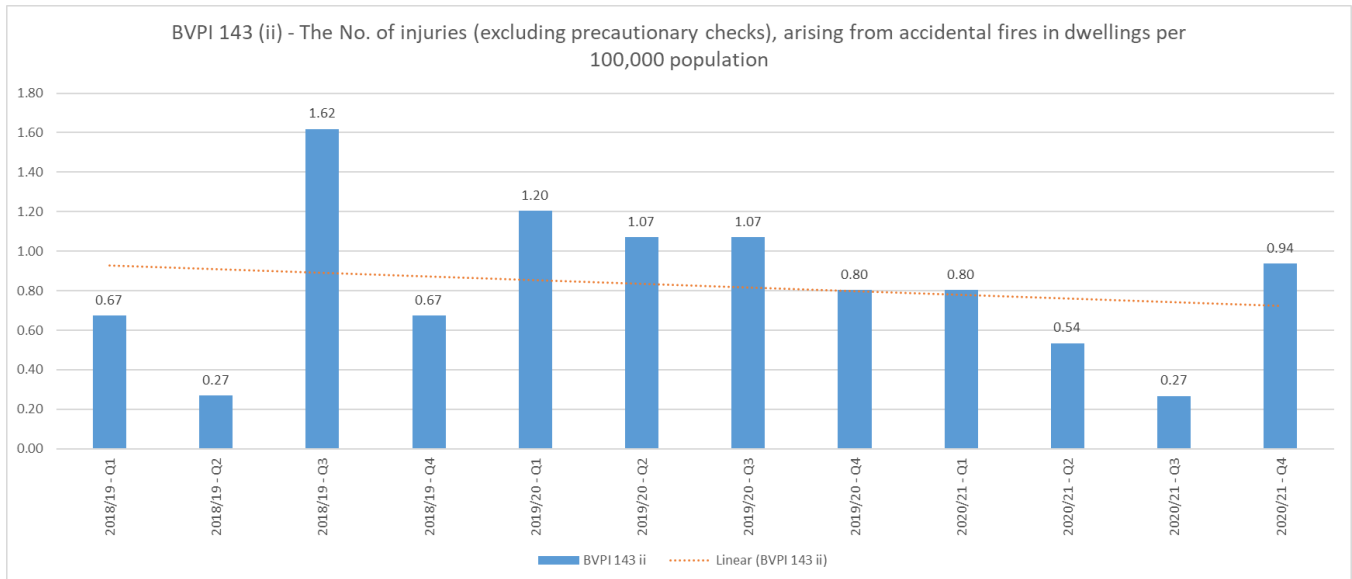
- **Number of accidental dwelling fires per 10,000 dwellings** shows a slight overall increasing trend.



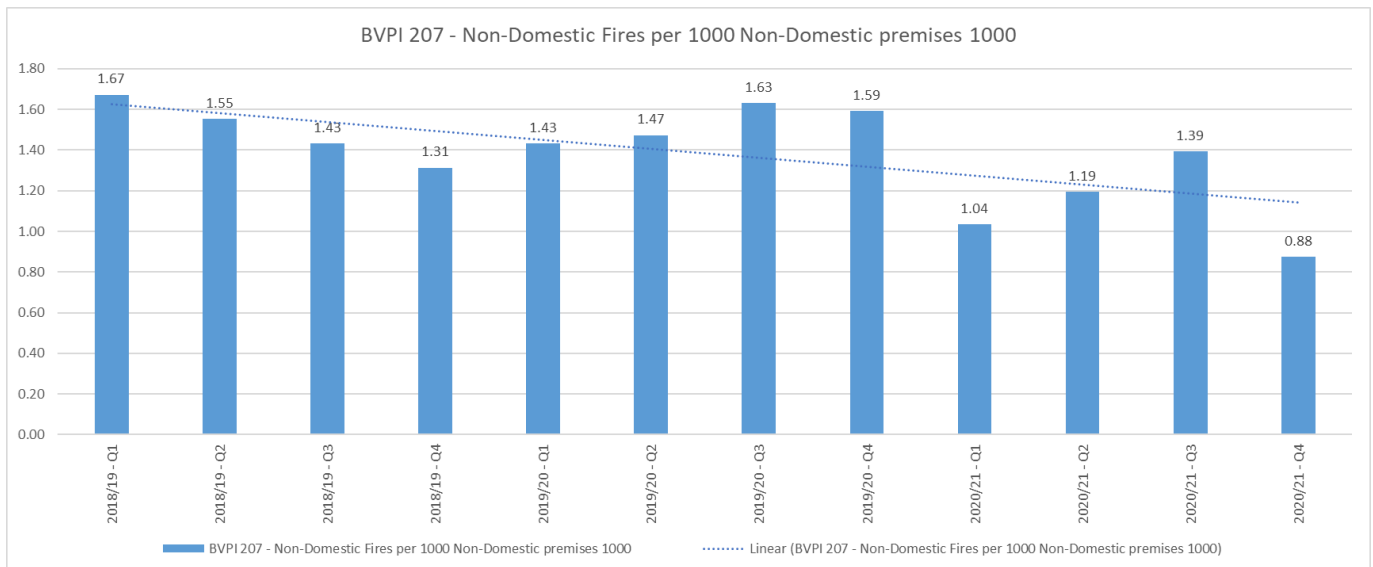
- **The number of fatalities arising from accidental fires in dwellings per 100,000 population** - The number of fatalities arising from this type of incident remains low.



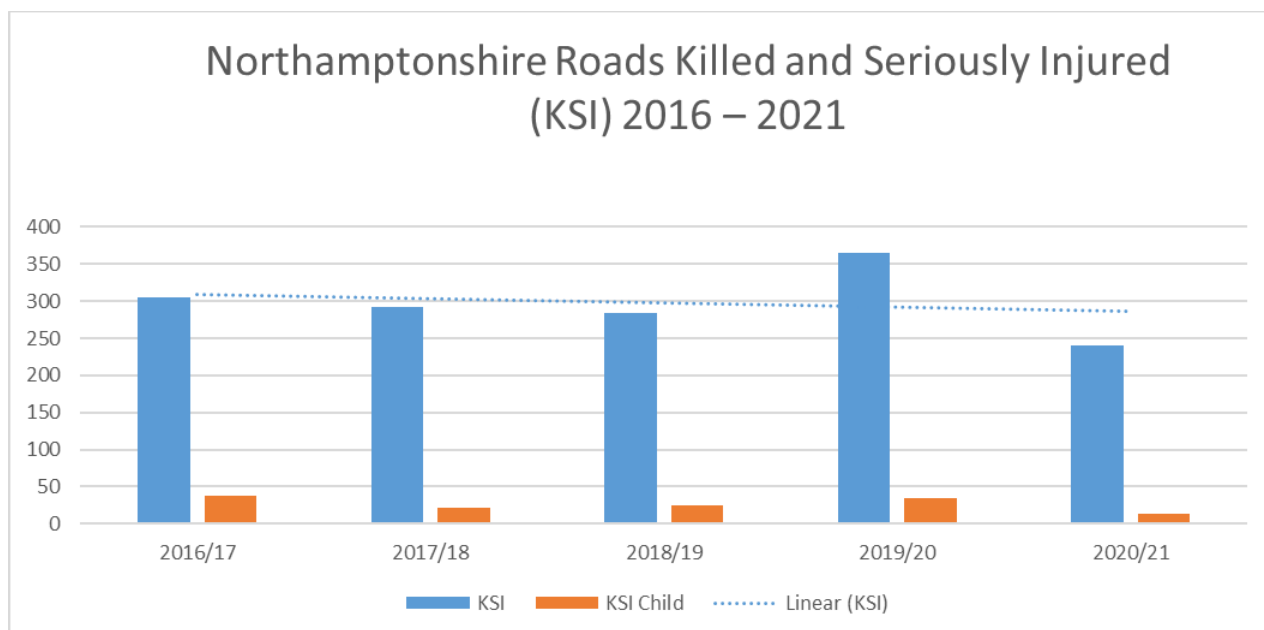
- **The number of injuries (excluding precautionary checks), arising from accidental fires in dwellings per 100,000 population** the overall incident level remains low which does contribute to the higher percentage levels. The overall trend is one of reducing numbers.



- **Number of fires in non-domestic premises per 1,000 non-domestic premises** – The overall trend is of decreasing numbers.



- People killed or seriously injured in RTCs. The restrictions and behavioural changes as a result of COVID-19 pandemic, and in particular during each lockdown period, has had an impact on our RTC incident numbers for the period 2020/21, reducing them considerably.



Organizational measures of performance:

- Standards of Operational Response – Average (mean) response times by incident types** - During the previous IRMP period, the average (mean) response time has reduced showing improved performance against a challenging standard.

	2016 - 2017	2017 - 2018	2018 - 2019	2019 - 2020	2020 - 2021
Fire	09:39.49	10:03.78	10:30.32	09:56.86	09:47.57
RTC	12:04.70	11:27.38	11:35.21	11:14.70	11:16.43
Special Service	09:56.98	10:29.26	10:34.09	10:30.55	10:40.51
Average	10:04.09	10:23.48	10:40.13	10:19.46	10:16.54

Table 1 - NFRS Average Response Times 2016-2021

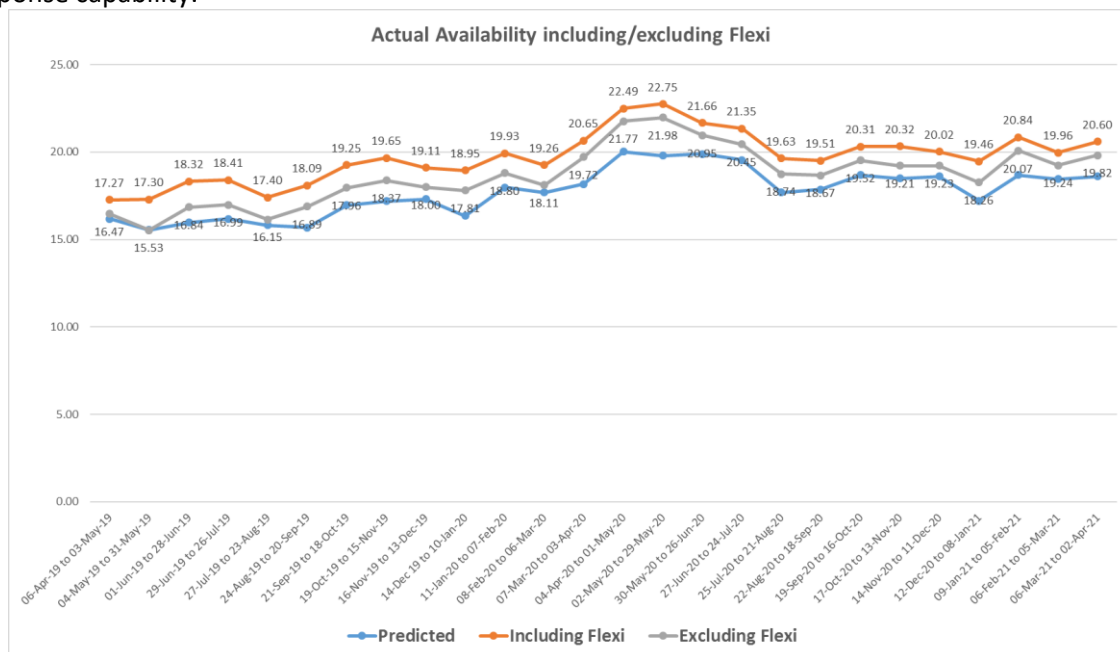
- Standards of Operational Response – Average Call Handling Times
Note. The data below is from the published standards of response – mobilisation.

	2016 - 2017	2017 - 2018	2019 - 2020	2020 - 2021	2021 - 2022
Fire	00:01:30	00:01:37	00:01:35	00:01:24	00:01:25
RTC	00:01:51	00:01:56	00:02:05	00:01:46	00:01:55
Special Service	00:01:45	00:02:08	00:02:17	00:01:55	00:01:55
All Incidents Average	00:01:38	00:01:49	00:01:51	00:01:36	00:01:39

Table 2 - 1st Pump Call to Mobilised time

- Average Appliance Availability CRMP 3 year period

IRMP 2019-2022: We will maintain a minimum of 14 fire appliances to support our strategic response capability.



The service remains under 0% for percentage of time under 14 appliances (with and without flexi). As of March 2021, the Service availability is consistently at 18 pumps or over 81.18% (93.15% with flexi)

- Home Fire Safety Visits and refits completed

		2017/18 Q1	2017/18 Q2	2017/18 Q3	2018/19 Q1	2018/19 Q2	2018/19 Q3	2019/20 Q1	2019/20 Q2	2019/20 Q3	2020/21 Q1	2020/21 Q2	2020/21 Q3
LPI 7 (ii)	HFSV and refits completed	459	1143	1591	1162	2054	2922	852	1773	3546	306	792	1223

- % of Home Fire Safety Visits completed in target groups

During the lifetime of this IRMP, we have developed a person-centred risk matrix which better defines our target groups and have made changes to ensure that we can consistently collect relevant data. This work has also been influenced by sector wide development in this area, led by the NFCC. As a result, we have introduced two new measures for monitoring HFSV in target groups and started to report on these in April 2021:

- % of HFSVs in High/Very High risk households
- % of HFSVS in Ethnic Minority Households

In order to provide a consistent picture, the data in this document is for the period up to March 2021. Therefore the full detail of these measures will be published within the CFO Annual Report, due in Spring/Summer 2022.

- Total number of Protective Full Risk Inspections (FI) and Re-Inspections (RI) completed

Year	Undertook recorded Audits	% Sleeping Risk Premises	Building Regulation Consultation
2020/21	995	55%	511
2019/20	787	82%	620
2018/19	838	82%	617

Note. During 2020/21, due to COVID-19 the primary focus of audit activity was on care homes and schools and includes 769 of which were remote audit activity.

- Percentage of Protective risk inspections in high risk areas (sleeping risk)
- % of staff completed risk critical training (initial/refresher) – *new for this CRMP*
- % of staff maintained risk critical competence based training – *new for this CRMP*

Risk Analysis of Northamptonshire - What influences the risk?

When considering risk, we will follow the definition as proposed by the NFCC:

Risk: A combination of the likelihood and consequences of hazardous events.

In this section, we are specifically considering the hazardous events of:

- fire,
- non-fire incidents such as rescues (including RTCs and from Water) and
- other civil emergencies such as flooding and malicious attack.

As specified within the CCA we are a Category One responder, and so form part of the multi-agency response to civil emergencies. Our role is to save life, and to protect property and the environment. Additionally, The Fire and Rescue Services (Emergencies) (England) Order 2007 places a duty on fire and rescue services to have the capability to remove Chemical, Biological, Radiological, Nuclear Explosives (CBRNe) contaminants from people at an emergency. There is also a duty to contain water used for decontamination for a reasonable time. Fire and rescue services must take steps to prevent or limit environmental damage when decontaminating people.

