Strategic Assessment of Risk 2025

NORTHAMPTONSHIRE
FIRE & RESCUE SERVICE

Contents

INTRODUCTION

The Fire and Rescue Services Act 2004 sets out the responsibilities of Fire and Rescue Authorities (FRAs). These include:

- Extinguishing fires in their area
- Protecting life and property in the event of fires in their area
- Rescuing and protecting people in the event of a road traffic collision, and
- Rescuing and protecting people in the event of other emergencies.

Services also need to collect information to assess risk in their areas as well as protect the health and safety of their employees. This information is then used to inform decisions about Assets (locations and crew make up of stations, types of vehicles needed), Workforce (skills, training, numbers), Prevention activity (key groups to focus on), Protection activity (for commercial premises and compliance with Fire regulations) as well as multi-agency joint activity.

Northamptonshire Fire and Rescue Service (NFRS) discharge this responsibility within this Strategic Assessment of Risk (SAR) document. Within it, we set out our understanding of risks from four areas:

- Our local communities including businesses
- Our own assets and their capability and capacity
- Wider factors that could influence our response or future planning
- Our demands and performance against hazards we deal with

Northamptonshire is situated at the south side of East Midlands in the heart of England. The area covers 914 square miles; the county is characterised by low, undulating hills, particularly to the west and despite its landlocked position, 60% of land is on or at risk of flooding. It is bordered by seven counties: Leicestershire, Rutland, Lincolnshire, Cambridgeshire, Bedfordshire, Buckinghamshire, Oxfordshire and Warwickshire.

Its central location in the country makes it an ideal place for commuters to London and Birmingham, attracting city workers by offering a lower cost of living. This is driving up the demand for housing, energy, schools, medical care, and leisure facilities.

792,400 people live in the county, with Northampton the largest urban town. Between 2011 and 2021 our county grew +13.5%, one of the fastest increases nationally and this has further increased in the last three years.

Northamptonshire is a centrally located county with excellent transport infrastructure connecting North to South and East to West. This makes it highly attractive to the logistics trade hence a rapid growth of warehousing and transport companies over the last 10 years. West Northamptonshire has the most warehouses in the UK according to ONS. The growth of Daventry International Rail Freight Terminal (DIRFT) in the North of the county has also rapidly increased rail transport links. Renewable energy sources including solar panel sites are attracted by the counties flat landscape and growing demand for energy.

Northamptonshire lacks cities in name, but Northampton is recognised as the largest town without city status. Within the town is the County's University, attracting students from nearby towns and further afield. Investment in a new town centre site has seen more

students residing in houses of multiple occupation alongside halls of residence in the vicinity.

Whilst there are no major airports, smaller airfields can be found around the county taking advantage of the rural landscape. It is also home to Silverstone Race circuit which hosts international events including the F1 Grand Prix and Moto GP, attracting significant numbers of people over weekends in the summer months.

There are seven registered Control of Major Accident Hazards (COMAH) sites in Northamptonshire – these are sites or establishments storing, or otherwise handling, large quantities of chemicals or substances of a hazardous nature, including production facilities, warehouses, and some distributors. Each location has a specific plan in place to manage the risks they have on site.
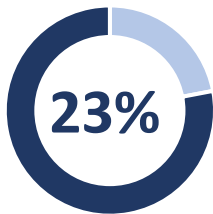
Two hospitals service the residents of Northamptonshire in Kettering and Northampton, with smaller facilities in other towns. There are also two prison sites in the county – one in Wellingborough and the other in the very North-West of the county bordering Warwickshire. An expansion has recently been agreed for the latter, which will more than double places at the site.

Whilst the county population is growing overall, some parts of the county are increasing faster than others. All districts within the county recorded increases between 2011 and 2021 showing the pace of growth is not restricted to 'urban' areas given the edge-of-town developments rapidly appearing across the county.

Whilst the county is often viewed as an affluent one, deprivation does exist. We have 24 local areas out of 422 within the top 10% most deprived areas in the country. These include twelve in Northampton, four in Corby, four in Kettering, three in Wellingborough and one in Daventry. 5.7% of our communities are living in the most deprived areas compared with 11.1% who are living in the least deprived areas.

Understanding our county through its people, infrastructure and businesses ensures NFRS is equipped to deal with the challenges and demands they pose.

ABOUT NORTHAMPTONSHIRE – THE FIGURES

914 miles²

33,960 registered businesses

316,900 residential properties

548 miles² of land in flood plains

74% Urban areas

1,300km Waterways & rivers

792,400 residents

23%
of the population is Non-White British
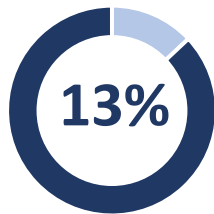
13%
of the population is over 70
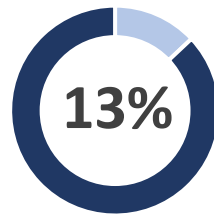
13%
of the population is has English as a 2nd language
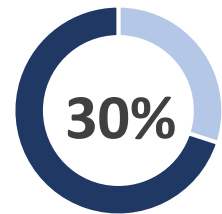
30%
of the population live in rural areas

7
COMAH sites

7
Solar Farms

3030
Transport & Storage businesses

11
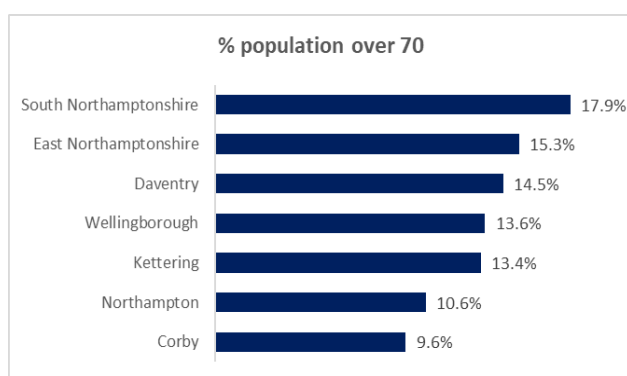High Rise Residential Buildings (7+ stories)

KEY DEMOGRAPHIC RISK FACTORS

Some demographic risk factors increase the risk of incidents that all blue light services, including NFRS, respond to. These factors include age, deprivation, location and health.

Using a range of data sources, we know that the population of Northamptonshire is not equally distributed regarding these factors. This helps NFRS to inform its prevention activity for the most vulnerable in society.

Age

Northamptonshire has an ageing population, with rural areas ageing more quickly.

% population over 70

South Northamptonshire	17.9%
East Northamptonshire	15.3%
Daventry	14.5%
Wellingborough	13.6%
Kettering	13.4%
Northampton	10.6%
Corby	9.6%

12.8% of our population is currently over 70 and 4.3% are over 80. This is below the national averages of 13.6% and 5.0%.

In the 2011 census the same figures were 10.5% and 4.1% respectively.

Rural parts of our county have much higher concentrations of residents over 70 years old than urban areas.

Between the 2011 and 2021 census, South Northants has seen the fastest rate of increase in the over 70s group (+6.6% points), with other rural districts also increasing faster than our urban areas.

The County's population is increasing at a faster rate than most other counties, and also ageing at a faster rate than the England & Wales average. All districts in the county, except Northampton and Corby, exceed the national rate of increase for the over 70s group.

Over 70 population	2011	2021	Change
Northamptonshire	**10.5%**	**12.8%**	**2.3%**
Corby	9.1%	9.6%	0.5%
Daventry	11.1%	14.5%	3.4%
East Northamptonshire	11.5%	15.3%	3.8%
Kettering	11.0%	13.4%	2.4%
Northampton	9.4%	10.6%	1.2%
South Northamptonshire	11.3%	17.9%	6.6%
Wellingborough	11.3%	13.6%	2.3%
England and Wales	11.7%	13.6%	1.9%

Forecasts by the Office for National Statistics (ONS) confirm that by 2047 those aged 85 and over will have doubled from current levels across the UK including Northamptonshire.

An ageing population is not a risk in itself, but as age is often associated with additional health needs, physical and mental support and frailty, these are people who might struggle in an emergency situation. Identifying where the most vulnerable people are in our communities is a vital step in reducing their risk. We can help reduce risk through effective fire prevention activity, and protection support with housing associations where required.
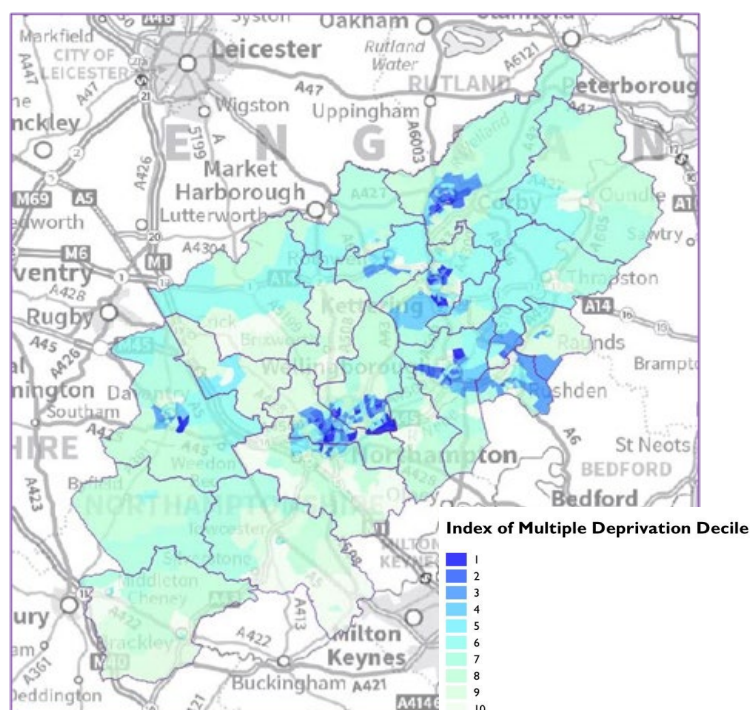
Deprivation

5.7% of our communities are living in the most deprived areas, and deprivation is increasing in smaller towns.

The Index of Multiple Deprivation (IMD) 2019 is the official measure of relative deprivation for neighbourhood areas in England. Each neighbourhood area (Lower Super Output Area or LSOA) is ranked based on 7 domains, each of which reflect a different aspect of deprivation experienced by those living in an area.

- Income
- Employment
- Health & Disability
- Education
- Housing
- Crime
- Living Environment

The darker blue areas indicate higher levels of deprivation. The boundary lines in grey reflect the station grounds covered by NFRS resources.

The map highlights that there are highest levels of deprivation in Northampton and Corby, as well as in Daventry, Wellingborough and Kettering. Deprivation is also increasing in our smaller towns including Rushden and Rothwell.

Index of Multiple Deprivation Decile

Deprivation Decile		Proportion of Total
Highest	1	5.7%
	2	9.0%
	3	11.8%
	4	6.6%
	5	7.1%
	6	10.0%
	7	11.1%
	8	15.2%
	9	12.3%
Lowest	10	11.1%

Overall, the county is considered an affluent one, with 2 in 5 people living in the least deprived areas of the county. Northampton and Corby have the highest levels of deprivation across the county. 25% of Northampton and 29% of Corby are within the top 20% most deprived parts of the country (deciles 1 and 2).

National research has shown that higher levels of deprivation are linked to vulnerability and ill health which in turn can increase the risk of fires (smoking, cooking difficulties), road traffic incidents (vehicle maintenance) and other factors that emergency services must deal with e.g. health conditions and the impact of the cost-of-living crisis. They could also indicate where more support is needed to support young families and young people generally.

Land Classification

Northamptonshire is classified as a "Significantly Rural Service" compared with other Fire and Rescue services (FRS) in England. 26% of the county areas are considered 'rural'

Urban: Nearer to a major town or city	52.6%
Urban: Further from a major town or city	21.7%
Larger rural: Nearer to a major town or city	14.4%
Smaller rural: Nearer to a major town or city	6.1%
Larger rural: Further from a major town or city	3.2%
Smaller rural: Further from a major town or city	2.0%

The county has four major towns (Northampton, Kettering, Wellingborough and Corby) with several smaller but rapidly expanding towns attracting residents and industry (Daventry, Rushden, Desborough, Rothwell, Brackley, Towcester, Burton Latimer and Earls Barton).