The information in this section is presented within the National Operational Guidance (NOG) activity areas of Fires and Firefighting, Performing Rescues and Hazardous Materials. National Operational Guidance spans a wide range of activity. This structure will be further developed to consider each of the individual NOG scenarios in more detail– (- <https://www.ukfrs.com/scenarios>)

Fires and Firefighting: Hazardous event: Fire

In this section is a summary of what we perceive about the risks associated with a fire incident. Which factors influence how likely it is to have a fire and how significant or severe the consequences might be.

People related factors

The majority of fire fatalities occur in dwellings. Research undertaken by UK FRS, in developing a Person Centered Framework (<https://www.ukfrs.com/guidance/person-centred-framework>) suggests that the risks associated with home fire safety fall into three categories:

- Risk of having an accidental dwelling fire
- Risk of being a casualty in an accidental dwelling fire
- Risk of being killed in an accidental dwelling fire

This research identifies that the characteristics that put people at greater risk of dying in a fire are different to those that put people at risk of having a fire or being injured. Research which has been identified usually focuses on either fire fatalities or accidental dwelling fires and casualties. The most significant characteristics consistently identified are set out below.

Fire fatalities

- Over 70 years old, particularly in combination with any pre-existing mental or physical impairment including frailty.
- Children under 11 years old, but especially under 5 years who are less likely to be able to self-rescue.

- Being male (particularly when combined with other risk factors)
- Smokers – especially if combined with poor mobility or other health condition.
- Low Socioeconomic Status (SES) i.e. deprivation.
- Disability or long-term health condition (including dementia).
- Mental and/or physical impairment caused by alcohol and/or drugs.
- Non-owned property or mobile home – this may be a proxy indicator for low SES.
- Single-parent families, and households with more children.

Fire casualties/accidental dwelling fires

- Living alone.
- Having had a fire before, and lack of basic fire safety knowledge.
- More prevalent among people in the 40-49 age group.

As previously mentioned (page 22), Northamptonshire is a growing County with population growth predicted to be above average and with particular increases (above the national average) in the over 65 age range and 0 -19 year olds. Both of these age groups have been identified, through UKFRS research, as a characteristic that puts these people at greater risk of dying in a fire.

Low SES i.e. deprivation, is another characteristic which has been identified in this research and we know that there are 26 LSOA small area geographies in Northamptonshire which fall amongst the 10% most health and disability deprived areas across England. We have used the top twenty most deprived LSOA and also included those that scored highly in specific indices (IDAOPI and IDACI) relating to older persons deprivation factors and children's deprivation factors within the Indices of Multiple Deprivation (IMD) 2019 data from the Ministry of Housing, Communities and Local Government (Link), to enable us to map the most deprived areas in the County and to target fire risk – see below:

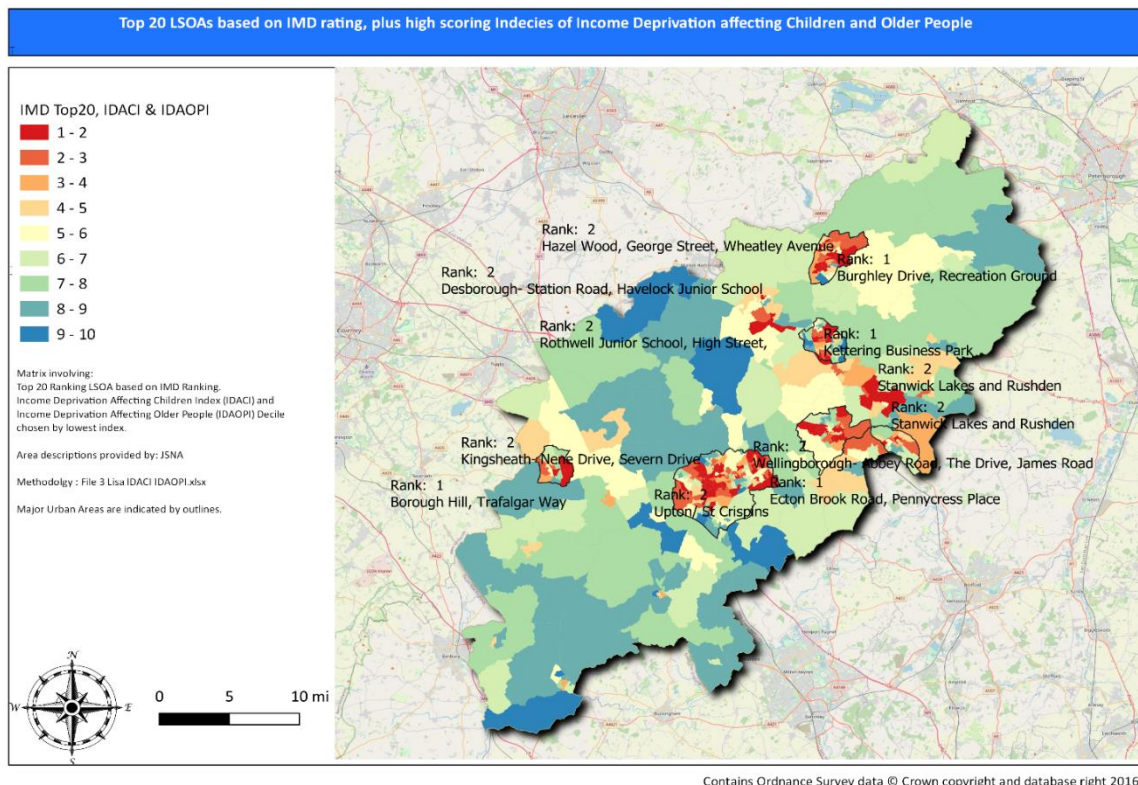


Figure 2 – Northamptonshire most deprived area

In addition, our HFSV referral pathways provide incoming referrals based on person centered risk factors that partners identify, and we will combine Acorn data with our Geographical Information Systems (GIS) to further understand the make-up of an area. Acorn is a demographic system which will provide data in relation to local demographics, types of individuals, lifestyle, areas they live in (affluent/deprived areas), as well as wellbeing data.

Property or place related factors

In addition to responding to a potential fire in type of premises, for approximately 25,000 premises, the Regulatory Reform (Fire Safety) Order 2005 will apply. Under this legislation, we have a duty to enforce fire safety standards in the majority of non-residential and shared residential buildings; this specialist work is undertaken by our Fire Protection department.

We know that there are many factors in relation to a building which can combine to increase/decrease the risk of fire; either it's likelihood such as having and using an open fire, or its potential consequences (if more flammable materials are stored within the property). Some of these factors are detailed below, this risk can be considered in relation to a specific site/property; for example, Kettering Hospital which will have multiple factors. The risk can also be considered across a group; for example, buildings over a certain height (high-rise).

- The type of building,
- How well maintained it is,
- Construction and materials that are used,
- Proximity to other buildings, (potential for spread of fire)
- Proximity to nearest fire station, (how quick any fire service response could be)
- Water supply to the property,
- Any detection device e.g. (smoke alarm), (how quick an alert is raised),
- Fire Safety Systems including sprinklers etc fitted and functioning,
- Compliance with fire safety regulations,
- Accessibility,
- Industrial processes,
- Electricals, (how used/charged, maintenance)
- Open fire/chimney,
- Level of combustible materials (hoarding, chemicals)

Premises which are deemed to be generally low risk to life, in the event of a fire, may present as an unacceptable risk due to the building type, potential loss of amenity or its geographical location within the county. For example, an historical premises might be considered as low risk to life but a higher risk to a responding fire crews due to construction and risk of fire spread, present a significant irreplaceable loss to the county's heritage portfolio and commonly will sit in the rural areas of the county.

In addition to this heritage risk, a premises may present as a risk for the reasons below (or as a combination of):

- in relation to (or from) the environment,
- impact an incident at that premise/location would have on:
 - Economy, (During the incident and post/recovery phase)
 - Community, (How many people would be impacted and for how long)
 - Societal, (likelihood of people being displaced, impact on local facilities/infrastructure)
 - as the critical national sole supplier,

- be of exceptional value (higher than expected for the type of building),
- risk to firefighters/emergency responders
- where hazardous materials are stored or used.

Fire behaviour and spread of fire

There are numerous factors and features that impact the speed and severity of a fire and its development.

An old, heritage building will probably have been constructed with large thick stone walls that offer great resistance to fire but the internal floors and walls will be constructed using timber, which today is now old, dry and presents a significantly high fuel source. These buildings will be built with gaps and voids that allow air to flow through the structure, thus avoiding damp, but also they will allow fire and hot gases to spread and the fire to develop. Older lath and plaster walls will present inconsistent levels of resistance to heat and duration of time until their subsequent failure whereas modern plasterboard, fitted correctly, will offer more predictable performance.

Fires within commercial buildings will be dictated more by their storage and use than the methods of construction. E.g. Warehousing, flammable materials all stacked vertically in racking, up close to the roof, will allow significantly quicker fire spread than those that store similar goods on the ground only.

Traditional methods of construction, e.g. brick and concrete, clearly offer greater resistance to fire but they create limits on building design e.g. large open plan environments like shopping centres. Large expanses of glazing create good visual aspects to buildings but, due to the ability for heat to pass through the glass, present a potentially higher risk to neighbouring buildings.

As previously mentioned (page 22) Northamptonshire is a growing county, with new housing developments expanding our urban areas (an estimated 80,000 planned new homes over the next 10 years), and infrastructure projects (NSIPs) and commercial development such as:

- the SEGRO logistics park (Northamptonshire Gateway) near junction 15 of the M1;
- HS2 – new high speed railway linking up London, the Midlands, the North and Scotland;
- a new secure accommodation site in Wellingborough (HMP Five Wells);
- completion of the Kettering Urgent Care Hub by 2025.

We continue to review and monitor the impact of housing growth in the county; to consider incident trends, increases and decreases by mapping data against growth areas in the County. An example of this was Priors Haw, Corby, we considered this as part of the overall look at where new developments fell with respect to our response capabilities. There was no attempt to assess increased number of incidents with population growth. The map below shows that the new area of Priors Hall is within the 4-5 minute band of response times.

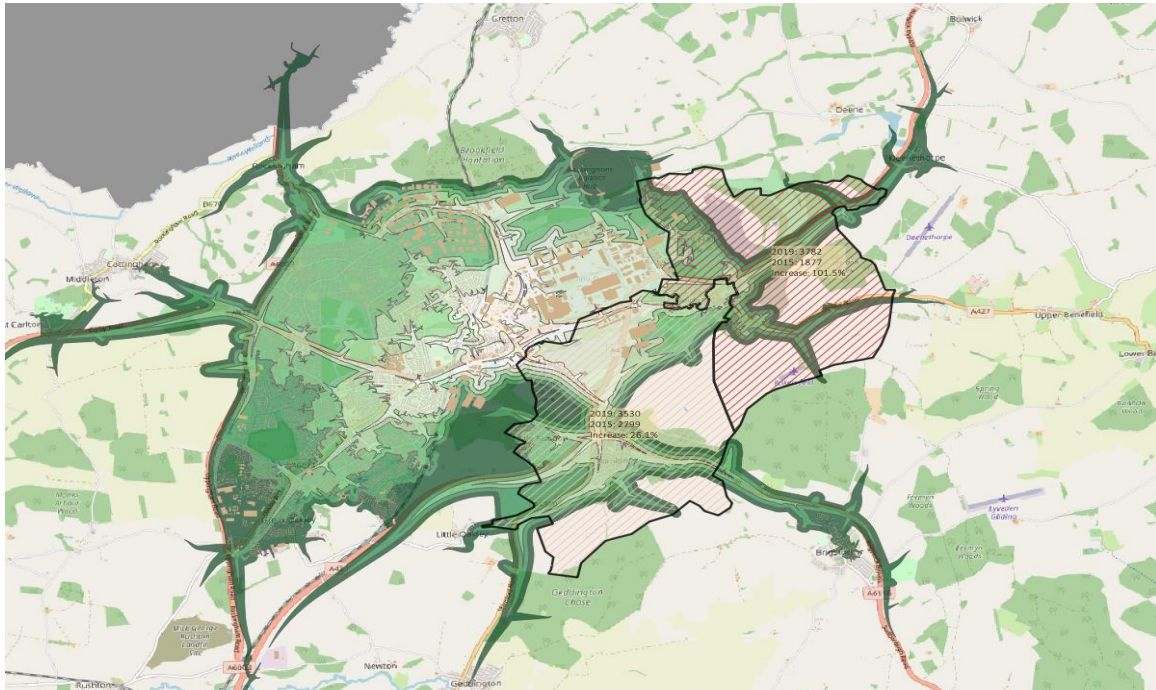


Figure 3 – Map showing Priors Hall in red shaded area

Since 1992, new homes have been required by building regulations to have a hard-wired smoke alarms fitted, whilst this does not reduce the risk of someone having a fire, it does decrease the potential consequences (if they are alerted and able to take action to extinguish or limit a fire and or evacuate). In 2015 regulations were introduced that require private rented sector landlords to have smoke alarms and carbon monoxide alarms to be installed in their properties. Additionally, Landlords must make sure the alarms are in working order at the start of each new tenancy.

The legislation is not the same for commercial premises, and we will continue to contribute towards and support changes in legislation and guidance that improves fire safety and building design. As in commercial premises there is an additional risk; of the economic and environmental impact of a fire (it may result in job losses or increased carbon emissions or other toxic gases).

What we know from: intelligence/data insights.

Hazardous Event – Fire

We consider what we can learn from previous incidents, both at a local and national level. Understanding our demand helps us to plan for the risk; we consider where fires happen in the county and where they might start in the building, when they happen (time of day), the outcome of fires for those involved (injuries/fatalities) and who this happens to.

There continues to be a general downward trend in fire related incidents in Northamptonshire which is concurrent with the national picture of fire related incidents, where there has been a decrease of 2% for fire related incidents (fire statistics monitor ending March 2021).