The county has over 1300 farms recorded providing arable and pastural agriculture. Risks from farms could include those from chemicals, trapped animals or open land fires. Given farm's typical rural locations, response times to farms can sometimes be longer than emergencies in urban areas.
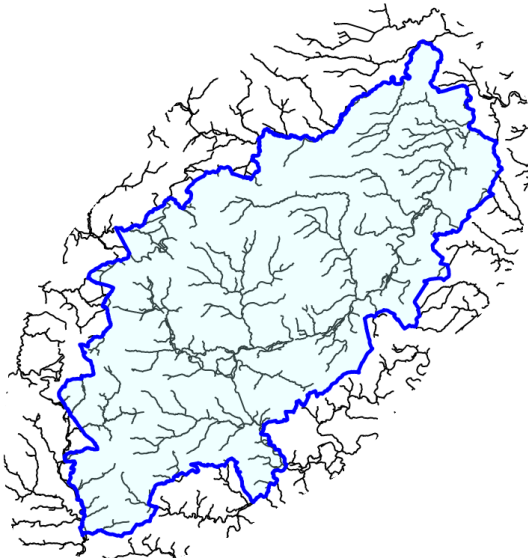
Flooding

Northamptonshire has over 1300km of waterways including rivers, canals and tributaries.

Northamptonshire has 32 Flood Areas identified as being at Risk, 8 of which have their own plans including Billing Aquadrome which is regularly flooded when water levels rise in the River Nene.

Northamptonshire has 40 official Reservoirs, 27 which pose a risk to life if they fail:

- 10 are graded as **A Risk** in the result of a reservoir failure (meaning at least 10 lives at risk and extensive property damage)
- 17 are graded as **B Risk** in the result of a reservoir failure (Fewer than 10 lives at risk or extensive property damage).

OUR STRUCTURE AND OPERATING CONTEXT

28 Fire Engines

6 Wholetime stations

2 Variable crewed stations

14 On-Call stations

267 Wholetime Firefighters

179 On-call Firefighters

Map legend:
- Wholetime
- On-call
- Variable
- Fire control

Stations shown: Corby, Oundle, Desborough, Rothwell, Kettering, Thrapston, Burton Latimer, Guilsborough, Brixworth, Irthlingborough, Raunds, Long Buckby, Wellingborough, Moulton, Rushden, Daventry, Mounts, Earls Barton, Mereway, Woodford Halse, Towcester, Brackley

In addition to the 446 firefighters working in the county, we also have 57 dedicated fire staff members supporting multiple internal departments, including Prevention, Protection and Business Services, as well as 18 specialist Fire Control operators taking emergency calls. NFRS are supported by a joint Enabling Services function with Northamptonshire Police that provides IT, Fleet, HR, Financial, Procurement and Data support.

To ensure we can respond effectively to a range of hazards and incidents, the 28 fire appliances based in the 22 stations are assisted by specialist appliances, which include 2 aerial high reach appliances, 2 specialist vehicles supporting water or animal rescues, and 8 further specialist vehicles such as - Technical Rescue vehicle, water carrier, Tactical intervention vehicles foam Pod, High Volume Pump, Mass Decontamination Unit and 44 response cars/4x4 capability.

Collectively our response fleet attends over 5500 incidents a year.

Wholetime stations are crewed 24/7. Variable crewed stations operate 0730hrs - 1800hrs with on-call supporting 24/7. On-call stations are crewed by firefighters that live or work within 8 minutes of the station, responding from an alerter in the event of an emergency.

They are paid for the time they are 'on call', with an additional payment for each emergency attended.

Our Prevention Team

Prevention activity is a statutory responsibility for all Fire and Rescue Services and NFRS discharge this responsibility through our crews on stations and our dedicated Prevention Team. Focussing on preventing fire and other risks is preferred to responding.

Prevention experts are there to offer advice and support on a range of subjects that affect local communities. This includes fire prevention (home safety visits), road traffic collisions (in collaboration with Northamptonshire Road Safety Alliance), water safety, and delivering interventions to those at risk of fire setting. The Protection Team also lead our Emergency Services Cadet programme to encourage young people interested in pursuing a future career in the emergency services.

We have revised our approach to Home Fire Safety Visits (HFSVs) in the last 3 years with encouraging results. Despite the rapid growth of houses in the county, the number of accidental dwelling fires (which are the primary focus for HFSVs) have stabilised, in part due to an increase in the number of HFSVs completed.

During 2024, activity conducted by the Prevention Team included:

5455
Home Fire Safety Visits (HFSVs)

77.5%
HFSVs with high or very high risk households

Our Protection Team

Fire and Rescue Services are also responsible for ensuring businesses, public buildings and residential buildings (other than homes), are compliant with all relevant fire legislation. NFRS does this through its Risk Based Inspection Programme, conducting a range of audits, inspections and targeted activity.

Where required, it will issue advice to owners setting out required changes to reduce the risks identified. NFRS will follow up on these advisory notices and if insufficient progress has been made, can enforce changes or prosecute.

During 2024, activity conducted by the Protection Team included:

1380
Protective Risk Inspections

463
Targeted Risk Management Activity

What is Community Risk Management Planning?

The Fire & 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.

Community Risk Management Planning (CRMP) has evolved in recent years as there has been a drive for standardisation across the sector and following the development of comprehensive guidance from the National Fire Chief's Council (NFCC).
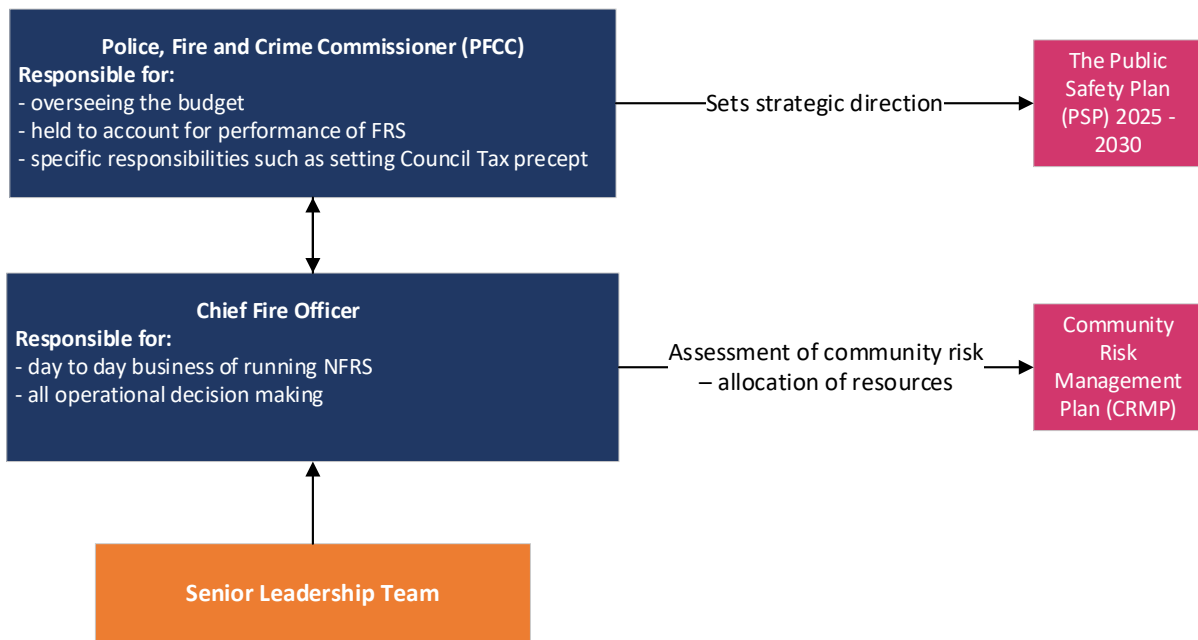
Like many FRSs, the CRMP for NFRS was previously a standalone plan which presented a snapshot of risk and resourcing for the medium to long term. This is now becoming more of a strategic level process of continual assessment and decision making around community risk. It incorporates several documents and processes that we will share with our partners and other agencies alongside their own planning cycles, as we all work collaboratively to support the wider public safety system in Northamptonshire.

The diagram below illustrates the component parts of the CRMP as part of the Annual planning and review cycle, with the full detail of the Risk Based Inspection Programme (RBIP) as a separate document. We will review our SAR each year with improved data and intelligence to develop Annual Delivery Plans.

What influences our direction – Our Governance

Within Northamptonshire, the Police, Fire and Crime Commissioner (PFCC) is the Fire Authority. Their role as the voice of the people and publicly elected official is to ensure community needs are met as effectively as possible, summarised within the diagram below.

Police, Fire and Crime Commissioner (PFCC)
Responsible for:
- overseeing the budget
- held to account for performance of FRS
- specific responsibilities such as setting Council Tax precept

——Sets strategic direction——▶ **The Public Safety Plan (PSP) 2025 - 2030**

Chief Fire Officer
Responsible for:
- day to day business of running NFRS
- all operational decision making

Assessment of community risk – allocation of resources ——▶ **Community Risk Management Plan (CRMP)**

Senior Leadership Team

Following extensive public consultation during 2024, the Commissioner published her Public Safety Plan for the period 2025 – 2030. Setting one goal - to make Northamptonshire Safe and Sound for those areas within her responsibility, including policing, fire and rescue, community safety and criminal justice. The plan outlines three missions to achieve this goal, summarised below as part of its "plan on a page".

Plan on a Page

One goal — Make Northamptonshire Safe and Sound

Three missions

Visible, Accessible Community services

- Rebuild trust and confidence
- Increase accessibility
- Bring fire and police staff out into the community
- Put prevention first

Professionalism and standards

- Set the tone from the top
- Workforce understands and reflects the communities they serve
- Values at the heart of everything
- High-quality service and support

Strong Partnerships

- Tackle problems with a multi-agency approach
- Reduce reoffending
- Invest in partnerships to reduce harm
- Work collaboratively to support the vulnerable

Four tests

Safer communities
Confident, engaged and protected

Safer victims
The heart of a stronger public safety system

Sound leadership
High standards and quality services

Sound money management
Innovation, efficiency and social value

OUR OPERATING CONTEXT

The environment in which we all live, work and travel, is increasingly ambiguous; it is becoming more challenging to predict how change might happen or where it will impact. This section presents key information about our county and organisation that informs our understanding of this working environment - the operating context.

In addition to this, other influencers include:

- Legislative requirements
- Sector guidance and policy, such as National Fire Standards and National Operational Guidance (NOG), National Inquiries, alongside insights or key publications from across key organisations such as the National Fire Chiefs Council and HMICFRS.
- Societal change, new and emerging risks, political landscape – these are considered as part of a PESTLE analysis from page 28
- Collaborative and partnership arrangements

Below is a summary of the legislative and framework requirements which govern all English Fire and Rescue Services

- [Fire & Rescue Services Act 2004](#)
- [Civil Contingencies Act 2004](#)
- [The Regulatory Reform (Fire Safety) Order 2005](#)
- [The Fire and Rescue Services (Emergencies) (England) Order 2007](#)
- [Localism Act 2011](#)
- [Fire and Rescue National Framework for England](#)
- [Policing and Crime Act 2017](#)
- [Chapter 4 – Local Responder Risk Assessment Duty 2012](#)
- [Equality Act 2010](#)
- [Local Government Act 2000](#)
- [The Management of Health and Safety at Work Regulations 1999](#)
- [Human Rights Act 1998](#)
- [The Children Act 2004](#)
- [Health and Safety at Work Act 1974](#)
- [Data Protection Act 2018](#)/[General Data Protection Regulations 2018](#)
- [The Fire Safety Act 2021](#)
- [Building Safety Bill](#)
- [Serious Violence Duty](#) – **NEW!**
- [Procurement Act 2023](#) - **NEW!**

Serious Violence Duty

This new statutory duty for fire came into force in January 2023; it places a duty upon a range of specified authorities including Fire and Rescue Authorities, with the aim of ensuring a multi-agency approach to understand causes and consequences of serious violence. It focuses on prevention and early interventions, informed by evidence and data. During 2023, a Joint Strategic Needs Assessment (JSNA) was completed, with NFRS contributing data in relation to arson and deliberate fires. In the recent iteration of the JSNA, we fed in this data again and further included fire setter intervention data.

As with the Integrated Care System (ICS), this partnership provides benefit to the communities by combining data and intelligence and is a more joined up approach to tackling issues. For example – using the insight of higher numbers of exclusions from school with ASB/arson activity in a nearby area has led to targeted prevention from NFRS into specific local schools.

Procurement Act 2023

This Act, which came into force earlier this year (2025), aims to make it easier to bid and work in partnership with the public sector. It will simplify and improve public procurement in the UK, enhancing the efficiency, fairness and transparency around these processes.

FIRE SECTOR – GUIDANCE AND POLICY AND INFLUENCE

National Fire standards

Organisational [Standards](#) for fire and rescue services in England were first introduced in 2021. Building upon and driving professionalism within the sector by helping to identify what good looks like, for the benefit of both fire and rescue staff and the communities they serve.

To date, 19 standards have been developed and published including those relating to Code of Ethics, communication and engagement from leadership teams, community risk management planning, data management, emergency preparedness and resilience, fire control capability, internal governance and assurance and fire investigation.

NFRS continues to work towards meeting each of these and has established a regular review mechanism to maintain its momentum for improvement and standardised practice.

Joint Emergency Services Interopability Principles (JESIP) and Joint Operational Learning (JOL)

The overarching aim of [JESIP](#) is of 'working together, saving lives, reducing harm'. JESIP models and principles have become the standard for interopability between emergency responders in the UK and are embedded in our operations, informing what is best practice for our incident command. The JOL platform provides the mechanism for learning to be shared across multi-agency partners.

National Operational Guidance (NOG), National Operational Learning (NOL)

[NOG](#) is the nationally recognised methodology of translating operational risk information into safe systems of work and good practice guidance. It is for each FRS to consider this guidance as part of determining its operational policies, procedures and training. More recently [NOL](#) has been introduced as part of the national process for developing and updated guidance, providing a formal structure for the inclusion of learning from both within the fire sector and across partners within JESIP.

During 2024, we introduced new Organisational Learning software which will allow us to more easily combine our learning with national learning and guidance. We are aligned to the latest lessons management best practice guide from UK Resilience Academy.

His Majesty's Inspectorate of Constabulary and Fire & Rescue Service (HMICFRS)

HMICFRS, as the inspectorate for the sector focus on the operational service the FRS provides to the public. They carry out a rounded assessment of every FRS and cover its effectiveness and efficiency and how it looks after its people. It also assesses:

- the operational service provided to the public (including prevention, protection and response)
- the efficiency of the service (how well it provides value for money, allocates resources to match risk and collaborates with other emergency services)
- how well the service looks after its people (how well it promotes its values and culture, trains its staff and ensures they have the necessary skills, ensures fairness and diversity for the workforce, and develops leadership and service capability)

NFRS Inspection 2024

We were inspected during Spring 2024, with the report from this published on 18 September 2024. The report commends the service for its promising practice in procurement arrangements, its innovative practice in designing IT infrastructure for the future and our effective Joint Operations Team (JOT) preparedness activity for response to high-threat, high-harm incidents such as natural disasters or hazardous materials releases.

The service was rated **Good** at responding to major incidents, protecting the public though fire regulation and making the FRS affordable now and in the future, and **Adequate** in understanding the risk, responding to fires and other emergencies and making the best use of resources. There are areas for further development, particularly in promoting the right values and culture and preventing fires and other emergencies. We are actively working to address an area identified by HMICFSR as a cause for concern - to improve equality, diversity and inclusion. We will be re-visited during Spring 2025 to consider progress against our action plan.

HMICFRS contribution to learning within the sector - State of Fire Report 2023

In addition to its inspection programme, HMICFRS produce an annual report containing their assessment of the effectiveness and efficiency of fire and rescue services in England, based on the inspection reports published during the previous year. This report draws on findings from their inspections to provide an overall view of the state of the fire and rescue sector. The report for 2024 is due to be published imminently. Below is a summary of the last published report for 2023.

The report considers the systemic challenges facing the sector and what it believes is impacting on the progress of improvement. It identifies that there is "still more to do" and references the following as systemic challenges facing FRSs:

1. Sector made good progress at the national level, but government must press ahead with reform
2. Values, culture and management of misconduct need to urgently improve
3. FRS leaders need to take a strategic approach to service improvements
4. HMICFRS needs additional powers to continue to make communities safer

The first two points have been raised previously by HMICFRS but the latter two are new observations.

It is now over five years since HMICFRS made its six national recommendations, three of which are considered as completed (✔)

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

The report states that the three remaining recommendations are a matter for Government and calls on them to prioritise reform.

In the second half of its report, HMICFRS present its interim findings from Round 3 inspections. Below is a summary of the key headlines when considering its inspection reports published during the period of 20 January 2023 to 31 March 2024.

Headlines

- Fire and rescue service leaders need to do more to improve working cultures
- A lack of diversity and inclusion is affecting public and staff trust
- Staff should be supported, developed and have the skills they need to carry out their jobs effectively
- Managers need to give more consideration to the well-being of their staff
- Services are struggling to maintain an effective on-call duty system
- Services are making good progress on the Grenfell Tower Inquiry Phase 1 recommendations
- Many services need to improve how consistently they carry out protection work
- Leaders of services should consider using their resources in a more strategic way

National Inquiries

Grenfell Tower (2017 – 2024)

The Grenfell Tower Inquiry was created to examine the circumstances leading up to and surrounding the fire at Grenfell Tower on the night of 14 June 2017. The Inquiry published its final report on 04 September 2024 and has now formally closed.

The Government has committed to making sure that meaningful change becomes a reality and intends to deliver reform using a phased approach during the course of its parliament. The first phase will focus on making sure that we effectively deliver the current programme of regulatory reform and change. This includes existing reform and commitments made towards improving building safety through the Building Safety Act and the creation of the Building Safety Regulator (see legal section).

The second phase (2026 to 2028) will focus on having fully developed proposals to deliver recommendations and wider reform. Legislation will be required to deliver reforms such as reforming the construction products sector, creating the single construction regulator and forming the College of Fire and Rescue. It will also be necessary for uplifting the competency standards of key fire safety critical professions such as fire engineers, fire risk assessors and principal contractors, as recommended by the Inquiry.

Manchester Arena (2019 – 2023)

The Manchester Arena Inquiry investigated the 22 May 2017, suicide bombing at the Ariana Grande concert in Manchester, which killed 22 people and injured hundreds. It was established to determine how the attack happened and how future incidents can be prevented. The report is split into three volumes.

Volume One (Published June 2021) looked at security arrangements in the arena. The report criticised the security personnel, police, and British Transport Police for failing to identify and prevent the bomber's suspicious behaviour before the attack. Recommendations include enhancing communication between police and security and training personnel to recognise and respond to threats.

Volume Two (Published November 2022) examined the emergency response. The report found that the ambulance service response was significantly delayed, resulting in missed opportunities to save lives. Recommendations call for improvements in emergency response coordination, better training for incident commanders, and more robust protocols for multi-agency response.

Volume Three (Published March 2023): focused on the role of intelligence agencies, examining how the attacker and his family were known to the security services before the attack. The report highlighted potential missed opportunities for intervention, suggesting

improvements in monitoring individuals with links to extremism, and recommending strategies to better manage national security threats.

149 recommendations were identified within the report. Since the publication of the first report in 2021, we have worked alongside Northamptonshire Police to consider the learning from this Inquiry. NFRS, through the Joint Operations Team (JOT), have setup a joint action plan to track the progress of both organisations.

Over the past decade we have increasingly worked with partners in all aspects of our work and not just at incidents. Duty to collaborate legislation was formally introduced in 2017 through the Policing and Crime Act 2017, the creation of the Integrated Care System (ICS). Other legislation changes, such as the UK Government Resilience Framework and the Serious Violence Duty, have contributed to a broadening of our role and created a collective responsibility across public bodies to take a whole society approach to work together and solve issues.

The core of the UK Government Resilience Framework is built around three fundamental principles: that we need a shared understanding of the risks we face; that we must focus on prevention and preparation; and that resilience requires a whole of society approach. This Framework is a broad and tangible set of actions.

Increasingly we work within a complex yet integrated partnership landscape. We are beginning to consider our role and remit within a wider context of work around public safety, sometimes referred to as the public safety system. Alongside fire and rescue services this includes agencies such as the police, local authorities and health partners who work and have a shared responsibility and interest in improving public safety.
Through the Commissioner's Safe and Sound Plan, she has set out her objectives for public safety in Northamptonshire.

Local Resilience Forum (LRF)

In line with the commitments made in the 2021 Integrated Review, the Government published its Resilience Framework in late 2022 bringing in a new strategic approach to resilience and a range of changes affecting Local Resilience Forums (LRFs).

The Framework sets out a plan for 2030 to strengthen the frameworks, systems and capabilities which underpin the UK's resilience to all civil contingencies risks which has included investment in the review of LRF's and to 'reinvigorate' the national exercising programme to test preparedness 'throughout the resilience system'.

The LRF has representation from Police, Fire, Ambulance, Military, NHS, Local Authorities, Environment Agency and Utilities with support from a Government Liaison Officer. It is coordinated by a Business Manager whose main role is to organise multi-agency meetings, ensure risk assessments are maintained and support training and exercising across partners.

The LRF is not a responder itself, but a partnership. Its sole duty is to maintain effective co-operation and co-ordination between emergency responders, so that efforts are not duplicated, and each understands how their partner agencies work.

The LRF ensures the county is best prepared for a range of emergencies that may arise and can also conduct debriefs of past emergencies especially if more than one agency was

involved. Once the debrief is conducted, gaps will be identified, and the finished document will be used as a future training exercise to ensure all future responses are better handled.

The LRF structure has evolved over the past 18 months and our Joint Operation Team (JOT) has been integral to this, including actively participating in the Strategic and Tactical sub-groups which focus on areas such a cyber-crime and organisational learning, contributing to the local assessment of risk and delivering activity across the LRF such as JESIP training to Cat1/Cat2 responders.

National Security Risk Assessment – National Risk Register

The National Security Risk Assessment (NSRA) is the main tool for assessing the most serious civil contingency risks facing the UK. The National Risk Register remains the publicly available counterpart to the NSRA, with Community Risk Registers (CRR) complimenting this. It is part of the role of each LRF to review the NSRA annually and produce its own CRR.

Included within the National Risk Register (NRR) is a list of chronic risks, distinct from acute risks in that they pose continuous challenges that erode our economy, community, way of life and/or national security. This includes climate change and the changing nature of terrorism.