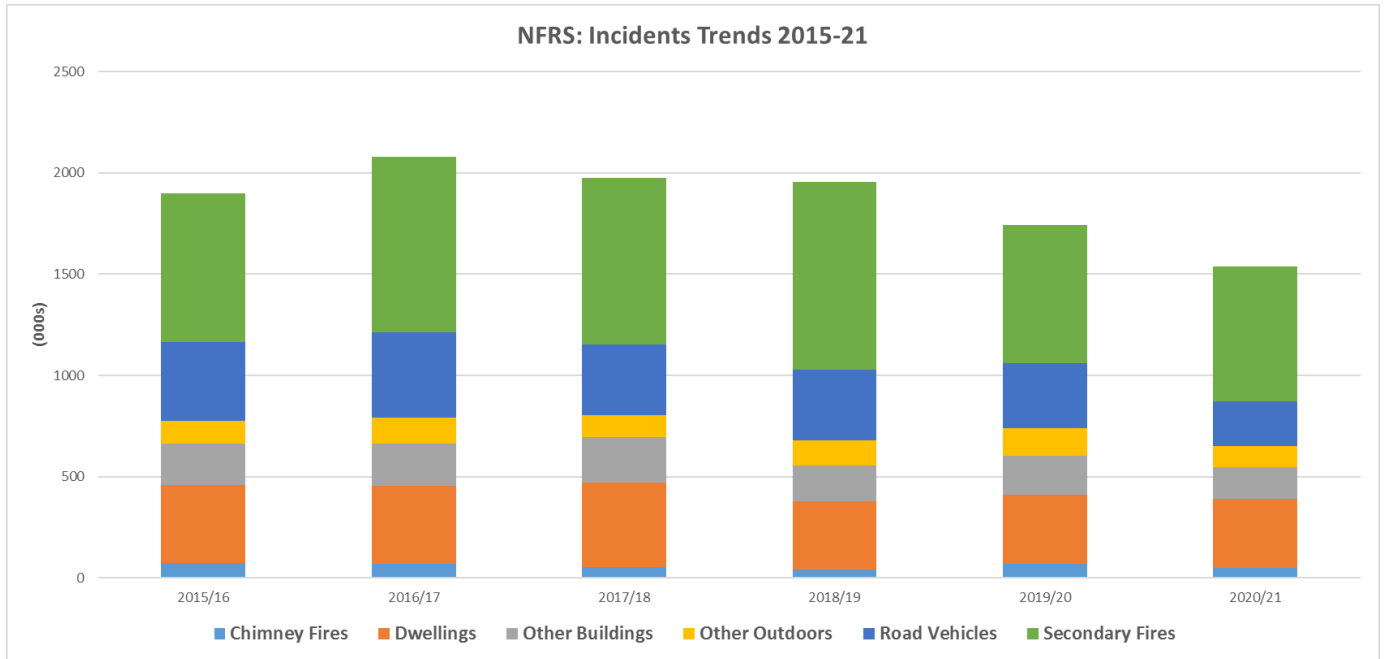


Figure 4 – NFRS Fire Incident Trends 2015-2021

Fire incidents are more concentrated in the urban areas of the county, i.e. where there are more dwellings. Urban areas are also the predominant locations of our fire stations therefore, attendance to fire incidents are within our Standards of Response of average of 10 minutes from time of call to time at scene.

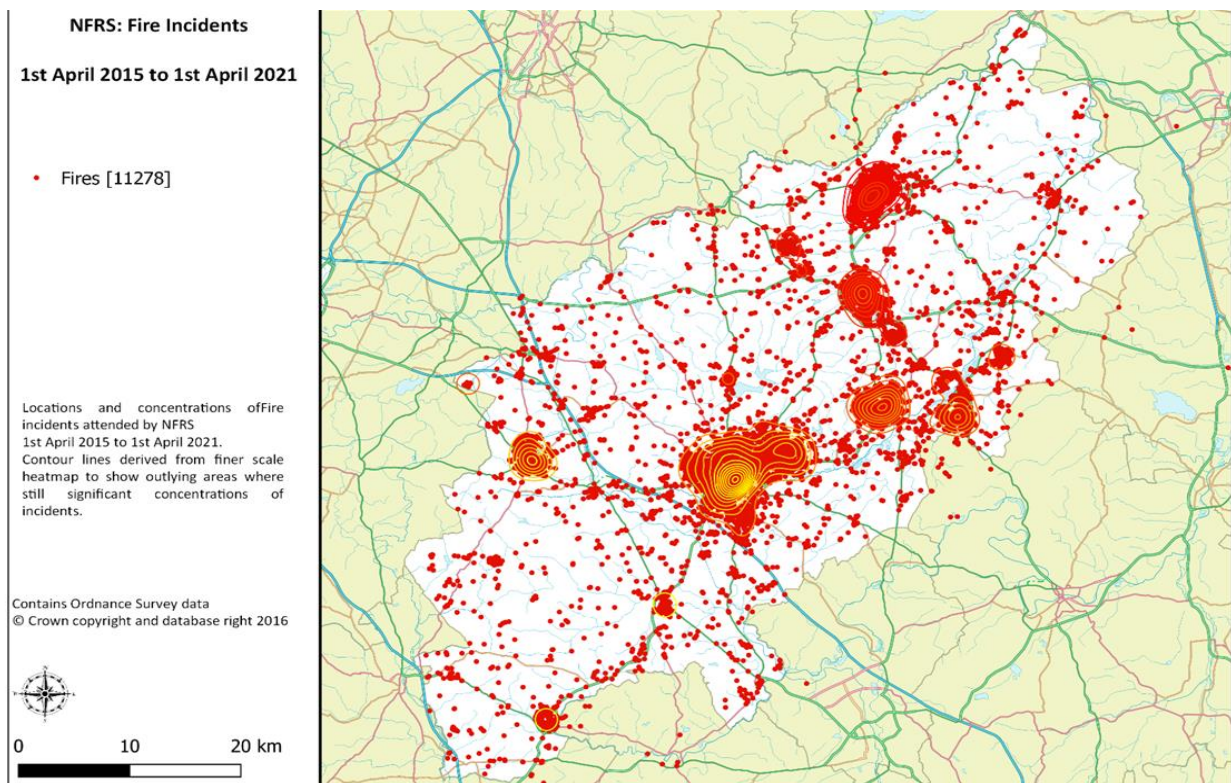


Figure 5 NFRS all fire incidents heat map 2015-2021

We also consider when fires happen. Whilst fires can occur at any time of day, we see higher numbers of fires during early evening. There are many variations on why this happens including distractions in the home, children not being in school and business premises unoccupied.

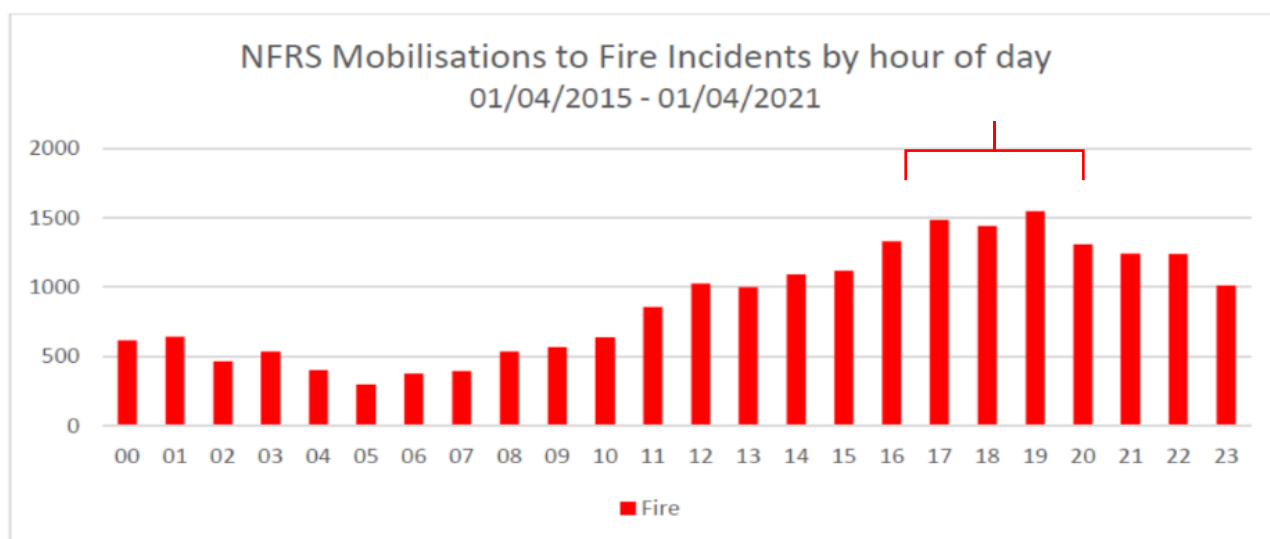


Figure 6 - NFRS mobilisations to Fire incidents by hour of day 2015-2021

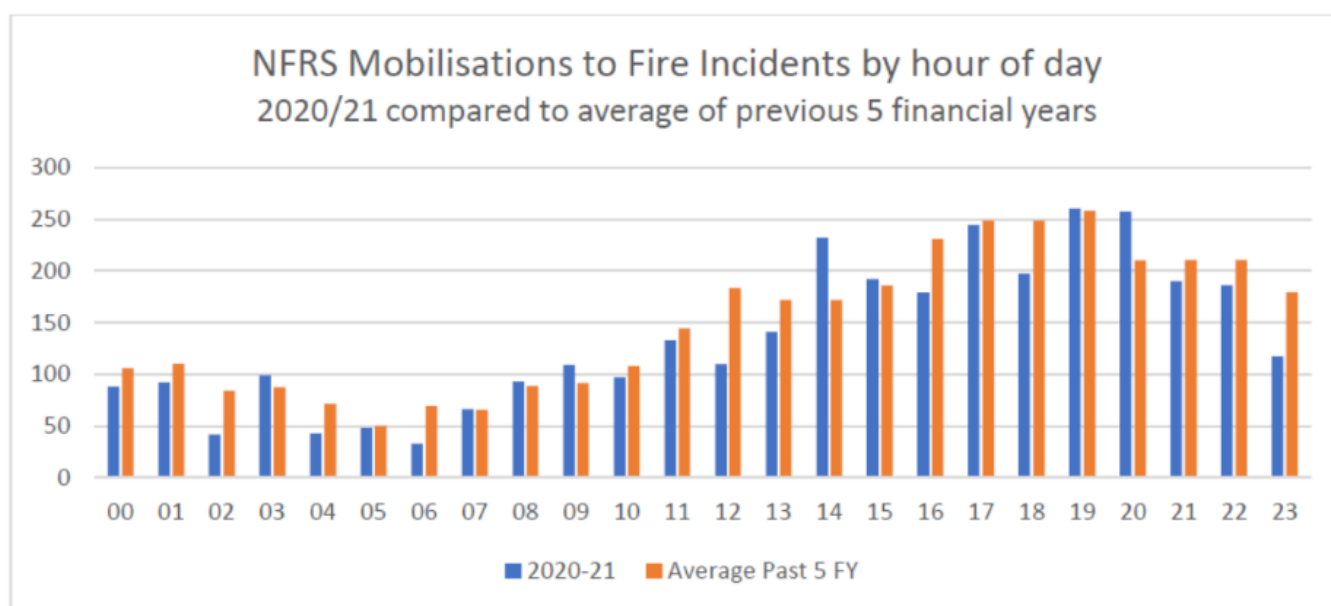


Figure 7 - NFRS mobilisations to fire incidents by hour of day: 2020/21 compared to average of previous 5 years

Fire fatalities remain low and we therefore, refer to national data to understand any trends or insights. Nationally, dwelling fires continue to account for the biggest proportion of fire fatalities by property type (76% - for 2010-2020) and therefore present as a significant **hazardous event** for NFRS.

National: Fire Fatalities by Property Type 2015-2021

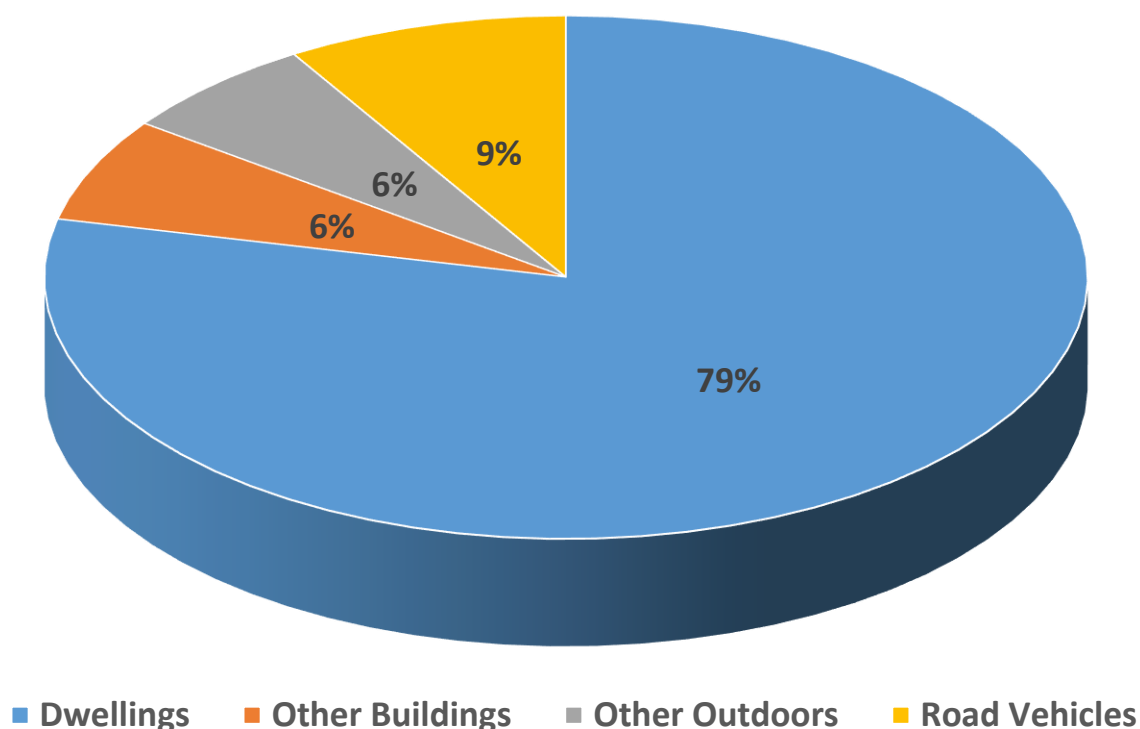


Figure 8 - National Fire Fatalities by property type 2015-21

There were three fire fatalities within Northamptonshire during 2020/21:

Year	National	Northamptonshire
2015/16	302	1
2016/17	265	5
2017/18	340	4
2018/19	255	3
2019/20	245	2
2020/21	240	3

Figure 9 – Fire Fatalities table 2015-2021

We capture intelligence in relation to premises (or location) in the county through our activities; where the risk might be elevated and is in relation to an individual premises (or location e.g. Sites of Special Scientific Interest), this intelligence is captured as Site Specific Risk Information (SSRI). We currently have over 550 of these risk assessments on our Central Register, and these are located throughout the County. These SSRIs are regularly reviewed in line with the risk grading system to ensure information is up to date, and is ever evolving as we continually gather intelligence through our work.

Focus on accidental dwelling fires

Specifically looking at accidental dwelling fires, and in the context of how many people live in the county, the number of incidents has been relatively stable, we look at incidents in this way (incident per 10k head of population) as we are a growing population, in order to consider if incident numbers are in proportion with the growth. We compare ourselves against other 'similar' FRS's, within a Family Group (FG2) based upon factors such as population, deprivation, risk profiles and incident volumes. of a similar size i.e. the family group. The graphs below show that we have very similar incident numbers to the FG2 average, with an overall downward trend.