Community Risk Register (CRR)

As a partnership, the Local Resilience Forum (LRF) produces the CRR which identifies the risks that have the highest likelihood of happening in Northamptonshire. The list below is the assessment of key risks that have the potential to cause a significant disruption or harm to the county – here is a link to read more about the steps that you can take to become better prepared and more resilient in your home, business and community.
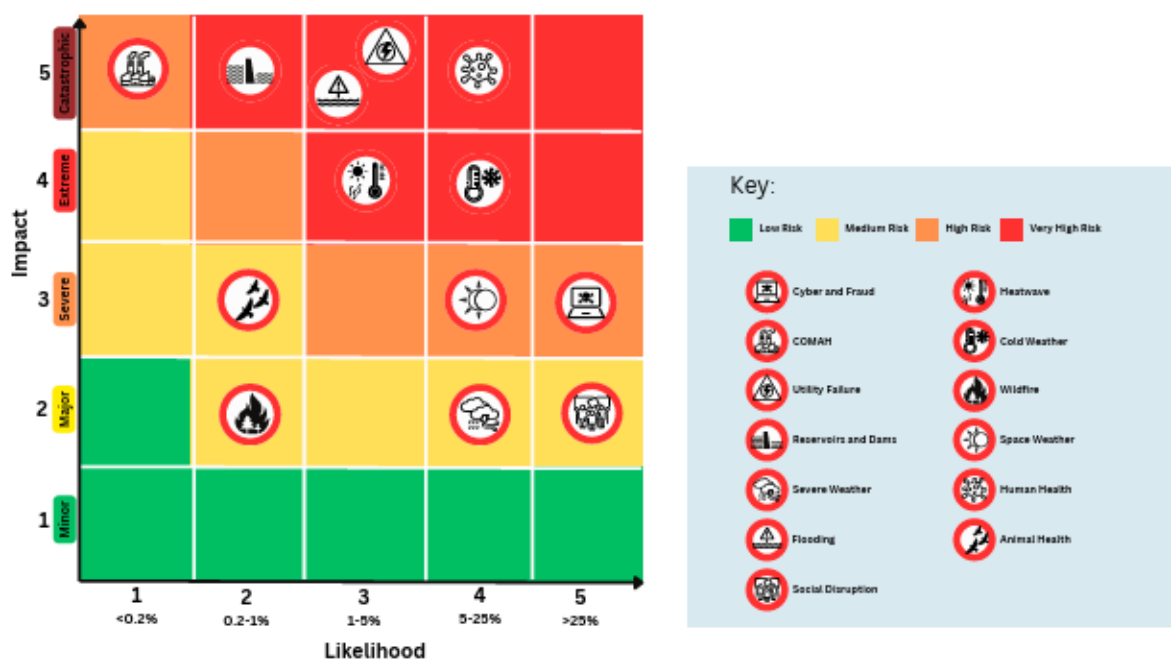
Integrated Care Board (ICB)

Following the introduction of the Integrated Care System (ICS) in April 2022, the infrastructure is now embedded and linked into existing partnership structures across the county, such as the Community Safety Partnership. The ICS has brought together population (census) and health data into its Local Area Profiles (LAP) which provide a rich data source of *'place based'* intelligence to better understand issues and enable more joined up solutions across relevant partners. This has enabled us to work more closely with voluntary sector organisations.

Through the two Place based ICS Boards, one for the North and another for the West, NFRS has access to the breadth of data and insight and so we are able to consider and direct relevant prevention activity - for example prioritising youth interventions in the central area of Northampton. Furthermore, we have started to share data into the ICS, but there is more we can do to better understand our data in this partnership context and to see where our priorities sit alongside ICS priority areas.

Safeguarding Boards

The overarching purpose of these boards is to help and safeguard adults with care and support needs and to make sure that local services work together to protect children at risk of harm. These boards must lead on any safeguarding arrangements across its locality, to oversee and coordinate the effectiveness of the safeguarding work of its member and partner agencies. We are a partner on both the Northamptonshire Safeguarding Children Partnership (NSCP) and Northamptonshire Safeguarding Adult Board (NSAB).

Northamptonshire Police

Over the past decade we have developed our working relationship with Northamptonshire Police far beyond multi-agency working at incidents. We have shared teams such as our Joint Operations Teams and the Arson Task Force, shared buildings such as our headquarters in Wellingborough and well-established data and intelligence sharing protocols which enable us to share risk information about individuals and premises - leading to greater insights and more effective working for both organisations.

The change of governance in January 2019 which saw us transfer to share the same governance arrangements under the PFCC, we have further developed this joint working through the establishment of an Enabling Services function. This focused on the sharing of more buildings and the development of joint teams including digital and technology, estates and facilities, finance and commercial, Human Resources and transport and logistics.

Together we continue to evolve this function, as we explore how we might create more capacity and resilience, to support ongoing transformation and change.

National Safer Roads Alliance (NSRA)

Set up in 2018, the NSRA brings together key partners to work on initiatives which aim to reduce the number of incidents resulting in road users being either killed or seriously injured (KSI) and improve road safety across the county through education, engagement, engineering and enforcement. In addition to NFRS, this partnership includes North Northamptonshire Council, West Northamptonshire Council, Northamptonshire Police, the Northamptonshire Office of the Police, Fire and Crime Commissioner and National Highways supported by Keir Transportation.

All Incidents

Over the past 5 years demand overall has increased 13% with 2024 the second highest year for incidents attended. 2022 was notably higher because of the long dry spells experienced across the UK and high numbers of outdoor fires experienced including in Northamptonshire.
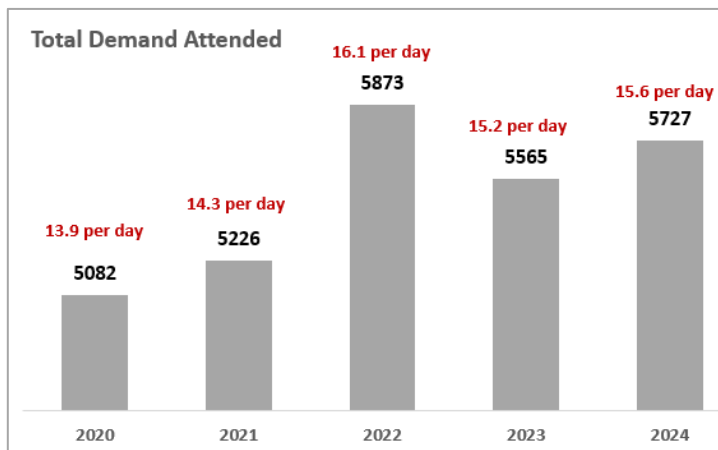
On average, NFRS attends 15 incidents every day with this rising to 20.9 at the peak of the summer 2022 wildfires. Demand is heavily concentrated to urban areas with 7 in 10 incidents attended being in our towns.
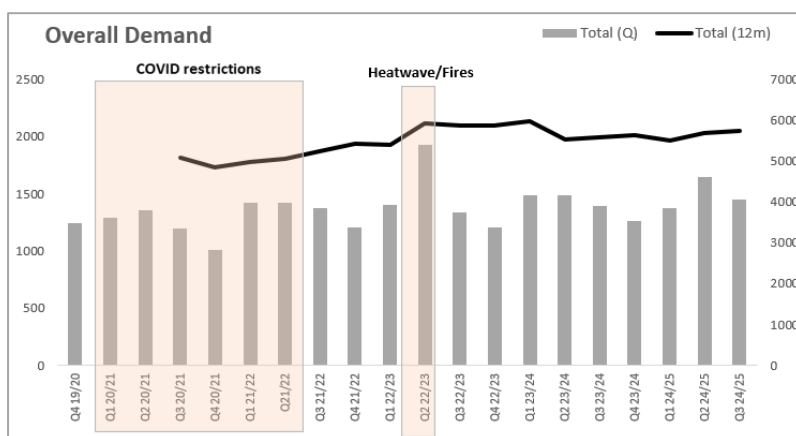
Demand is also strongly seasonal with increases always seen in spring and summer months and falling late Autumn and over winter. Daily averages can increase to 16 or 17 in July-September, falling to under 14 between October and March.

This allows us to review what other activities we can undertake during lower demand months e.g. training exercises.

The service receives over 600 emergency 999 calls every month (August 2022 saw an unprecedented 1723 calls) but not all require a response. Fire Control staff who take the emergency calls, will risk assess each call and consider our policies and procedures to determine the most appropriate response. Should a response not be given, callers can expect to be offered advice and steps they can take before they call back if needed.

Fire and Rescue Services in England have adopted a single incident classification system designed by the Home Office with NFCC endorsement, that allows for comparisons to be made between services. This Strategic Assessment of Risk uses this approach for the subsequent analysis.

PESTLE

A PESTLE analysis is an audit of six 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

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

Political factors

Summary Position

In 2024, significant political changes occurred which have changed the governance landscape for Northamptonshire Fire and Rescue Service and beyond.

A new Labour Government was elected, who have committed to re-establishing national standards in the fire and rescue service and to safeguarding collective bargaining in the sector. The publication of the UK Resilience Framework in 2022, outlines the Government's intention for greater collaboration with blue light services and other key stakeholders, and to improve national resilience. The drive for more partnership working is also echoed locally, through the publication of the OPFCC's Public Safety Plan. This plan sets out to put communities at the heart of decision making.

There continues to be scrutiny and a drive for reform across the fire sector which sits alongside a broadening and diversification with the role. This is driven by the learning from the inspectorate; HMICFRS, including its thematic inspection which focused on misconduct and through national policy and learning from national inquiries such as Manchester Arena.

Our strategic assessment considered the following factors:

- Change in national and local governance. Voters across Northamptonshire elected a new PFCC in May 2024 – Labour candidate Danielle Stone. This change was replicated at a national level in the general election two months later
- International events: The Russia – Ukraine war and Israeli conflict (effect on economy, supply chains and its diplomatic impact)
- Fire sector reform including the White Paper – The Government response to its consultation was published December 2023 with HMICFRS referencing what it considered to be slow progress in reform within its 2024 State of Fire report.
- Integrated Review refresh 2023 - https://assets.publishing.service.gov.uk/media/641d72f45155a2000c6ad5d5/11857435_NS_IR_Refresh_2023_Supply_AllPages_Revision_7_WEB_PDF.pdf
- UK Government Resilience Framework- https://www.gov.uk/government/publications/the-uk-government-resilience-framework

Next 5 years

We anticipate that over the medium term, we will continue to see a greater level of complexity in our partnership working within the county. There is national, and local drivers towards collaboration and a collective desire to put communities first. Following a period of transformation and change, the LRF and ICB are now well established and developing their roles.

Nationally there is an expectation that Fire and Rescue Services will play a greater role in relation to matters of national security. NFRS is part of a much wider 'system' which includes UK Government departments, developed administrations, local authorities, emergency services and the private and voluntary community sectors. As a result, this will present challenge and opportunity for NFRS. Challenge as we adapt and appropriately resource different ways of working and consider the impact on our role and remit. Opportunity for us to explore the advantages this presents for us and the wider community.

Economic factors

Summary Position

Economically, the country continues to be in precarious position. The cost of living increased sharply in the UK during 2021 and 2022, with annual inflation peaking at 11.1% in October 2022, before subsequently easing. Even though inflation is no longer high, the cumulative effect of rising prices means households face a much higher cost of living than in 2021.

A new strategy which looks at economic growth in North Northamptonshire has just been approved. It sets out strategic outcomes and priorities in the local area for the next five years, in response to the change in our economy.
https://northnorthants.moderngov.co.uk/ieDecisionDetails.aspx?AIId=12967

More specifically for the Fire Sector, the formula used by government to calculate our funding is currently under review and we are awaiting the outcome from this consultation. It has not been reviewed since 2013/14, during which time Northamptonshire has grown significantly – our population increase over this time period is the second highest, representing an increase of nearly 13%. This translates to give us low core spending power compared to other FRS.
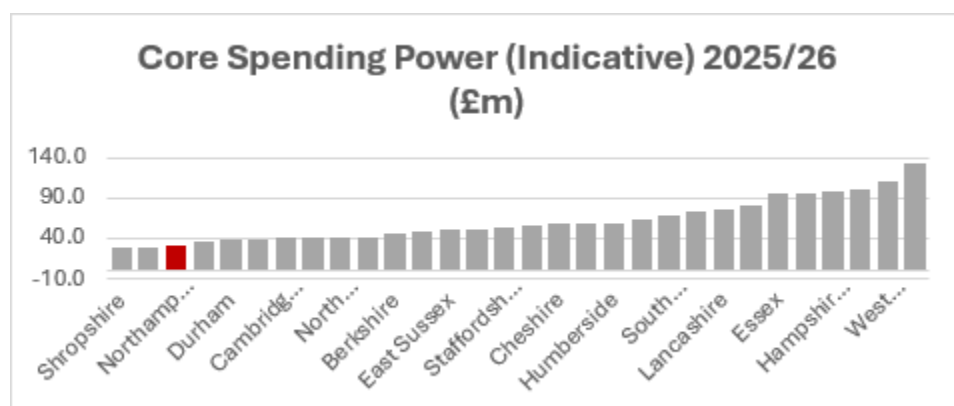
Our strategic assessment considered the following factors

- Increasing cost of living
  https://researchbriefings.files.parliament.uk/documents/CBP-10100/CBP-10100.pdf
- Fire sector funding formula
- UK poverty levels
  https://www.ncf.uk.com/_site/data/files/pdfs/3C9E595C5ADB6E509C8E2C0B29FEFF49.pdf

The next 5 years

With county growth predicted to continue, we anticipate that achieving our vision of an exceptional fire and rescue service for all will be finely balanced with the financial challenges, as set out within our [Medium-Term Financial Plan](#) (MTFP).

Across the county, poverty and deprivation are relatively high with significant variance depending on location. The collected data above shows a higher level of vulnerability across North Northamptonshire when compared with West Northamptonshire and we want to continue to work with our partners sharing our data and intelligence to better understand the impact and collectively and establish how we can support the most vulnerable in our communities. Through the new North Northamptonshire growth strategy, the council is proactive about working with partners and seeking opportunities to foster continued growth within our county.

Societal factors

Summary Position

The UK population continues to grow, although at a slower rate than previously. The main source of population growth is from migration, and we are more ethnically diverse than in 2011 (previous census). The average age in the UK has increased, as people are living longer. For example, there has been an increase of 30.3% in people aged 65 and over since 2011.

Across the county, poverty and deprivation are relatively high, though there is significant variance depending on location. Wellingborough, Northampton and Corby experience the highest levels of deprivation. Children living in low-income families is also higher in North Northamptonshire (20%) compared to West Northamptonshire (9.1%).

According to the British Medical Association (BMA), which provides analysis on the pressures placed on mental health services, including access to services, workforce, and funding, demand for mental health services is rising.

The number of people seeking treatment has grown at a much faster rate than the number of people estimated to have a mental illness. The percentage of adults aged 16-74 with a common mental disorder, who were accessing mental health treatment, has risen from 23.1% in 2000 to 39.4% in 2014. This represents an increase of over two thirds (71%),with COVID-19 only accelerating this trend.

In its recommendations, the BMA recognise that the mental health workforce is not big enough, stating that within Child and Adolescent Mental Health Services (CAMHS), the number of doctors has consistently not kept pace with the large increase in demand for services.

Our strategic assessment considered the following factors:

- Census change
- Mental health pressures in England - https://www.bma.org.uk/advice-and-support/nhs-delivery-and-workforce/pressures/mental-health-pressures-data-analysis
- People are living at home for longer, and with complex needs
- The cost of living impact on different risk groups
- An ageing population with more over 65s

Next 5 years

We know that incidents linked to persons in crisis are increasing and that this is also felt by our partners. We have more data and intelligence about our communities than ever before and we are committed to using this to inform our decision making. This means we need to be able to turn this volume of information into actionable insights. We want to work with partners to share and overlay our individual data and intelligence around vulnerability in the county to better understand the continued impact of mental ill health on individuals, the cost of living on different risk groups, and where this interacts with increased risk of fire or other emergencies.

Technological Factors

Summary Position

The COVID-19 pandemic forced governments to work faster to meet policy objectives through digital delivery. Infrastructures have been built to share data across central government, local government and wholesalers.

The technology of the UK government is still behind other sectors. Services are deemed to be slow, costly, and difficult for the user. The reason for the discrepancy between the public and private sector is likely due to being unable to recruit technological talent and train existing staff members to the same standard. Technology is often outdated and costly to replace within existing budgets.

The quality of data is also a consistent problem throughout the government and local authorities. The way that data is gathered, stored and shared is often poor and inconsistent.

Microsoft 365 has been adopted by multiple local authorities (including NFRS) with the hopes of improving data storage in terms of security and ease of access.

In January 2025, the Department for Science, Innovation and Technology published its blueprint for digital public services - a six-point plan for reform, and the role of the new digital centre of government.

Our strategic assessment considered the following factors

- Rise of disinformation and cyber security
- Digital transformation - https://assets.publishing.service.gov.uk/media/678f6665f4ff8740d978864c/a-blueprint-for-modern-digital-government-web-optimised.pdf
- Artificial Intelligence
- Electric Vehicles

Next 5 years

Technological advances and innovation provides both opportunities and threats for us. Opportunities to improve our effectiveness across the entire service from front line firefighting and incident command, through to easier and more reliable ways for us to access shared information and intelligence. However, this is balanced with the ever-present threat from cyber security which is constantly evolving and the challenges for firefighting and prevention from the growth in lithium-ion batteries and other technologies in everything from vapes to solar energy storage solutions.

We have made significant investments in modernising our digital infrastructure, laying a secure foundation for advanced systems that better meet our needs. The next step is to ensure we have high-quality data that provides meaningful insights, and that our staff are equipped with the skills to interpret and apply this information effectively.

Looking ahead, we recognise the need for a more widespread transformation to build a fire and rescue service that is truly agile and resilient- one which is capable of adapting to the evolving demands of our role, and is able to take advantage of technological advances and innovate to achieve our vision of providing an exceptional fire and rescue service for all.

Legal factors

Summary Position

Since the publication of our last CRMP, there have been two significant changes which have introduced change to our legislative requirement. New primary legislation around building safety established in law and a framework for building safety, both during design and construction and in occupation. The Grenfell Tower fire and recommendations made by the subsequent National Inquiry have been the driver for change in building safety.

The new statutory Serious Violence Duty for fire came into force in January 2023; it places a duty upon a range of specified authorities influencing Fire and Rescue Authorities, with the aim of ensuring a multi-agency approach to understand causes and consequences of serious violence. It focuses on prevention and early interventions, informed by evidence and data.

Our strategic assessment considered the following changes in legislation:

- Changes to Fire Safety Reform (Fire Safety act and Building Safety Act 2022)
- Serious Violence Duty
- Strikes Act 2023
- Flexible Working Act 2023
- Energy Act 2023
- National Security Act 2023
- Procurement Act 2023

Next 5 years

The changes to primary legislation brought in a new regulatory body – the Building Safety Regulator (BSR) and Regulations (The Higher Risk Buildings (England) Regulations 2024) which places a duty on those responsible for the safety of high-rise residential buildings to provide local FRSs with certain information. Alongside the government decision to move the responsibility for fire from the Home Office to Ministry of Housing, Communities and Local Government, it presents a significant change for all FRSs in the way we deliver our services, and a more coherent approach to those responsible for the safety of the built environment.

Working with partners and developing a wider community safety role is central to our prevention strategy. It provides benefit to the communities by combining information and intelligence to provide a more joined up approach to tackling issues. This will involve sharing data and analysis, producing an update to the JSNA and delivery plan, including planning the spend on prevention and intervention to reduce serious violence.

Environmental Factors

Summary position

Climate change is no longer something that exists on our horizon - we are already experiencing the impact of more frequent and extreme weather conditions in our incidents. According to the Met Office we should expect to see warmer and wetter winters, hotter and drier summers, and more frequent and intense weather extremes. We declared a major incident due to widespread flooding on three occasions during 2024 as incidents of this nature increase to their highest level, surpassing the previous peak of 2020.

The National Risk Register describes climate change as one of its chronic risks, in that it poses a continuous challenge. Chronic risks such as climate change can make acute risks more likely and serious as it can lead to an increase in the frequency and severity of weather conditions that cause floods and wildfires.

As the country continues its efforts to reduce the impact we have on our environment, we will continue to see and need to understand the implications of the different ways we heat our homes, an increase in renewable energy sources such as wind or solar and the commercial sector growth around these, and on our roads as a rise in Electric Vehicles.

According to the Governments Electric Vehicle Smart Charging Action Plan, published in January 2023, there will be up to 10 million electric vehicles on our roads by 2030. As at the end of 2023, just 3% of cars (931,000) were battery electric so this prediction will see a significant increase. Alongside this shift towards EVs we will continue to see a rise in alternative fuels, especially electricity alongside the emergence of new technology aimed at reducing our reliance on fossil fuels in the home, industry and on the road.

Our strategic assessment considered the following factors:

- Climate change – https://climate-change.data.gov.uk/
https://www.metoffice.gov.uk/weather/climate-change/effects-of-climate-change
Met Office – Climate Change in the UK https://weather.metoffice.gov.uk/climate-change/climate-change-in-the-uk
Met Office – UKCP summaries and headline findings
https://www.metoffice.gov.uk/research/approach/collaboration/ukcp/summaries/index
- Electric vehicles - https://assets.publishing.service.gov.uk/media/655dfabf046ed400148b9e0a/electric-vehicle-ev-smart-charging-action-plan.pdf
- Infrastructure changes inc HS2 https://www.hs2.org.uk/
- County growth – commercial and housing

Next 5 years

Any type of extreme weather forecast brings together partners to share information and plan for the response and recovery needed. The impact of this likely increase in flooding and wildfire incidents is felt across the service and not just in our response to it. We have already implemented substantial changes to ready our response capability to meet an increase in demand.

Alongside our partners, we anticipate that the next five years will provide us with a wealth of learning as we prepare for and respond to these more frequent and extreme weather conditions.

We will need to continue to develop our capability to effectively meet this increase and variation in our demand and to work with partners and across the sectors to understand the risk, being both innovative and collaborative in how we mitigate this changing risk – exploring different tactics for our response and understanding who or where is most at risk across the county.

DETERMINING RISK

Fire and Rescue Services must seek to understand and reduce risk within communities. The National Fire Chiefs Council (NFCC) defines risk as:

"… A combination of the likelihood and consequences of a hazardous event..."

A hazardous event is: **"…a potential event that can cause serious harm".**

LIKELIHOOD

The anticipated frequency each type of hazard could occur. This can be determined through historical data, professional judgement, or emerging national trends.

CONSEQUENCE

The severity and extent of the harm caused by a hazardous event. Harm could be to communities, to the fire and rescue service or the environment.

Over the last 5 years we have a seen a broader range of hazards dealt with than ever before. Each requires a particular skill set or competency level for firefighters to have to deal with the hazard effectively. Understanding how often we deal with different hazards informs how we best support our workforce to reduce risk in communities.

For this CRMP, we have adopted a new methodology to help us better understand the risk of various hazards. We have considered 20 hazards as part our risk assessment process, shown below in our proposed standards of response new categories.

Other Emergencies
Deliberate Primary Fire (Arson)
Non-Domestic Fire
Chimney Fires
Fires in Other Residential Buildings
Secondary Fires
Wildfire
Fires is waste sites
Vehicle Fires
Flooding
Release or assistance of persons
Bariatric rescue
Assisting other agencies
People In crisis
Hazardous Materials
Leaks and spillages
RTCs – safety prevention
Other Transport accidents

Primary Dwelling Fires

RTCs – Risk to life

Other Calls for Service
Animal Rescue
RTCs – Other support

Scoring Risk

Likelihood

For each hazard, we used historical data to assess the frequency they occur. The more frequent a hazard, the more resources are needed to deal with that hazard, the skills of the workforce need to be kept up to date, and any specialist equipment we need must be available.

Likelihood Classification	Score	Frequency of hazard Number of times in a year
VERY HIGH	5	365 or more - At least daily
HIGH	4	52 – 364 – At least weekly
MEDIUM	3	12-51 – At least monthly
LOW	2	1-11 – At least annually
VERY LOW	1	Less than 1 – Less than annually

Severity and consequence

Each hazard was then assessed against 6 'consequence' categories. This was undertaken by a small group of operational staff and fire staff from across the service, applying professional judgement and experience.