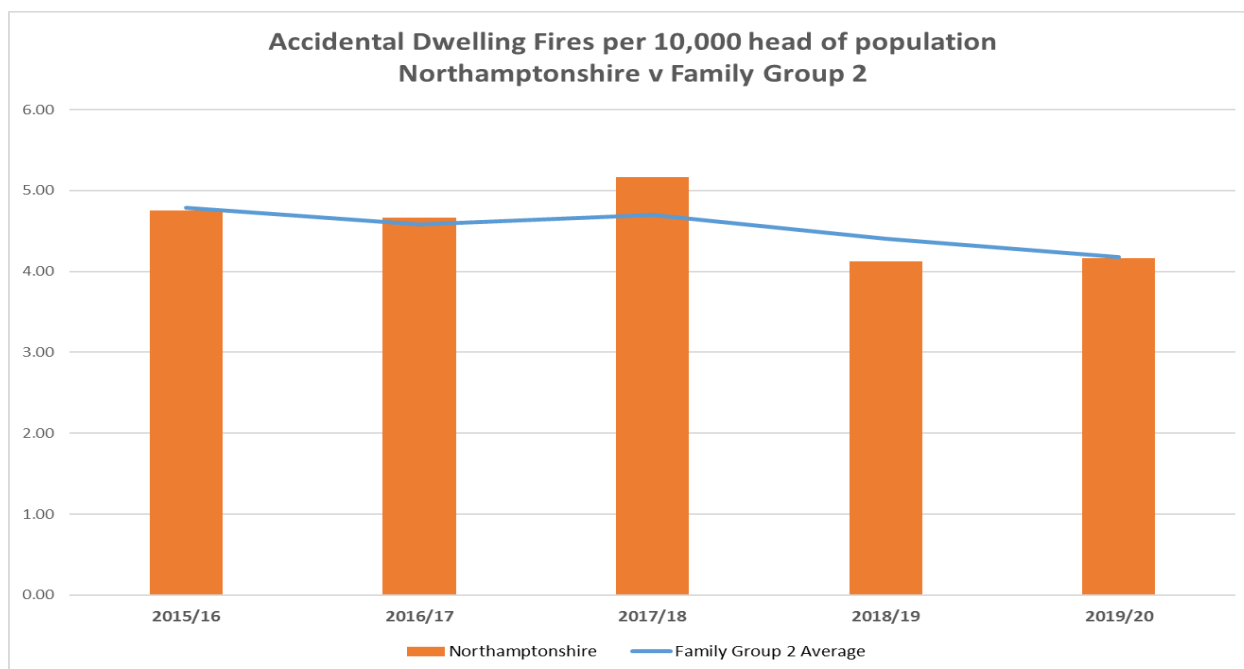


Figure 10 - Accidental Dwelling Fires per 10K head of population Northants vs FG2

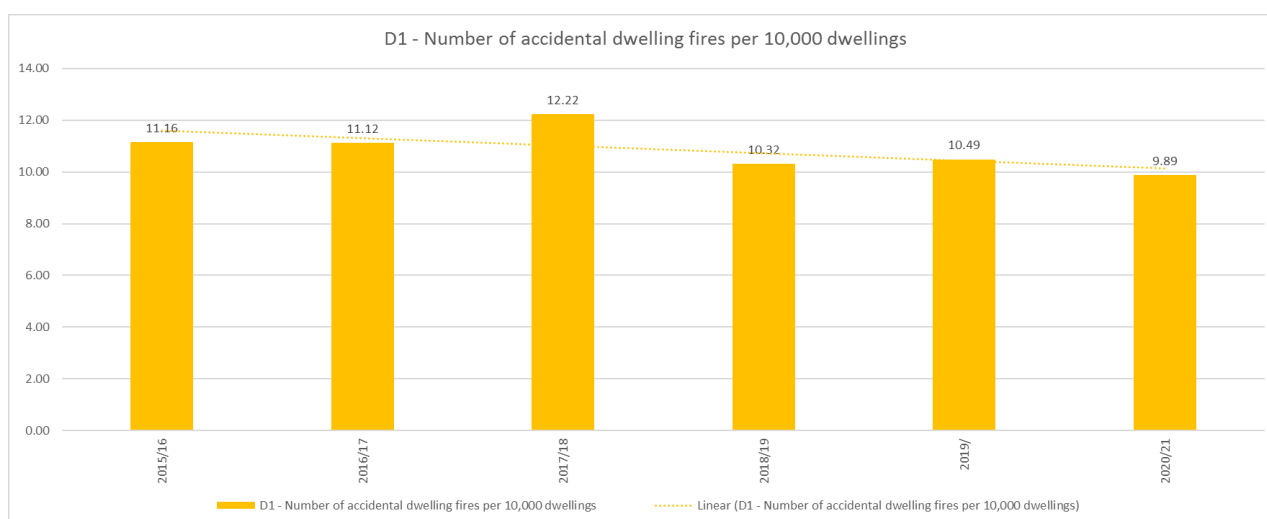


Figure 11 - No. of accidental dwelling fires per 10k dwellings

Any impact from the 2020/21 COVID-19 year is not evident in overall numbers as we have had similar levels of incident numbers. Further analysis of other data available around dwelling fires does not reveal any new insights, compared to previous years. See graphs below - we have similar levels of fatalities and non-fatal casualties in accidental dwellings. Looking at this data gives an insight into the outcomes from fire, and the impact on individuals.

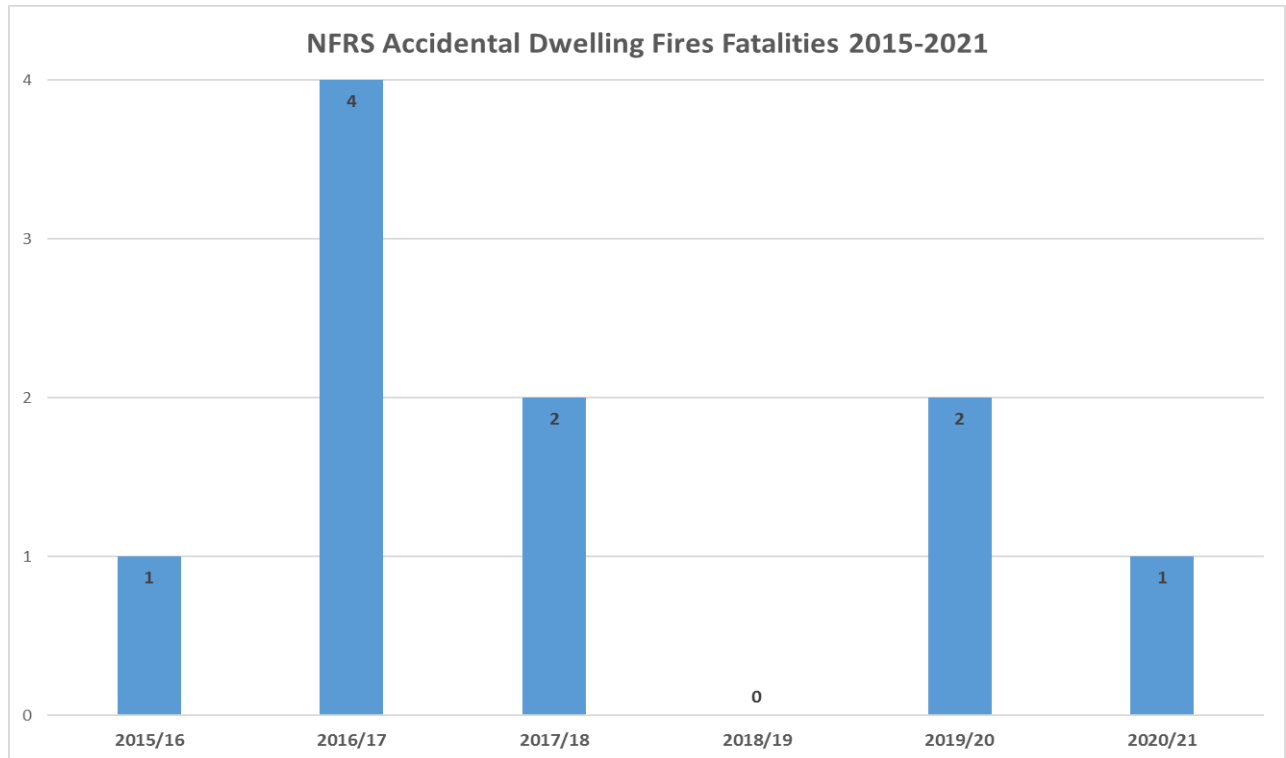


Figure 12 - NFRS Accidental Dwelling Fire Fatalities 2015-2021

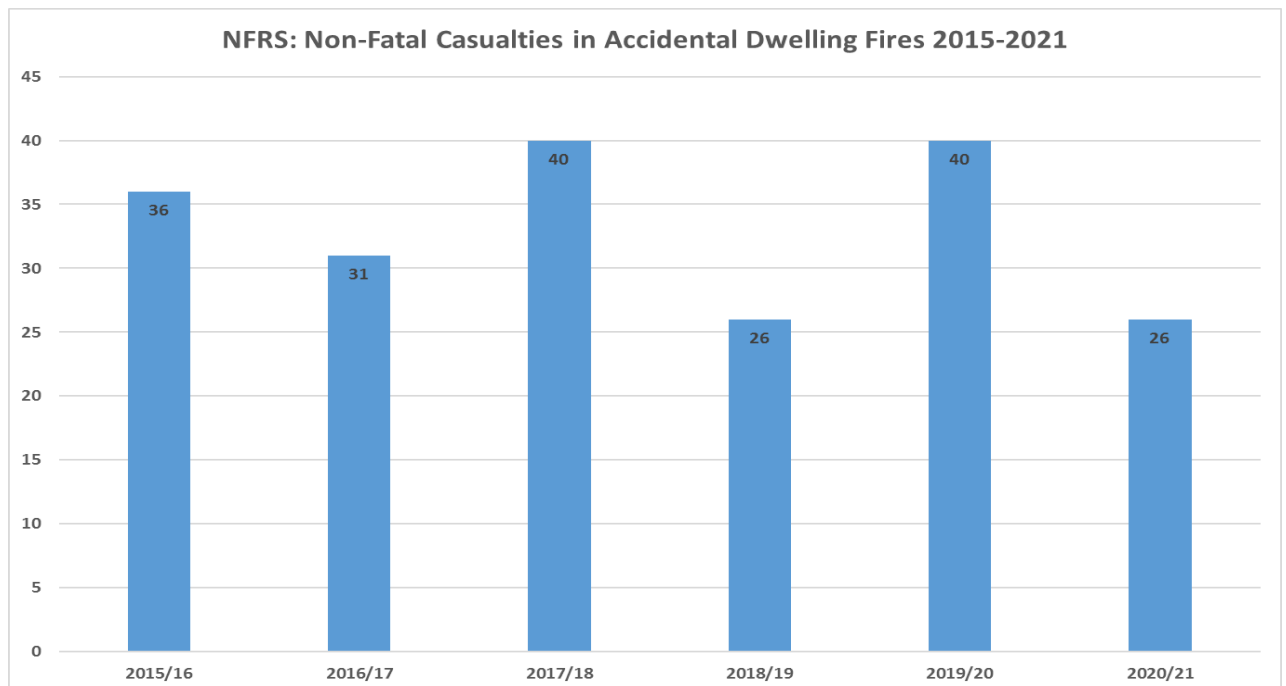


Figure 13 - NFRS Non-fatal Casualties in Accidental Dwelling Fires 2015- 2021

Further analysis of dwelling fire data does not reveal any new insights compared to previous years. We have similar levels of fatalities and non-fatal casualties in accidental dwellings. Nationally we know that the levels of fire-related fatalities in year ending March 2021 is the lowest figures since March 1982. Overall Dwelling fires have reduced nationally by 5% compared to the previous year.

The kitchen continues to be the most likely start location for any fire in the home (dwelling) 55% fire start here, followed by refuse store and bedroom/bedsitting room (both 9% respectively) and it is a similar picture nationally.

NFRS: Fire Start Location Accidental Dwelling Fires 2010-2020

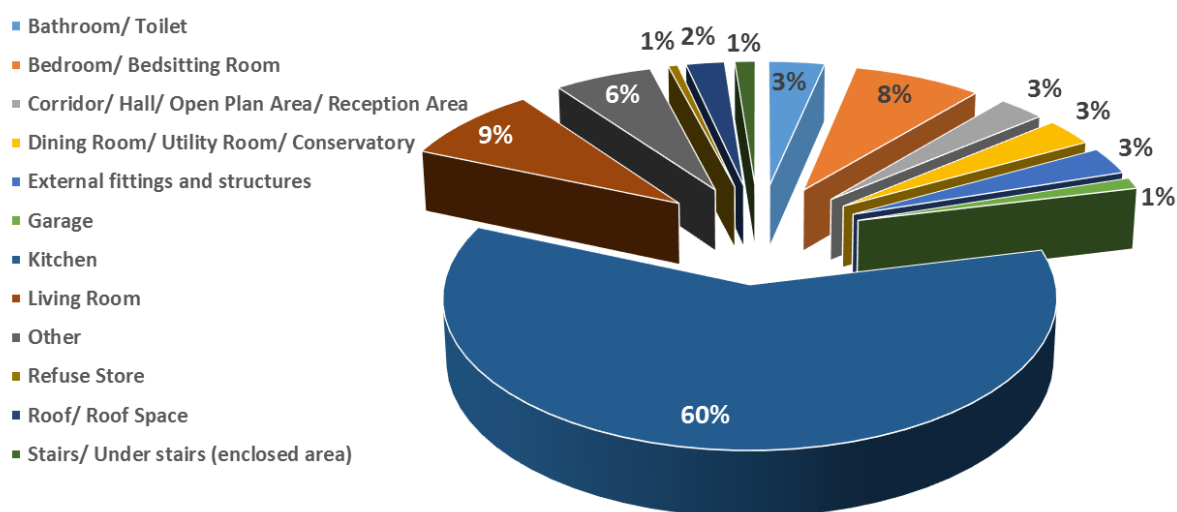


Figure 14 - NFRS: Fire Start Location Accidental Dwelling Fires 2010-2020*

**derived from the Fire Statistics Monitor – so the most recent data only reaches to 2019/20*

Again, considering national data for insights; the age of any victim who went to hospital is spread across all age bands.

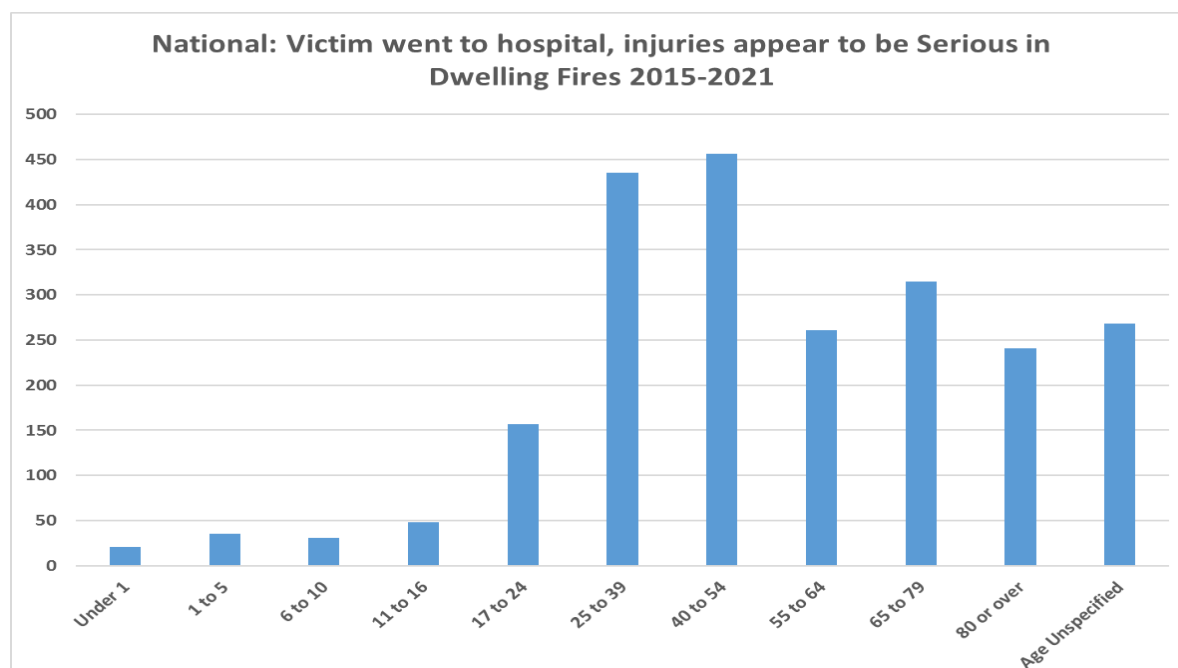


Figure 15 - National – Victim went to hospital; injuries appear to be serious; in dwelling fires

When this is considered in proportion to the size of the population for each age band (Figure 15), there is an indication that for those over 80, were over represented. This insight links back into what we know from the UKFRS research referred to on page 47. For those over 80, this correlates with what we know about an increased risk of older people who might have worse outcomes in a fire, due to reduced mobility and greater health concerns (physical/mental) at this age.

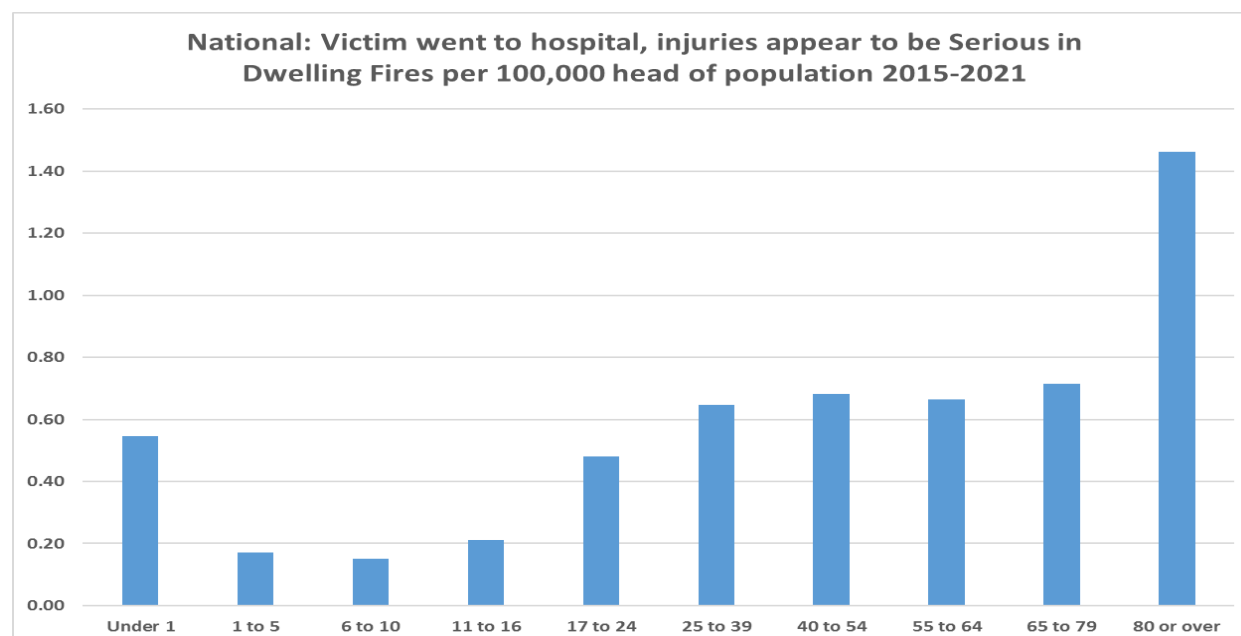


Figure 16 - National; Victim went to hospital; injuries appear to be serious in dwelling fires per 100k head of population

Focus on non-domestic properties

Through its work, the Fire Protection department continually gathers intelligence about non-residential and shared residential buildings, and in doing so is developing our database. As with SSRIs this intelligence can be used to consider the risk across different groups, for example Houses in Multiple Occupation (HMOs) or high-rise premises.

There has been a reduction in non-domestic fires during 2020/21. This may be linked to the COVID-19 pandemic and recent lockdowns; however, this would require further investigative work to understand reasons why.

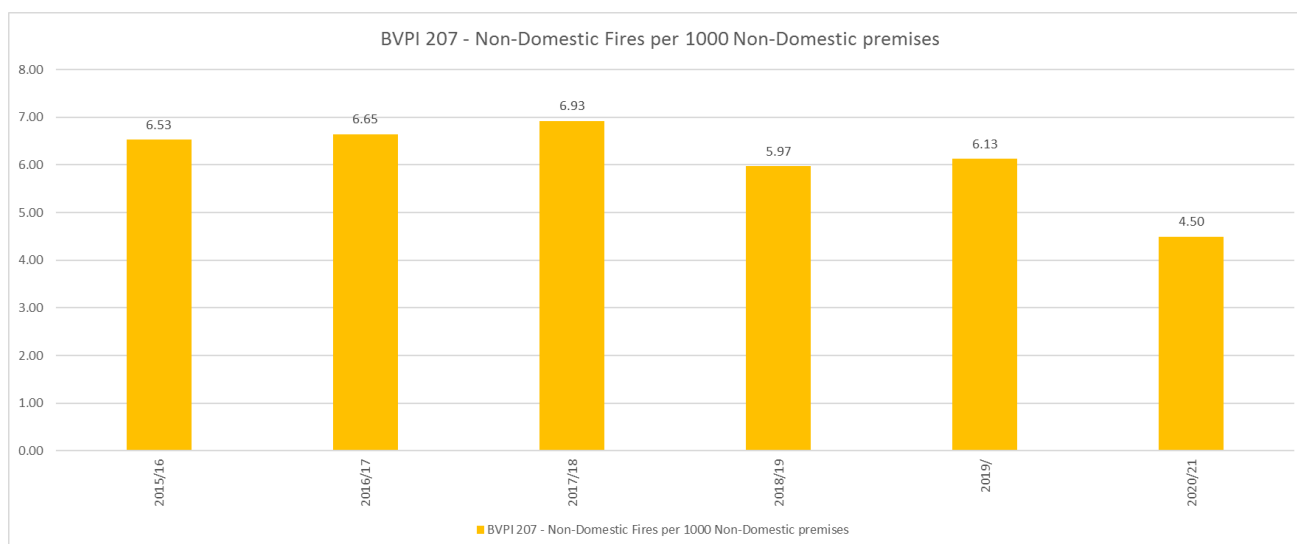


Figure 17 - Non-domestic Fires per 1000 non-domestic premises 2015 – 2021

There are over 3000 HMOs in Northamptonshire. Alongside hospitals, care homes and hotels these remain a priority for our Protection Department in their planned inspections because of the life risk. Our experience has shown that the HMOs with lower levels of compliance (leading us to take formal action to reduce unacceptable risks to persons) are the HMOs that we did not previously know about (through previous inspection) – intelligence about these premises comes from members of the public, crews attending an incident or via concerned residents.

Focus on deliberate fires

The data shows there is a long term reduction in the number of deliberate fires. This was most notable during 2020/21, compared to previous years; both for primary (fires involving people, property) and secondary (outdoor) fires, and the impact of lockdown needs to be factored into this drop.

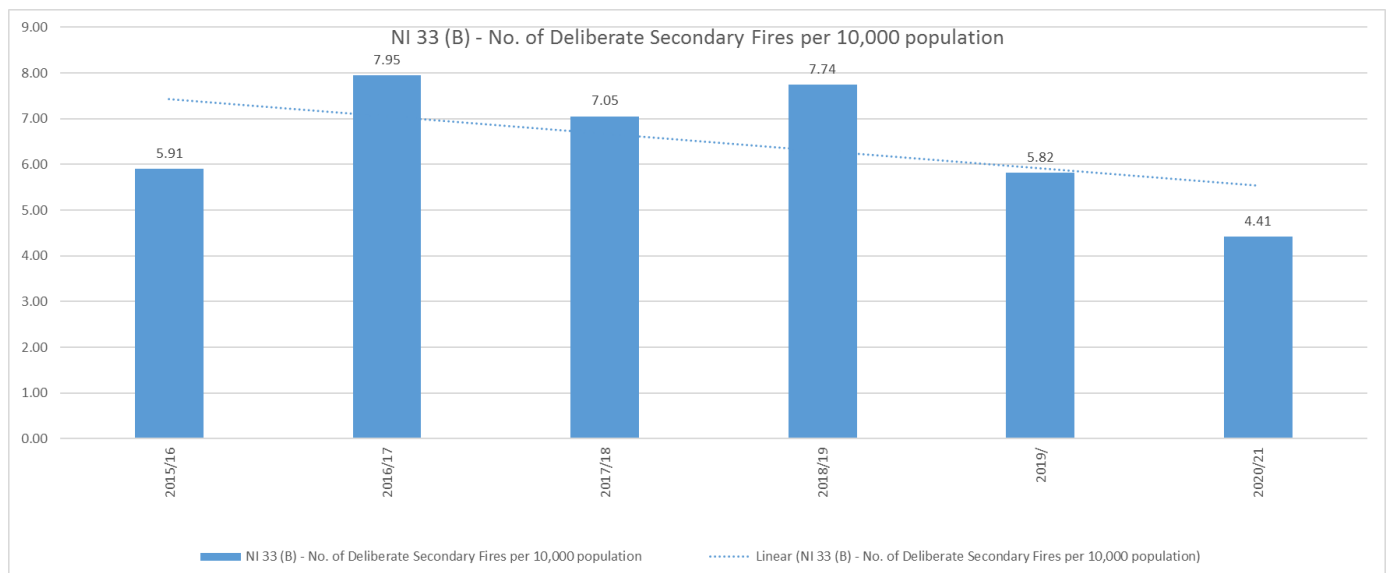


Figure 18 - No. of deliberate secondary fires per 10k 2015-2021

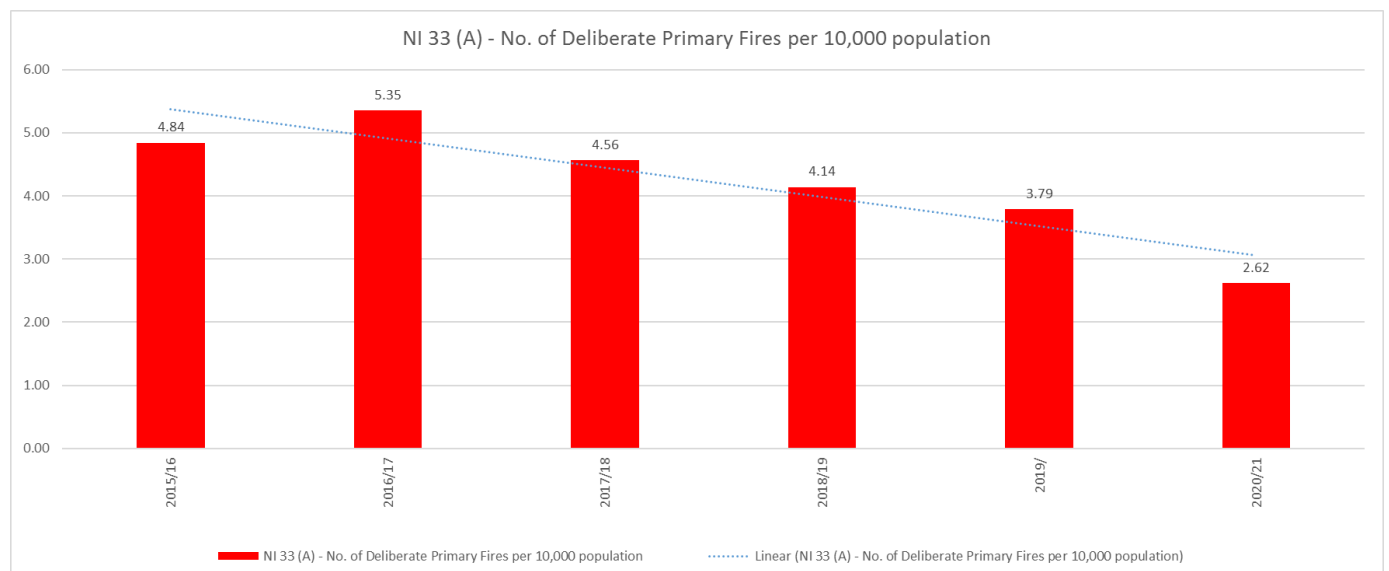


Figure 19- No. of deliberate primary fires per 10k 2015-2021

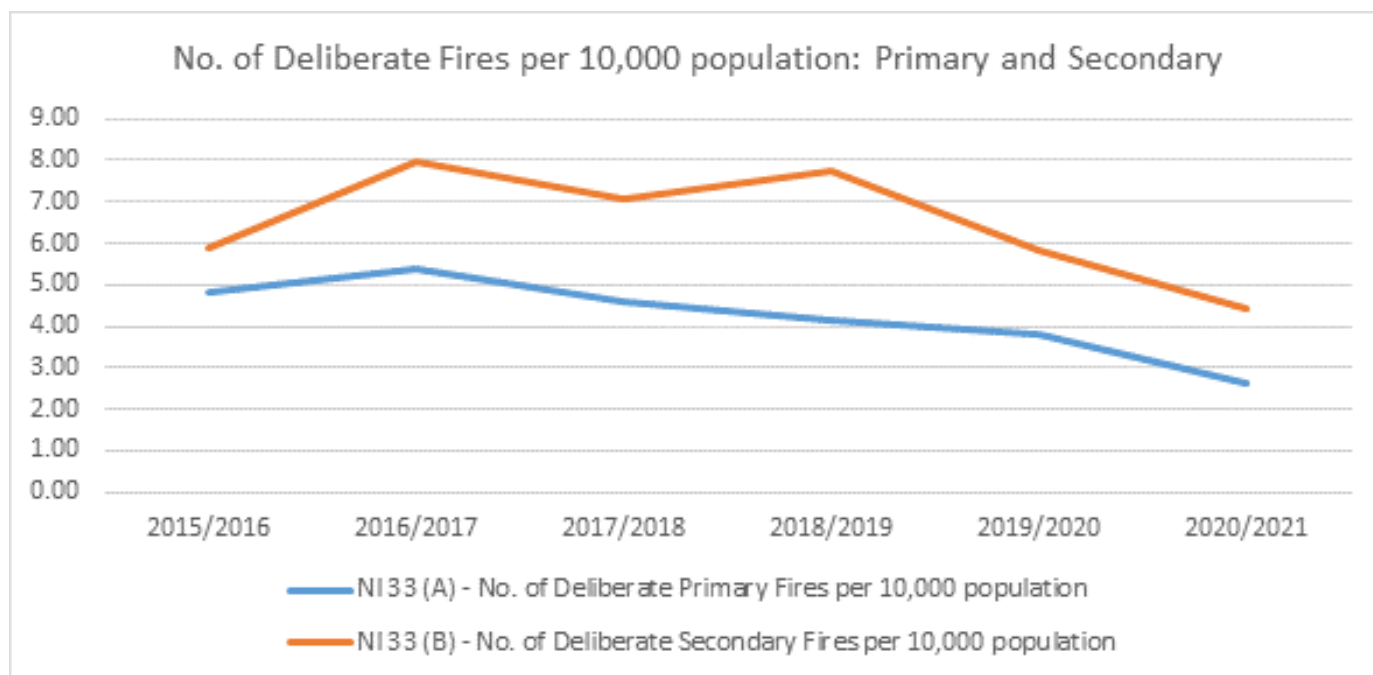


Figure 20 - No of deliberate fires per 10k population: Primary and Secondary

It is too early to tell if the drop during 2020/21, or recent spike since April 2021 will be sustained and so we will continue to monitor this closely with our Arson Task Force team and working with partners to gather relevant intelligence.