The consequence categories were:

- **Public Life and Injury Risk *** - This reflects the potential loss of life or serious injury to members of the public occurring due to a hazard
- **Economic Risk** - This reflects the economic impact of a hazard
- **Environmental Risk** - This reflects the environmental damage caused by a hazard
- **Firefighter Safety Risk *** - This reflects the potential loss of life or serious injury to firefighters occurring due to a hazard
- **Community / Societal Risk** - This reflects the impact of a hazard on societal and community function
- **Reputational Risk** - Do the public expect us to respond to this incident, and what is the risk if we don't respond?

We applied a weighting factor to those consequence categories that posed a greater risk to the public or our response (marked with a *). We took the average value across the six weighted categories to generate a consequence severity score for each hazard.

The overall risk score for each hazard was determined by multiplying the likelihood score by the average consequence severity score. This was converted to a consequence 'rating' and ranked highest to lowest to set out the hazards presenting the greatest risk overall.

Score	<5	5-9.9	10-14.9	15-19.9	20+
Rating	VERY LOW	LOW	MEDIUM	HIGH	VERY HIGH

Here is an example of how it worked:

Hazard	3-year average volume	Likelihood classification	Likelihood score	Consequence category	Individual weighted consequence severity score	Ave. consequence severity score	Overall Risk Score & Grading
Animal Rescue	87	HIGH	4	Life * Economic Environmental Reputation FF Safety * Community / Societal	3 2 1 3 4.5 2	2.58	10.3 MEDIUM

It is highly possible for a frequently occurring hazard to produce a lower overall risk score, as in this example, because its consequence or impact is lower on the environment, public life or society; conversely a less frequent but more harmful or impactful hazard could result in a much higher overall risk score because of the impacts on the environment, economic impacts or firefighter safety.

We recognise that the list of hazards included in the risk matrix (20) is not an exhaustive list of the hazards we deal with. We also acknowledge that a broader group of views assessing each hazard could change the consequence severity scores if we repeated the exercise. We will evolve this methodology for future Strategic Assessments to ensure we consider all hazards and their impact for our county as fully as possible.

Nonetheless, this approach has provided new insights into risks within our county and informed different activities needed to mitigate them. We have used this approach to also inform our consultation on standards of response.

A summary of the risk scores is provided below, along with an overview of demand, performance, or other insights into each hazard.

Fires and Firefighting

In this section is a summary of what other 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 Centred 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, 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, though UKFRS research, as a characteristic that puts people at greater risk of dying in a fire. Deprivation is another characteristic which has been identified in this research.

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 Northamptonshire is a growing county, with new housing developments expanding our urban areas 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;
- Expansion of the secure accommodation near Daventry (HMP Rye Hills);

Risk Based Inspection Planning (RBIP)

Northamptonshire Fire and Rescue Service (NFRS) have a statutory responsibility to audit compliance and enforce the Regulatory Reform (Fire Safety) Order 2005 (FSO). Under this legislation, we have a duty to enforce fire safety standards in the majority of non-residential and shared residential buildings. There are approximately 28,000 premises within Northamptonshire where this legislation applies.

This work is planned and managed through the Risk Based Inspection Plans (RBIP) which run for three-year terms.

To inform the development of our 2024 – 2027 RBIP, the protection department undertook a significant review to consider the methods and processes for designing, populating and managing the plan. Building on learning from the previous RBIP and using updated national guidance documents, we have developed a hierarchy of the types of risk and their relevance to help prioritise interventions. This uses the CRMP definition of risk to understand the likelihood and consequence factors to identify premises or groups of premises.

This current plan identifies 1456 premises which are deemed to be higher risk or a priority for our protection delivery, either over the course of the plan or, for some groups, on an ongoing basis, with re-inspections managed within the risk management system.

Hospitals, hospices, care and nursing homes, boarding schools and hotels all present themselves as risk areas that can be seen as an ongoing priority for NFRS. As these premises are inspected, relative risk and compliance ratings will be calculated that will allow our system to schedule the next inspection automatically. This becomes our programme of monitoring compliance.

Targeted Risk Management (TRM)

We have developed TRM as an additional approach to mitigating risk. This builds adaptability into our planning by monitoring events that create the need for a short term response, for example major incidents or national findings. TRM enables us to review any potential change in what we know and re-align resources or activity to meet the risk. Lastly, it allows for a focused response to investigate risks in an identified area or commercial sector, to both identify and address unknown risks and develop our understanding of future risk reviews.

Summary of Risk Scores

Hazard Category	Likelihood Risk Score	Overall Risk Score	Overall Risk Rating
Other Emergency Wildfires*	5	17.9	High
Other Emergency Flooding	4	16.7	High
Transport RTCs - Risk to life	4	16.0	High
Fires Primary Dwellings	4	15.0	High
Other Emergency Hazardous Materials and Leaks/Spillages	4	14.7	Medium
Other Emergency Arson (Deliberate primary fires)	4	14.3	Medium
Other Emergency Non-Domestic Fires	4	14.0	Medium
Other Emergency Secondary Fires	5	12.1	Medium
Other Emergency Fires in other residential buildings (sleeping risk)	3	12.0	Medium
Other Emergency Assist other agencies	4	11.0	Medium
Other Call for Service RTCs - Other Support e.g. medical assistance, advice, wash down road	4	11.0	Medium
Other Emergency Fires in Waste-site	3	10.8	Medium
Other Emergency Vehicle fires	4	10.7	Medium
Other Emergency Persons in crisis/mental health	4	10.7	Medium
Other Call for Service Animal Rescue	4	10.3	Medium
Other Emergency RTCs – Make safe	4	10.0	Medium
Other Emergency Other transport accidents	2	9.2	Low
Other Emergency Release/Assistance of person	4	8.7	Low
Other Emergency Bariatric incidents	3	8.0	Low
Other Emergency Fires - Chimney	3	7.5	Low

WILDFIRES*

17.9

Definition

For a fire to be classified as a "wildfire", certain criteria must be met:
• Presents a serious threat to life, environment, property and infrastructure
• Involves a geographical area greater than one hectare
• Requires committed resource of more than four pumps
• Requires resources to be committed for more than six hours

For the purposes of this assessment, we have adopted a broader definition to look at fires on 'grassland, woodland and crops' or 'other outdoors including land'. Whilst not strictly 'wildfire', limitations in our systems prevent us from identifying true wildfires - something we are already working to resolve.

Data Insights

Strong seasonal patterns are evident with late spring and summer months notably higher and associated with climatic changes.

Rural parts of the county experience the majority of incidents particularly in East Northants and South Northants.

Increase of +5.4% in 5 years.
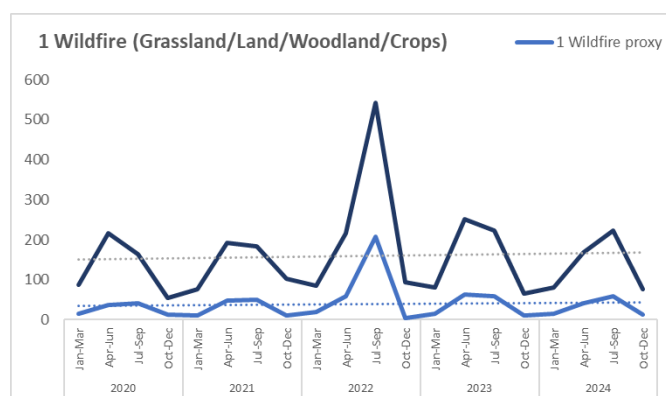
Fires in scrub land, crops and woodland make up around 1 in 4 of the broader definition and most likely to be 'wildfires'.

The peak in demand seen during summer 2022 was replicated nationally, and if average temperatures continue to increase, it is probable for such large scale demand to be replicated in future years.

Over the next year…

- We will expand our analysis to look at locations and spread of wildfires in more detail
- Review how we can incorporate climate and weather data into our insights to better forecast changes to demand

FLOODING

16.7

Definition

Calls to buildings which are at threat of flooding from external weather/storm conditions or from water main problems located in the roadway. This creates spate conditions and flood warnings will be in place.

Data Insights

Demand is largely seasonal with October to December often higher. More recent years have seen increases in January and July, the latter associated with dry ground conditions prior to flash floods and water not penetrating the land.

Increase of +2.4% over 5 years but more 'peaks' experienced as this is a seasonal and sporadic incident type.
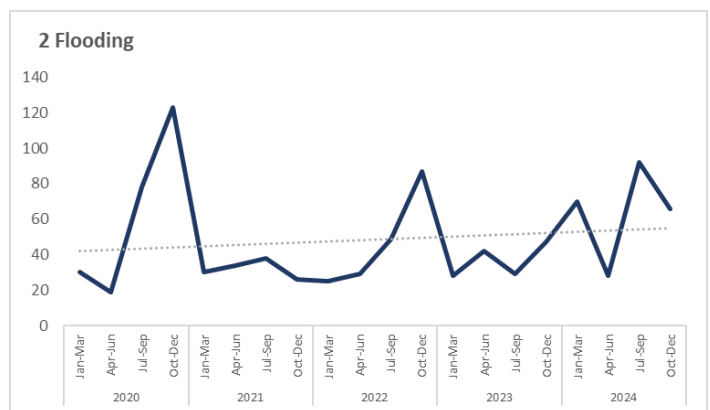
Billing Aquadrome in Northampton presents a repeated risk during very wet weather with evacuation and rescue routinely required.

Further development on the flood plain adjacent to Billing Aquadrome could present a greater risk for residents who live there 11 months of the year.

The North of the county near Yarwell is also a hotspot location prone to flooding and posing a risk to life. The village is on the banks of the River Nene and affected by rising water levels.

The expansion of housing in the county is changing the natural water course and run off routes. If drains and highways are not maintained, low level areas across the county could be at risk of flooding in the future

Over the next year…

- We will expand our flooding incident data further to provide better insights into the risks identified
- We will analyse the actions we undertake during flooding incidents to ensure our crews are trained and equipped appropriately to deal with changing risk

Strategic Insights

Hazardous Event – drowning & rescue from water

Whilst not inextricably linked to flooding events, it is relevant to highlight that there remains a continued risk of accidental drowning, with climate change a contributing factor. The prediction for warmer, wetter winters may lead to more flooding, with hotter and drier summers increasing the likelihood of people wanting to enter open water to cool down. During 2024/25, there were two fatalities, both of individuals under the age of 18.

The National Water Safety Forum (NWSF) maintains an interactive report to provide data around water incidents. In its latest report (Pre-2023) it provides the following insights regarding accidental drowning fatalities:

- Nearly half (46.3%) of the people did not intend 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
- July is the month with the most fatalities
- Males continue to over represent with 82% of deaths

Launched on 25 July 2021 (World Drowning Prevention Day) the Water Incident Dashboard presents data from FRS water rescues and feeds into the wider NWSF report. Presented on the data platform; Microsoft Power BI – Business data analytics, you can search and filter to find out more detail about your area.

[Water Incident Dashboard - NFCC](#)

Our data shows a long-term increasing trend in the number of rescues from water. Some of these are linked to rescue during flooding but others are from rivers, lakes or other bodies of water when people get into difficulty.
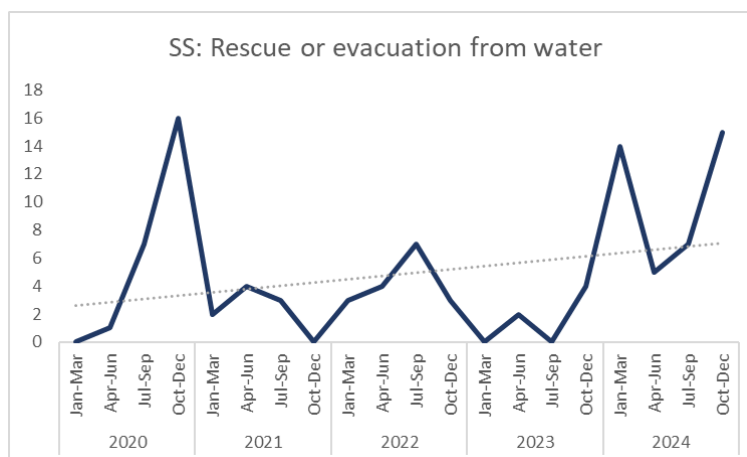
RTC – Risk to life

16.0

Definition

These are the most serious RTCs presenting a risk to life for those involved in the accident but also to the crews attempting to rescue any casualties. Activity here is considered the most serious and is either extrication of person(s) or release of trapped person(s).