Summary of fire risk

Situation: Fire in the home (dwelling) and commercial properties continue to present the highest risk, as a risk to life or as a significant economic or environmental impact in the county. Fires can occur at any time of day and anywhere within the county, but is more commonplace:

- within the urban areas of our towns (where more people live/location of businesses),
- during the evening, and
- Is most likely to originate in the kitchen.

Specific premise types present as an increased risk, including HMOs and through national research, we know that certain characteristics that put people at greater risk of dying in a fire are different to those that put people at risk of having a fire or being injured. For some of these characteristics; such as age (over 70 years old presenting more at risk), health inequity and deprivation, there is a predicted increase within Northamptonshire. See the Sociological section of this report (see page 21)

Direction: Strategic Priority: Keeping our communities safe and well. Keeping our staff safe and well. **PFCC Priority:** Prevention that keeps the county safe. Effective and Efficient response. Protect and support those who are vulnerable. **PFCC, Police, Fire and Crime Plan 2021 - 2026**

Action: We mitigate the current risk through all areas of service delivery; specialist prevention and protection activity aim to stop fires from happening and if they do, our response capability aims to respond quickly with effective resources to deal with an incident promptly. Prevention and protection activity is targeted at those people and premises we know to be at the highest risk of fire and we are continually developing our understanding in order to adapt. Read more detail about how we currently use all of our resources in the CRMP.

Performing Rescues: Hazardous event: Road Traffic Collisions (RTCs)

In this section is a summary of what we know about what influences an RTC happening; factors which may increase/decrease how likely it is to have a RTC and/or affect how significant the consequences might be.

As with fires, the potential consequences of this hazardous event are significant; i.e. risk to life. In Northamptonshire, more people die on the road than in a fire; 21* fatalities in 2020, compared to three fire related fatalities for 2020/21.

**Highways Agency data which considers its data for the calendar year. NFRS considers by financial year*

However, we do not attend every RTC, often only attending the most serious as our core duty to rescue people (under The Fire and Rescue Services Act 2004), and where reasonable, protect them from harm in the event of a RTC. Our role at an RTC can vary; it might be to make the vehicle or scene safe, or it may be necessary to extricate the driver or a passenger(s) from the vehicle.

Contributing factors

It is useful to consider the wider data about all accidents and the insights provided from the national data in order to understand the contributing risk factors. The Department for Transport captures data Gov statistics in relation to reported road accidents, vehicles and casualties for Great Britain. This includes contributory factors, split across the following nine areas:

- Road environment contributed
- Vehicle defects
- Injudicious action (poor judgement)
- Driver/rider error or reaction
- Impairment or distraction
- Behaviour or inexperience
- Vision affected by external factors
- Pedestrian only (casualty or uninjured)
- Special codes (e.g stolen vehicle)

This range of contributory factors may combine to lead to an RTC. Some of these are in relation to the individual driver/rider, such as poor judgement or driver reaction, and some of these are about the context, such as a vehicle defect.

Alongside Northamptonshire Police, East Midlands Ambulance Service (EMAS) and Northamptonshire Highways, we are a partner agency in the Northamptonshire Safe Roads Alliance (NSRA). As part of this Alliance, Northamptonshire Highways produce a dashboard of information in relation to RTC's.

What we know from: intelligence/data insights.

Looking at local data for the age of casualties and the driver of the first vehicle (described as V1), during 2020, these predominately involved those aged 17-25 and 26-34. However, this data is not considered within the context of the population. **This data includes all RTC's in the County, and not just those incidents attended by NFRS and figures 21 & 27 have been provided with consent by NSRA.**

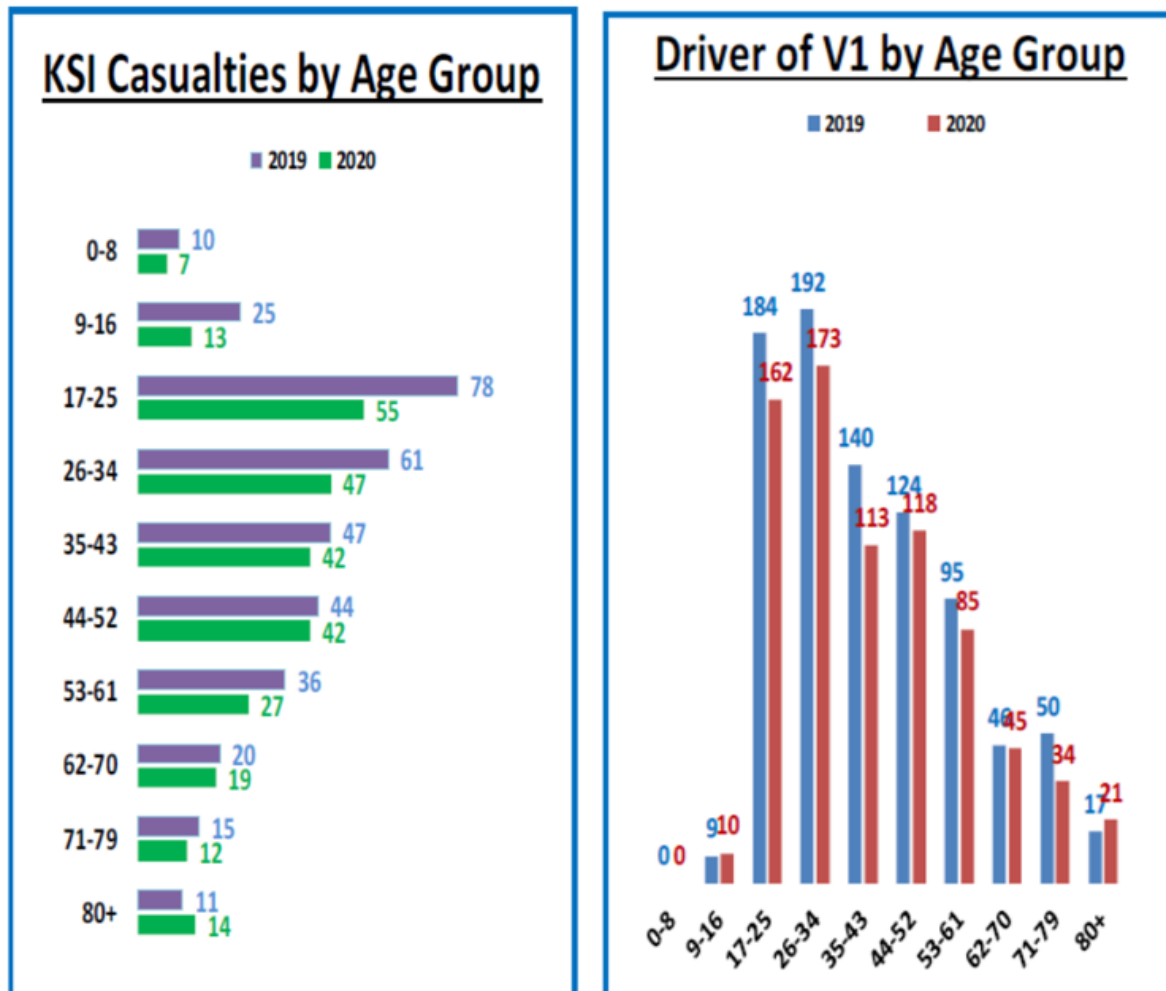


Figure 21 - KSI Casualties by Age Group and Driver of V1 by Age Group

Focusing on the RTCs that we attend, the majority of these occur in urban areas and along major trunk roads such as M1 and A45. However, we do attend many RTC's which are outside the urban areas, along rural roads which are not located to our fire stations. As a result, this does extend our travel times to these incidents. This is also prevalent on major trunk routes when there is high volumes of traffic that can also affect our attendance times.

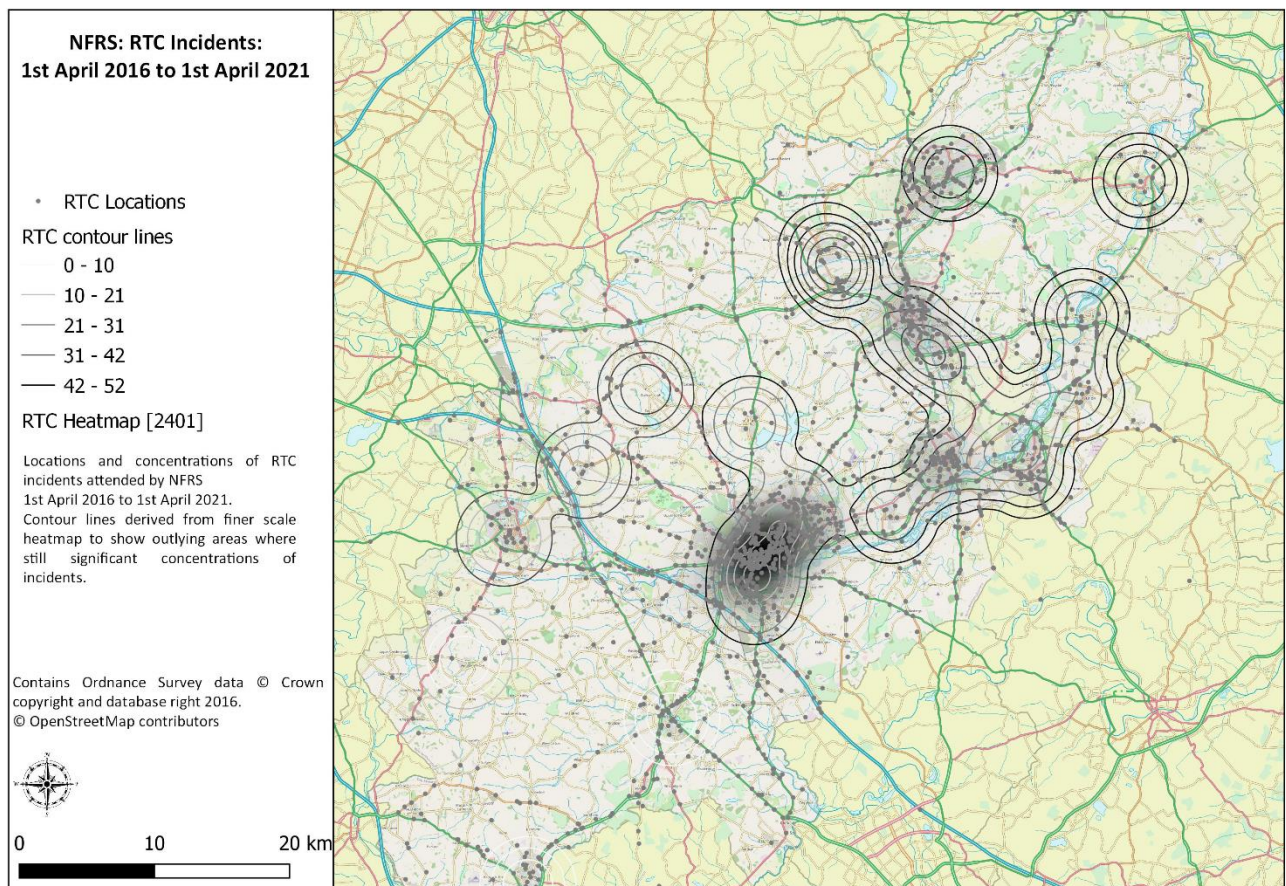


Figure 22 - NFRS: RTC Incidents 2016 – 2021

It is evident from our data, that our lowest demand is during the very early hours of the morning, peaking around 7:00 - 8:00 and between 14:00 and 18:00, when road users are typically commuting to/from work:

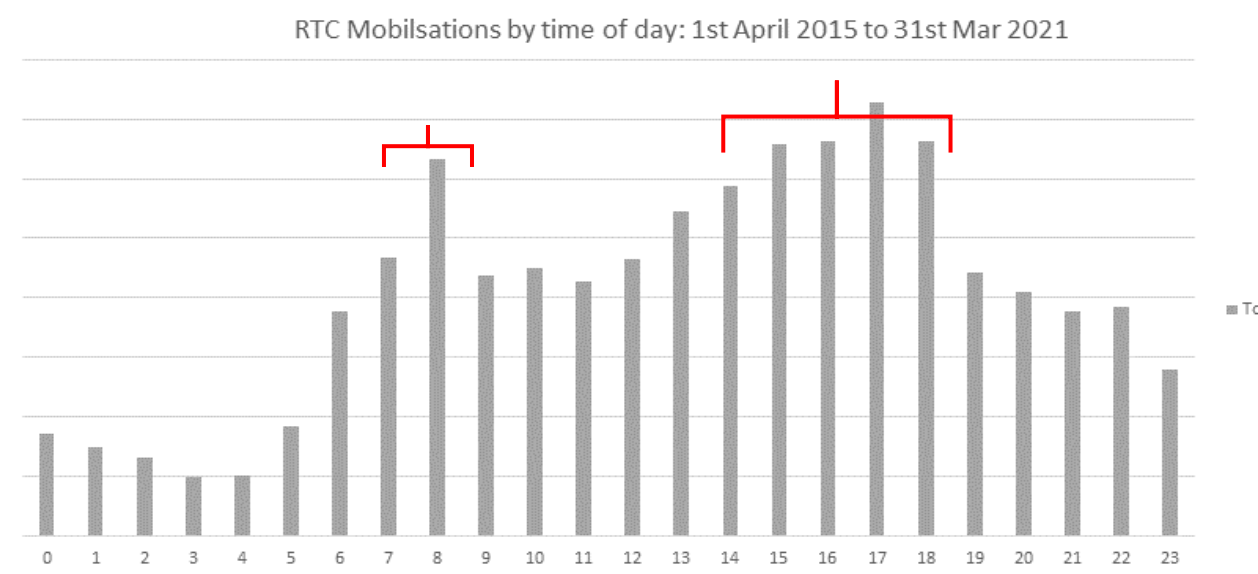


Figure 23 - Pump mobilisations RTC by time of day 2015-2021

Understanding the impact of the COVID-19 pandemic - The restrictions and behavioural changes as a result of COVID, and in particular during each lockdown period, has had an impact on our RTC incident numbers for the period 2020/21.

We attended 32% fewer incidents, compared to the average over the previous five years (354 vs 5 year average of 520.2)

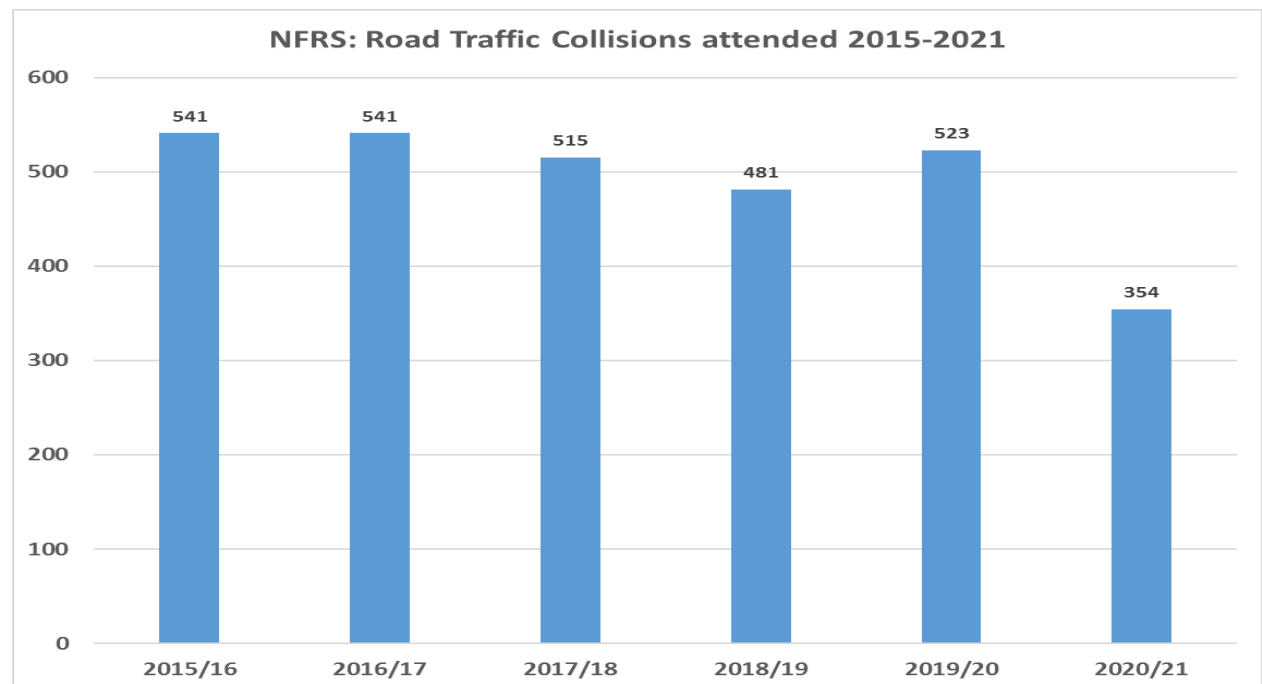


Figure24 - NFRS: RTC attended 2015-2021

The impact of the Covid-19 pandemic resulted in less traffic volumes which resulted in less RTC's and less incidents where people needed fire service intervention. The graph below shows that there was a decline in release of persons/or extrication of persons caused by RTC's.

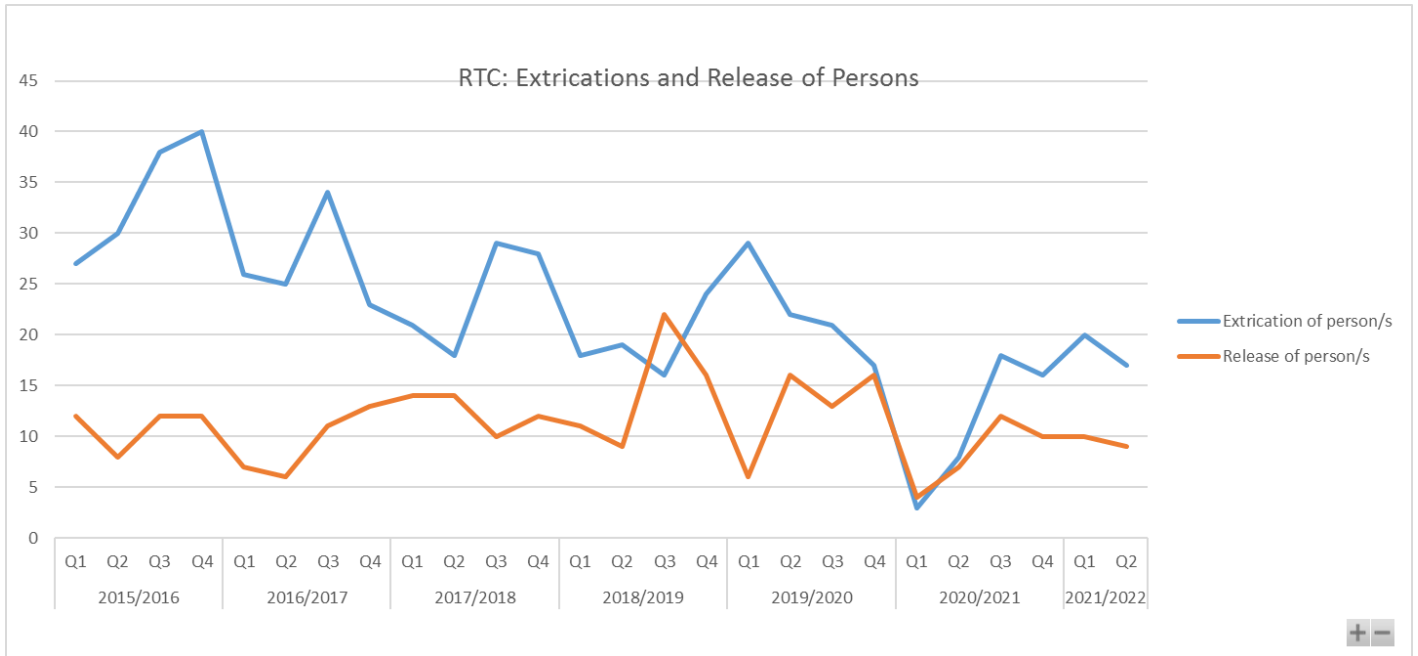


Figure 25 - Extrication and Release of persons from RTC's 2015 – 2021

We had attended fewer incidents during what was previously considered to be our peak hours (8:00 and between 14:00 – 17:00).

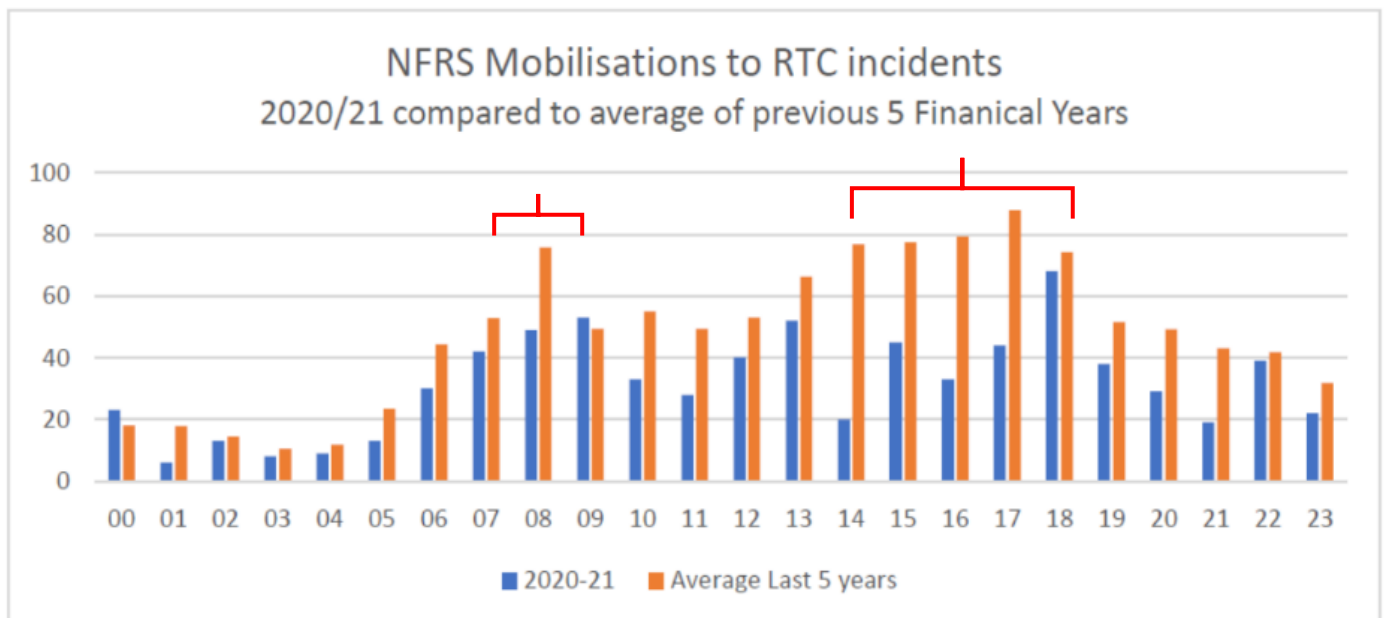


Figure 26 - NFRS mobilisations to RTC incidents 2020-21 compared to 5 year average

This reduction in our attendance at incidents, is replicated in the wider data from the Highways Agency with a 50% reduction in fatalities, and 16% reduction in serious injuries, in 2020 compared to 2019. **This data includes all RTC's in the County, and not just those incidents attended by NFRS.**



Figure 27 - Casualties 2020 % change compared to 2019

The Department for Transport considered the impact of lockdown on reported road casualties in their report [Dept. For Transport - Impact of Lockdown Report published 30 Sept 2021](#) and concluded that road casualties decreased in line with road traffic and national lockdowns.

It is too soon to know whether there will be a long-term change in relation to driving habits (eg. fewer drivers due to continued home working).

Summary of RTC risk

Situation: Due to the risk to life, RTCs continue to present as a higher risk. We do not attend all RTCs in the county and so consideration of this risk is within the context of our statutory role and work alongside partners. Of the incidents we attend, these are predominantly on urban roads within towns and major roads such as the M1. The peak time is 07:00 - 08:00 and between 14:00 and 18:00, when road users are typically commuting to/from work. National data provides an insight into a range of contributory factors, which may combine to lead to an RTC. However, this data is not currently filtered to provide any specific insight into the contributory factors for those incidents we attend.

The restrictions and behavioural changes as a result of COVID-19 has impacted on our demand over the last 12-18 months but it is too early to know whether this will be a longer term trend.

Direction: Strategic Priority: Keeping our communities safe and well. **PFCC Priority:** Effective and efficient response. *“Invest in a community road safety fund to support communities in addressing local road safety concerns”* **PFCC, Police, Fire and Crime Plan 2021 - 2026**

Action: We mitigate the current risk through our response capability and as part of a multi-agency approach of partners within the Northamptonshire Safer Roads Alliance (NSRA). In addition to our response to more significant incidents, including where rescue is required, our primary role in this alliance is in prevention activities. Read more detail about how we currently use all our resources in our CRMP.

Performing Rescues and other emergencies

The table below shows all of our other rescue and emergencies (Non-Fire) incidents since 2016. We have considered RTCs in the previous section, the other areas of interest, and where we are seeing year on year rises, are for Flooding and Rescue or Evacuation from Water.

Incident Breakdown	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
Total per year	2202	1940	1870	1768	1566
Advice Only	44	29	24	24	27
Animal assistance incidents	52	60	85	67	68
Assist other agencies	113	151	175	222	178
Effecting entry/exit	137	95	100	130	97
Evacuation (no fire)	4	11	6	10	2
Flooding	106	133	204	147	250
Hazardous Materials incident	26	53	56	50	52
Lift Release	81	55	75	56	39
Making Safe (not RTC)	54	22	31	56	36
Medical Incident - Co-responder	823	568	358	209	164
Medical Incident - First responder	16	19	18	12	8
No action (not false alarm)	21	22	32	34	44
Other rescue/release of persons	45	64	75	52	60
Other Transport incident	25	23	30	16	18
Removal of objects from people	32	40	30	41	47
Removal of people from objects	4	2	11	23	25
Rescue or evacuation from water	9	9	5	13	26
RTC	526	497	491	535	352
Spills and Leaks (not RTC)	59	66	42	38	43
Stand By	1	2	2	2	2
Suicide/attempts	18	19	20	31	26
Water provision	6	0	0	0	2

Performing Rescues: Hazardous Event – Weather related incidents including water incidents: flooding/drowning and wildfire

Environmental hazards such as coastal and river flooding, surface water flooding and storms are all considered as part of the national risk assessment and appear on the NRR. Surface water flooding continues to present as one of the more likely risks within the risk assessment matrix; rated at between 25 to 125 in 500.

Included within the national Risk Register (NRR) is a summary of the flooding risk, which outlined the UK's Climate Change Risk Assessment last published in 2017, highlighting that more intense rainfall, more extreme weather and wetter winters are projected to increase the threat of damage and disruption as a result of all types of flooding. It also details what is being done about the risk nationally, including efforts to reduce our vulnerability to flooding such as investment in flood defences and more resilient construction, and tools to improve our predictions such as monitoring and forecasting systems and the National Flood Resilience Review.

Statistics [published in May 2021](#) by the National Water Safety Forum (NWSF) showed that drowning deaths increased during 2020, with more dying inland than around the coast. The NWSF maintains a

Water Incident Database (WAID), which shows that there were 254 deaths in UK waters from accidental drownings in 2020, an increase of 34 on the previous year.

Key accidental drowning death WAID insights include:

- Inland open waters, such as rivers, canals, lakes, reservoirs and quarries continue to be the leading locations with 58% of deaths.
- Males continue to over represent with 78% of deaths.
- Almost half of (43%) people had no intention to enter the water, such as those walking, with causes including slips, trips and falls, being cut off by the tide, or swept in by waves.

Launched on 25 July 2021 (World Drowning Prevention Day) is a new presentation of FRS water rescues and national water fatalities data by service area, this has been produced collaboratively with NFCC water safety board and NWSF (WAID). Presented on the data platform; Microsoft Power BI – Business data analytics, you can search and filter to find out more detail about your area.

<https://www.nationalfirechiefs.org.uk/FRS-Water-Incident-Dashboard>

Wild fire (large fires in grassland, woodland, moorland)

A recent study has suggested that there could be an increased likelihood of wildfires in the UK as a result of climate change. However, the extent that this will affect Northamptonshire is not yet known.