FRSs use different methods to extricate people from their vehicles. This could range of roof removal, B-post rip (the dividing post between the front and rear of a car) or side removal if the vehicle is upside down. These require specialist skills and specialist equipment to keep everyone safe during the extraction or release process.

Data Insights

NFRS have seen a sustained increase in demand from these incidents, +31.8% in 5 years. This incident type is also seasonal, with increases likely between October and December when driving conditions can be more difficult.
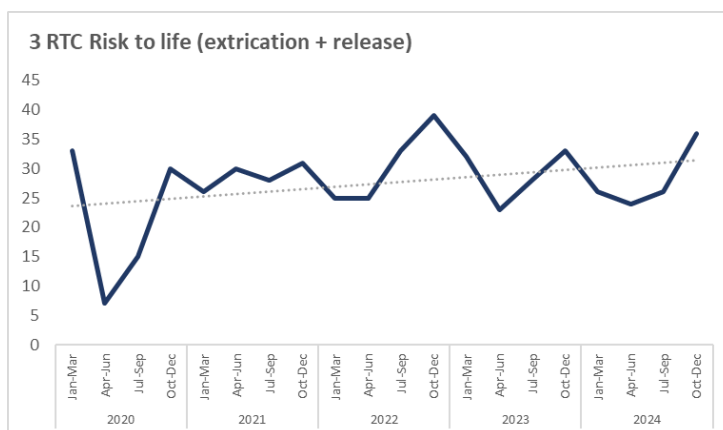
RTCs of this nature are often attended by all emergency services. Partnership data submitted to the Department for Transport (DfT) shows serious injury or fatal RTCs (also called KSIs), are increasing. 244 KSIs were recorded in 2024 with 277 casualties, 34 of whom sadly died. This is a similar number of collisions to the year before, but an increase of 6 people losing their lives. This data also confirms a rise the October to December period when sadly 12 people died in road collisions.

Analysis of this data shows the top 3 groups of people most likely to be killed or seriously injured are drivers, pedestrians and motorcyclists. RTCs involving older drivers are increasing most quickly. 2024 saw 25% more serious RTCs involving over 60s than the year before. Working Drivers are also more likely to be in a serious RTC in recent years, linked perhaps to the growth of the logistics industry in the county and country as a whole.

The partnership offers a range of prevention workshops and support to key groups including young drivers, older drivers and motorcyclists to address the rise in risk from roads.

Over the next year…

- We will review how we can use the partnership data better to inform our insights
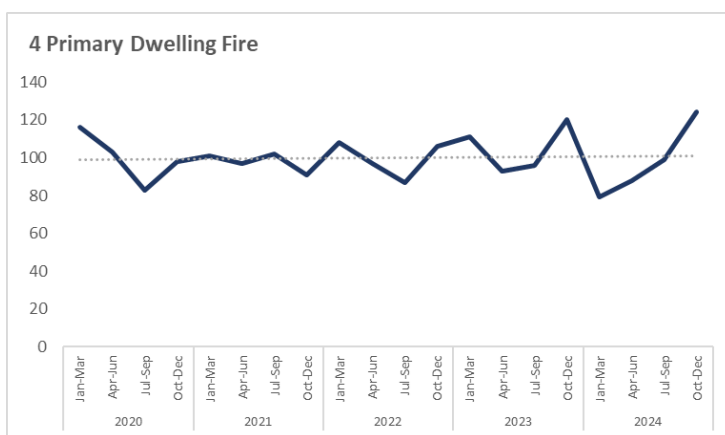
Fires – Primary Dwelling Fires

15.0

Definition

Potentially more serious fires that cause harm to people or damage to property. To be categorised as primary dwelling fires, they must either:

- Occur in a (non-derelict) building,
- Involve fatalities, casualties or rescues
- Be attended by 5 or more pumping appliances

Data Insights

The long term trend is stable but 2024 has seen a notable rise at the end of the year to the highest levels recorded in a quarter.

Most fires of this type are accidental and discovered by occupants. In 2024, 82% of homes involved in a primary dwelling fires

had a smoke alarm present. This is a 3 year high and shows the importance of having a working smoke alarm in every property. NFRS are able to fit smoke alarms during Home Fire Safety Visits as part of our Prevention activity.

62% of accidental dwelling fires start in the kitchen. Where known, the main causes are i) Distraction – 6 in 10 fires, ii) Falling asleep - 2 in 10 fires, iii) Illness - 1 in 10 fires. HFSVs focus on these causes giving practical advice to homeowners to reduce risk.

Dwelling fires are more likely to occur in the evenings between 1700 and 2000 (25% of demand), particularly during weekdays when people are at home cooking. This spans the period when our variable crewed stations switch from full time to on-call and is something we are reviewing as part of our service provision.

Over the next year…

- We want improve our recording of kitchen appliance full details to more quickly identify emerging issues including make/model and also equipment used
- Improve our understanding of people affected by dwelling fires
- Overlay dwelling fire locations with HFSV locations more regularly and compare with partner data including deprivation to identify communities at greater risk of fire.

# HAZARDOUS MATERIALS/ LEAKS & SPILLAGES

14.7

Definition

These are substances, in any form (solid, liquid, or gas), that pose a threat to life, health, property, or the environment, including but not limited to, toxic, radioactive, flammable, explosive, corrosive, or otherwise physically or biologically dangerous materials.

Spills and Leaks may be associated with less harmful substances but still posing some risk to health or environment.

Data Insights

Annual totals have varied each year but with a clear upward trend emerging and 2023 and 2024 notably higher.

The majority of incidents have been associated with Class 2: Gases rather than toxic or radioactive type material. Analysis indicates most of these incidents are linked to reports of Carbon Monoxide leaks.
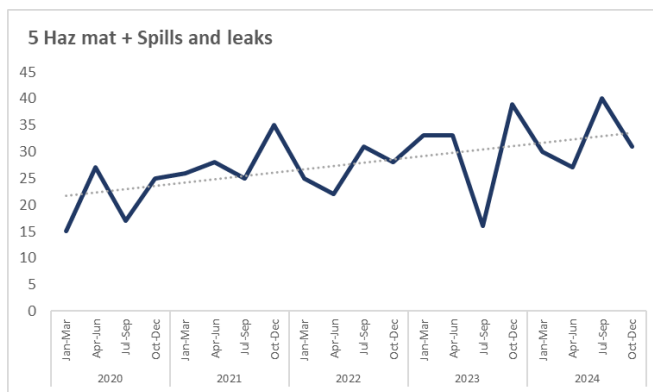
A small number of hazmat incidents have been attended at the request of Police to determine the nature of the substance.

Leaks and spills peaked in 2024 with 60 incidents; over half were vehicles leaking fuel which if not dealt with could have had wider consequences for people and property.

Over the next year…

- Monitor the nature of these incidents to determine and new and emerging trends that could be included in Prevention activity.

DELIBERATE PRIMARY FIRE

14.3

Definition

Fires where the motive for the fire was 'thought to be' or 'suspected to be' deliberate. This includes fires to an individual's own property, others' property or property of an unknown owner. Despite deliberate fire records including arson, deliberate fires are not the same as arson. Arson is a criminal offence and endangers life. Not all deliberate fires do this.

Data Insights

For this assessment of risk we have focussed on primary fires which have been 25% higher in the last 3 years compared with 2020 and 2021.

Deliberate building fires account for 60% of the total, with vehicles the second highest category but falling (28%).
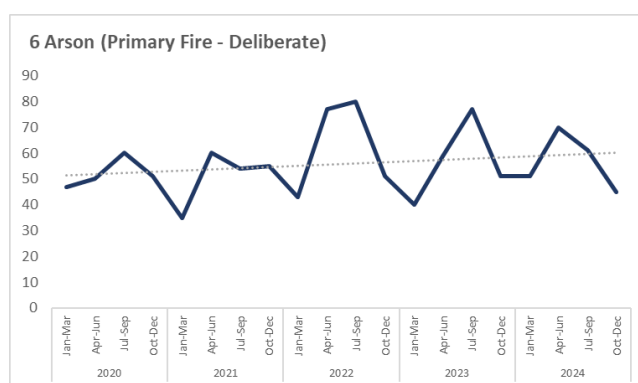
The single largest sub type of building is 'Prisons' with 39 fires in 2023 and 52 fires in 2024. HMP 5 Wells in Wellingborough has expanded in recent years with prisoners setting light to small objects and setting off fire alarms. NFRS have been working with both prisons in our county to reduce risk of further fires.

Deliberate fires can also be secondary fires and whilst not included in the chart above, account for a higher volume of deliberate fires, double the volume of primary fires. These can range in size and nature quite significantly but 90% have been classified as outdoor fires.

The motivation and causes of these fires is more difficult to ascertain but analysis of free text indicates a small number linked to young people, particularly over summer months. Prevention work with schools and youth organisations is well established in the county to try and divert young people away from fire setting behaviour.

Over the next year…

- We will monitor fires at both prisons
- Expand our lens to include deliberate secondary fires in the hazard matrix

FIRES – NON-DOMESTIC

14.0

Definition

Non domestic fires are those that occur in workplaces, commercial buildings, and any premises where the public has access, excluding private dwellings. This is a local grouping and may contain fires also counted in other categories.

Data Insights

A long-term upward trend is evident despite a reduction in the latter part of 2024.

The most common location is 'Prison' followed by Retirement homes/elderly care facilities, and Nursing Homes.
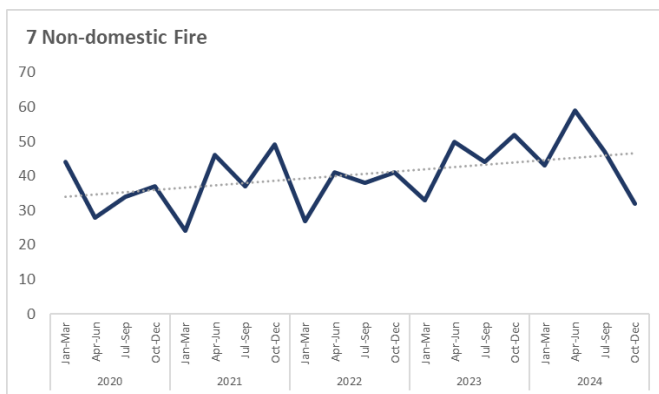
Fires in retail premises, food outlets, schools and medical premises are small in volume and not changing year to year.

These premises are managed by our dedicated Protection team to inspect and advise against Fire Regulations. They form part of the annual Risk Based Inspection Plan (RBIP) with follow-up visits based on the risk scores generated from the previous visits.

Over the next year….

- We will work to link our Protection data with our incident data to understand risk levels and demand from different premises.
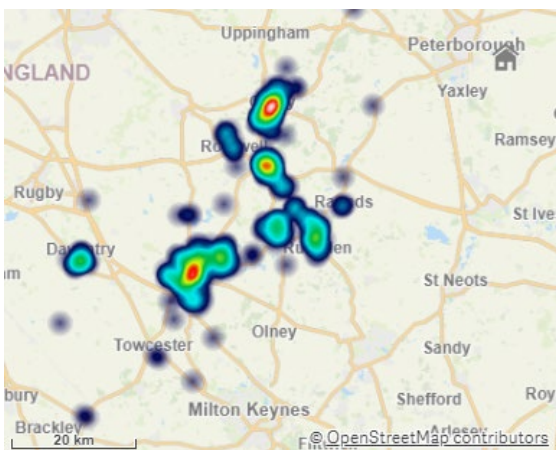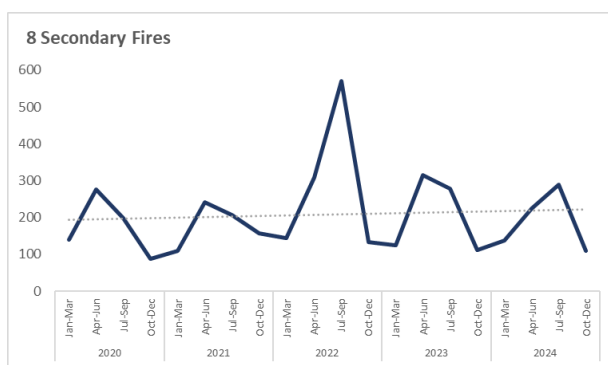
FIRES - SECONDARY

12.1

Definition

Generally small outdoor fires, not involving people or property. These include refuse fires, grassland fires and fires in derelict buildings or vehicles, unless these fires involved casualties or rescues, or 5 or more pumping appliances attended, in which case they become primary fires.