Extremely hot and dry conditions that currently put parts of the UK in the most severe danger of wildfires once a century could happen every other year in a few decades' time due to climate change, new research has revealed. Published in March 2021, a study, led by the University of Reading, predicting how the danger of wildfires will increase in future showed that parts of eastern and southern England may be at the very highest danger level on nearly four days per year on average by 2080 with high emissions, compared to once every 50-100 years currently.

<https://www.reading.ac.uk/news-and-events/releases/PR855435.aspx>

Below is the abstract from this study:

[The effect of climate change on indicators of fire danger in the UK](#)

The UK is vulnerable to wildfire, and vulnerability is likely to increase due to climate change. Whilst the risk is small compared with many other countries, recent fires have raised awareness and highlighted the potential for environmental damage and loss of property and key infrastructure.

Most UK wildfires are a result of inadvertent or deliberate human action, but the environmental conditions depend on antecedent and current weather. This paper presents projections of the effects of climate change on UK wildfire danger, using a version of an operational fire danger model, UKCP18 climate projections representing low and high emissions, and several indicators of fire danger. Fire danger will increase across the whole of the UK, but the extent and variability in change varies with indicator.

The absolute danger now and into the future is greatest in the south and east (the average number of danger days increases 3–4 times by the 2080s), but danger increases further north from a lower base. The variation in change across the UK for indicators based on absolute thresholds is determined by how often those thresholds are exceeded now, whilst the (lesser) variability in percentile-based indicators reflects variability in the projected change in climate. Half of the increase in danger is due to increased temperature, and most of the rest is due to projected reductions in relative humidity.

Uncertainty in the magnitude of the change is due to uncertainty in changes in temperature, relative humidity, and rainfall, and there is a large difference between two of the UKCP18 climate model ensembles. Reducing emissions to levels consistent with achieving international climate policy targets significantly reduces, but does not eliminate, the increase in fire danger.

The results imply that greater attention needs to be given to wildfire danger in both emergency and spatial planning, and in the development of guidelines for activities that may trigger fires. They suggest the need for the development of a fire danger system more tailored to UK conditions, and the combination of fire danger modelling with projections of sources of ignition to better estimate the change in wildfire risk.

<https://iopscience.iop.org/article/10.1088/1748-9326/abd9f2>

What we know from: intelligence/data insights.

We continue to be affected by weather related events, which has seen a year on year increase in our attendance to flooding and water rescue incidents. In Northamptonshire, these events occur in the towns and along the river Nene. The map below shows where the location of flooding and water rescues/evacuation incidents occur. We are experiencing more flooding related incidents within urban areas and these generally occur in periods of severe weather, for short periods but with high impact on our resources and capabilities.

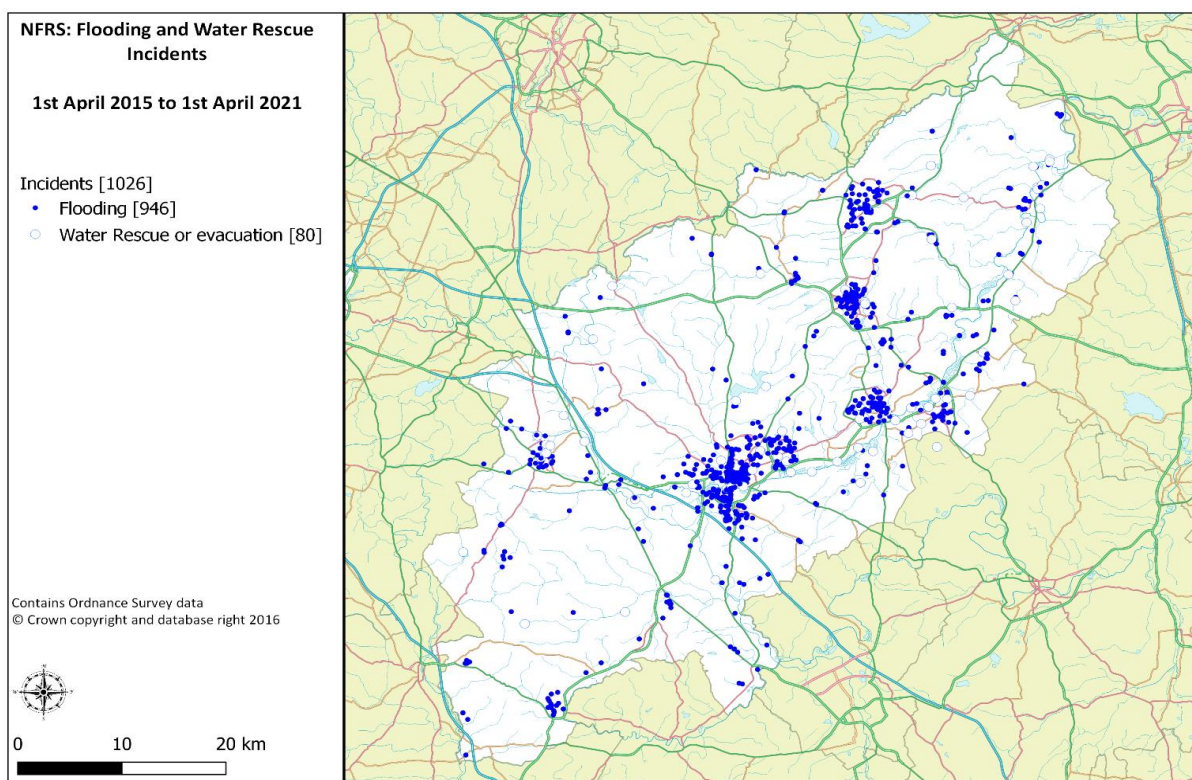


Figure 28 - Flooding Incident MAP 2016 – 2021

As previously above, such events are predicted to continue. For NFRS, flooding has increased significantly with a 70% increase in 2020/21 compared to the previous year.

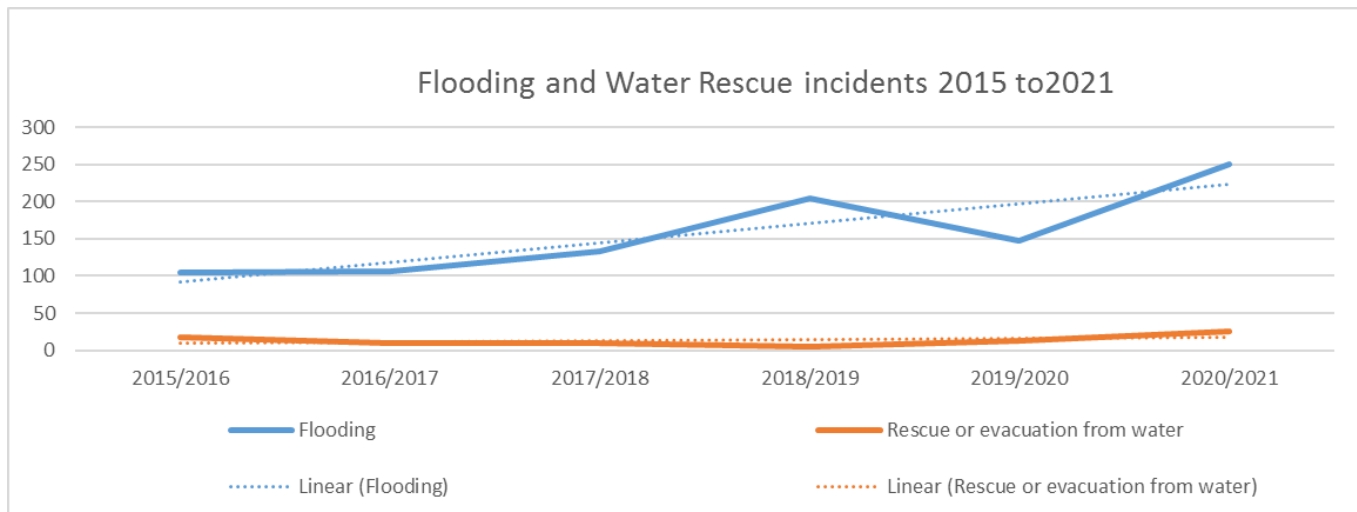


Figure 29 - Flooding and Water Rescue Incidents 2015 – 2021

- Flooding incidents (including domestic, spate and commercial) has increased since 2016.
- Rescue or Evacuation from water has increased significantly since 2016, with 62 persons rescued or evacuated from water in 2020/21.

The current way in which we capture data makes it difficult to analyse further.

Summary of weather related incidents

Situation: Increasingly we are seeing the impact of climate change, often felt during meteorological events such as heavy rain and storms. This is predicted to increase with more intense rainfall, more extreme weather and wetter winters projected with surface water flooding continuing to present as one of the more likely risks within the National Risk Register risk assessment matrix. Read more about climate change in the environmental section on page 29

For NRFS, this presents an increasing risk in relation to flooding, and therefore an increasing risk of rescue from water. This is evidenced in our own data as we are seeing an increase in rescues and flooding incidents.

Insights from the NWSF tells us that inland open waters continue to be the leading location of deaths in water and that males are over represented in these figures.

A recent study has suggested that there could be an increased likelihood of wildfires in the UK as a result of climate change. However, the extent that this will affect Northamptonshire is not yet known.

Direction: Strategic Priority: Keeping our communities safe and well. *“Diversify prevention activity into a wider range of topics” “Ensure we fully understand the risk profile of the county, which will enable us to better shape the organisation and the way in which we respond” “Work in collaboration to use our specialist skills and equipment to enhance wider community safety”* **PFCC, Police, Fire and Crime Plan 2021 - 2026**

Action: Identified new CRMP project – adapt to climate and environment change. We propose to conduct a review of our resources in relation to incidents affected by climate change.

We mitigate the current risk as part of a multi-agency approach of partners through prevention activity (Water Safety Forum), planning and flood management considered through the Local resilience Forum. Part of our role is in providing appropriate response resources to rescue – Read more detail about how we currently use our resources in our CRMP.

Hazardous Materials (Other Emergencies): Hazardous event – Malicious Attack

Malicious attacks such as cyber-attacks and Chemical, Biological, Radiological, Nuclear Explosives (CBRNe) attacks are all considered as part of the national risk assessment and appear on the NRR. The individual risks are presented by the scale of the attack for CBRNe (smaller – medium – larger) or categorised by what is impacted by the attack (i.e transport or infrastructure).

The likelihood of malicious risks (for example, terrorist attacks or cyber attacks) is assessed slightly differently to other risks within the NRR. The intent of malicious actors to carry out an attack is balanced against an assessment of their capability to conduct an attack and the vulnerability of their potential targets to an attack. These three parameters, informed by data and expert insight, are collated together to form one likelihood score (expressed as a percentage) which is comparable with the likelihood of the non-malicious risks and can be plotted on the same matrix. Attacks on publically accessible locations is considered as the most likely risk within the risk assessment matrix; rated at greater than 125 in 500

Included with the NRR is summary of the risk of malicious attacks. It outlines that the threat to the UK and nature of terrorism is changing. It is becoming more diverse, more complex and increasingly dispersed and volatile – both domestically and overseas. The UK is still confronted by enduring threats from Islamist terrorism and Northern Ireland dissidents, as well as emerging right-wing, left-wing, anarchist and single-issue terrorist threats. The NRR risk summary states that there has been an increase in the frequency of terrorist attacks in the UK since 2017. Nearly all of these have occurred in publically accessible locations that people visit, congregate in, or transit through.

Since 9 February 2022, the Joint Terrorism Analysis Centre set the UK national terrorism threat level as ‘substantial’, previously this had been as ‘substantial’s since 4 February 2021. This means an attack is likely. See <https://www.mi5.gov.uk/threat-levels> for the current national threat level.

Malicious threats to the UK do not just stem from terrorism. They also take the form of Hostile State Activity (HSA). The UK faces a growing and evolving threat from HSA, further enabled by rapid developments in technology that have provided new ways for adversaries to undermine, threaten, or steal information alongside an increased risk appetite from some to target UK interest and that of our allies.

Summary of malicious attack risk

Situation: The NRR considers several variations of a potential malicious attack in relation to conflict and instability, such as a marauding terrorist or CBRNe attack. The most likely of these is considered to be an attack on a publically accessible location. Impact is considered in terms of the economy, fatalities, public perception, evacuation, and shelter requirements. Nationally there is an expectation that Fire and Rescue Services will play a greater role in relation to matters of national security – read more about this in the [political section of this report](#).

Given the nature of this risk, it is not appropriate to publish the detail of our intelligence and/or data

Direction: Strategic Priority: Keeping our communities safe and well. Making the best use of our resources *“Work in collaboration to use our specialist skills and equipment to enhance wider community safety”* **PFCC, Police, Fire and Crime Plan 2021 - 2026**

Action: We mitigate the current risk as part of a multi-agency approach of partners through the Local Resilience Forum to ensure we are prepared. Part of our role is in providing appropriate response resources to rescue.

Strategies

Below are the links to our strategies:

- [Capital \(298 KB\)](#)
- [Community Protection \(2 MB\)](#)
- [Culture and People \(2 MB\)](#)
- [Equality, Diversity and Inclusion \(443 KB\)](#)
- [Equipment \(384 KB\)](#)
- [Fleet \(377 KB\)](#)
- [Information and Communication Technology \(428 KB\)](#)
- [Income generation \(390 KB\)](#)
- [Prevention \(4 MB\)](#)
- [Reserves \(372 KB\)](#)
- [Response \(3 MB\)](#)
- [Treasury Management \(456 KB\)](#)
- [Volunteer \(485 KB\)](#)

Glossary

AFA	Automatic False Alarms
ATF	Arson Task Force
CBRN Tac Ad	Chemical Biological Radiation Nuclear Tactical Advisor
CFO	Chief Fire Officer
CRMP	Community Risk Management Plan
DEFRA	Department for Environment, Food & Rural Affairs
FG	Family Group
FG2	Family Group 2 – This group includes NFRS in addition to the following FRS: Bedfordshire, Buckinghamshire, Cambridgeshire, Dorset & Wiltshire, Durham & Darlington, East Sussex, Norfolk, Oxfordshire, Royal Berkshire, Suffolk, West Sussex.
FRA	Fire and Rescue Associations
HFSV	Home Fire Safety Visit
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services.
HMO	House of Multiple Occupation
HRRB	High Rise Residential buildings
HS2	HS2 is a new high speed railway linking up London, the Midlands, the North and Scotland
HSA	Hostile State Activity
IRMP	Integrated Risk Management Plan
JESIP	Joint Emergency Services Interoperability Principles
LRF	Local Resilience Forum
NESC	Northamptonshire Emergency Service Cadets
NESV	Northamptonshire Emergency Service Volunteers
NFCC	National Fire Chiefs Council
NFRS	Northamptonshire Fire & Rescue Service
NILO	National Inter-Agency Liaison Officer's
NOG	National Operational Guidance
ONS	Office for National Statistics
OPFCC	Office of Police, Fire & Crime Commissioner
PDA	Pre-Determined Attendance
PFCC	Police, Fire & Crime Commissioner
RBIP	Risk Based Inspection Program
RTC	Road Traffic Collision's
SSRI	Site Specific Risk Information
TRM	Targeted Risk Management
What3words	The system encodes geographic coordinates into three permanently fixed dictionary word

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