Data Insights

Secondary fires follow a strong seasonal pattern with a notable rise between April and September. A slight upward trend is evident over the last 5 years, +8.7% higher in 2024 than 2020.

Note the peak in Q2 2022/23 is the impact of the hot summer and outdoor fires seen in the county.

Locations are varied across the county but notable concentrations visible in Northampton and Corby during 2024.

Secondary fires are mostly outdoor fires (96%). 43% are accidental and often associated with home owners burning loose refuse including bonfires. Warm and dry weather always results in more fires reported as flames get out of control very quickly.

Deliberate secondary fires tend to be waste fires e.g. bins, fly tipped waste or waste left by people in parks; or scrubland/trees not in gardens.

Our systems do not currently capture the ignition source for secondary fires so it is difficult to determine what prevention activity may help here.

Over the next year…

- We will monitor secondary fires against climate data.

# FIRES – OTHER RESIDENTIAL BUILDINGS

12.0

Definition

These are fires within buildings with a sleeping risk but not considered a dwelling. These include residential homes, hotels and boarding houses, student halls of residence and hostels for homeless people.

Data Insights

Small numbers of fires have been recorded in these premises but due to the nature of the building if they occur the impact could be vast by virtue of the number of people likely living in close proximity.

Our analysis shows that fires in Residential Homes account for over two thirds of all these fires over the last 5 years, with volumes largely stable.

9 Primary Other Residential Fire
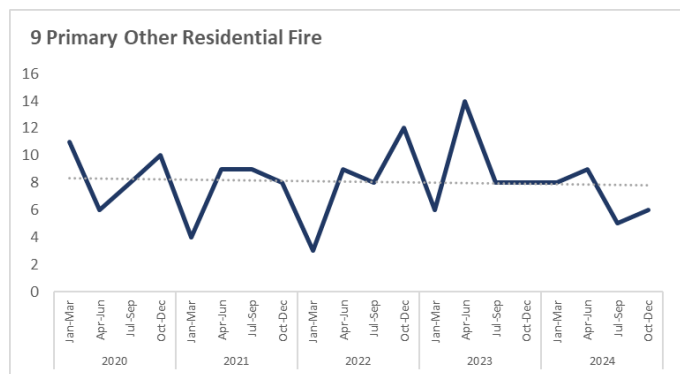
In 2024 we recorded 1 fire in a hostel for homeless people and 1 in a boarding house for asylum seekers. Given the impact of the cost of living crisis and more homeless people nationally and in Northamptonshire, and the delays in processing asylum applications, there is an increased likelihood of these fires in the future.

Over the next year….

- We will monitor fires in these premises to better understand how to protect them from further fires.
- We will improve our understanding of people and premises affected by fires

ASSIST OTHER AGENCY

11.0

Definition

These are collaborative incidents with the other emergency services to assist people in distress. These could range from moving casualties, specialist equipment such as drones or providing some level of medical support or intervention.

Data Insights

There is a long-term increasing trend of attended incidents of this nature, +14.7% over the last 5 years.

The peaks in 2022 and the end of 2023 coincide with changes to deployment by EMAS and Northamptonshire Police in responding to their own demand.
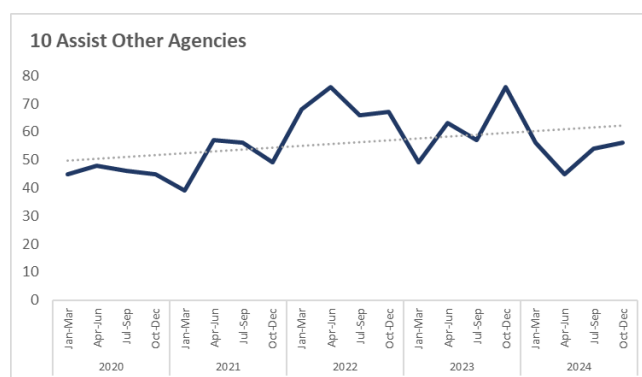
Our systems do not nicely summarise the activity we take during this assistance. A free text review of the 210 incidents recorded in 2024 includes assisting EMAS with the removal of stuck casualties, numerous incidents where elderly people have fallen and need help and support with incidents involving loss of life. Other emergency services have been unable to deal with the situation on their own and have requested NFRS assistance.

We have also seen a long term decrease in calls from emergency services. This suggests not all calls from Police or Ambulance are subsequently attended, or if they are attended are not classified as 'Assist other Agency'. They could be medical assistance, suicides, evacuation etc. Consistency of recording is important to better prepare for the demand we may face from our emergency services colleagues, and what response may help deal with these incidents e.g. a fire engine may not be required.

Over the next year…

- Explore ways to better group these broad categories of incidents
- Ensure we capture sufficient detail to understand our role in the incidents
- Analyse the incidents we attend based on the action we took to determine what crew or vehicles could help in the future.
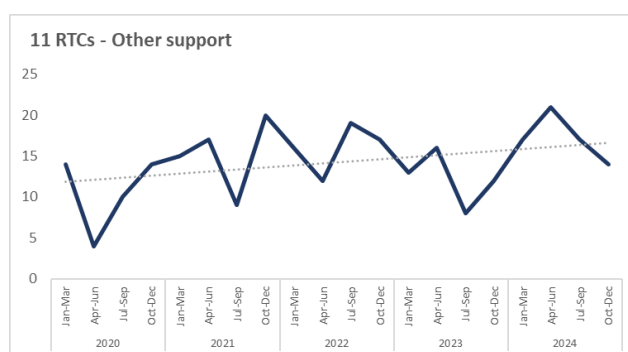
RTC – OTHER SUPPORT

11.0

Definition

These are road traffic collisions where we have given advice at the scene, were on stand by, washed down the road or other supportive activity. These are the often minor RTCs with no casualties or risk to life.

Data Insights

We have attended a growing number of these incidents each year with 2024 notably higher than previous years.

Increasingly most activity undertaken has been giving advice with no tools or equipment used. A small number have used specialist equipment including heat sensing equipment to undertake thermal scans of vehicles, or removed animals or debris from vehicles involved in collisions with street furniture etc.

11 RTCs - Other support

These incidents have been attended by a Fire Engine and full crew which may not have been required but we wouldn't know this until we arrived.

Over the next year…

- We will monitor the proportion of RTCs that are 'Other Support' and the resources sent to ensure they are proportionate and appropriate.

FIRES – WASTE SITES/WASTELAND

10.8

Definition

These are incidents where the location is wasteland or waste sites. These are hard to identify in our systems and we may need a clearer definition in the future to ensure we understand the true risk presented.

Data Insights

There is an overall flat trend in the last 5 years but with seasonal peaks emerging April to June across most years (July to September in 2022).

Monthly volumes are small so the likelihood is low but the impact and consequences are higher because of the nature of the material that is likely to burn. This could be harmful to the environment but also to the Firefighters who tackle the fire. Specialist skills and equipment may be needed and the risk of contaminants on clothing is much higher.

12 Wastesite/wasteland Fire
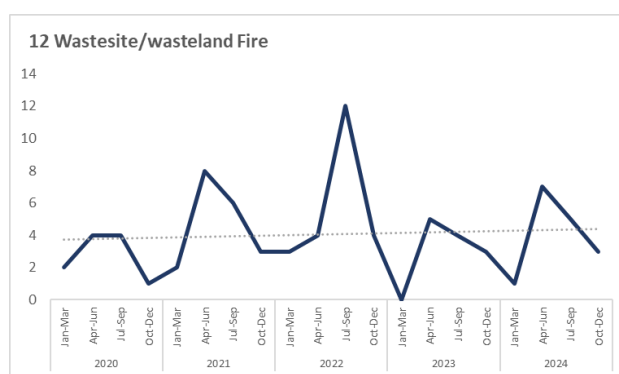
Over the next year…

- We will ensure we have a clear definition for these fires and record and report based on this agreed definition
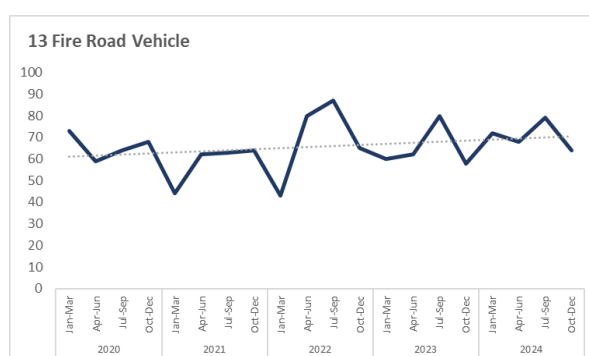
FIRES - VEHICLES

10.7

Definition

A vehicle fire is an uncontrolled burning event involving a motor vehicle, often caused by electrical faults, mechanical issues, or collisions, resulting in flames and smoke.

Data Insights

There is a slow increasing trend in the last 5 years with volumes stabilising and showing much less variation each quarter. July to September has historically seen more incidents.

There are two aspects to this increase; the first could be the rise in the summer is linked to warmer weather and cars overheating and combusting. The second reason is the small but increasing number of fires involving electric vehicles. These fires are more difficult to put out and the vehicle must be fully immersed in water and for a longer period of time to ensure the batteries do not reignite. Fires in electric vehicles spread rapidly and the impact can be more widespread to the road, immediate environment and other road users.

Most fires involve cars or lorries. Some are the result of RTCs but many have no cause identified. In the last 5 years we have had 14 fires involving electric scooters, 2 of these during 2024.

The causes of vehicle fires is not always captured. Where known, the main reason is electric fault but this is inconsistently captured and does not help identify if a vehicle was electric or not. This is a gap in our data.

Over the next year…

- We will review our recording of these fires to be more consistent (fire caused by question)
- Consider if new fields in our systems would help identify electric vehicle fires

# PERSON CENTRED INCIDENTS INC. PERSONS IN CRISIS

10.7

Definition

These are incidents where we have attended as a medical responder either as the primary/first responder or co-responding with EMAS. They also include incidents where a person has committed suicide or is attempting suicide e.g. from height or high-risk environment e.g. near water or railway lines etc.

Data Insights

We have experienced a sharp decrease in incidents overall as we rarely attend as a co-responder.

During 2022 and 2023 the service was called up to attend a high number of medical incidents because of the demand caused by COVID-19. This has rapidly reduced to single digit incidents a quarter.
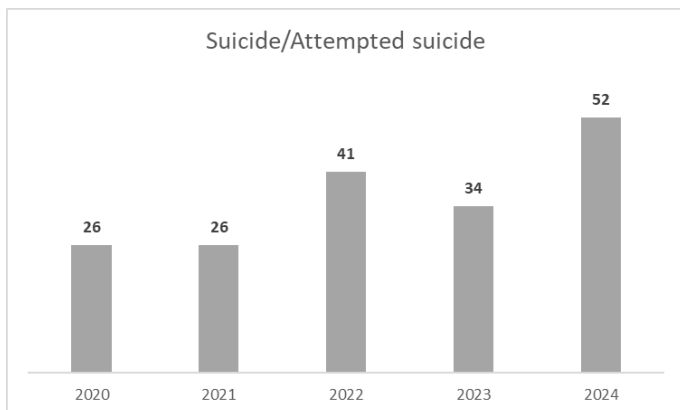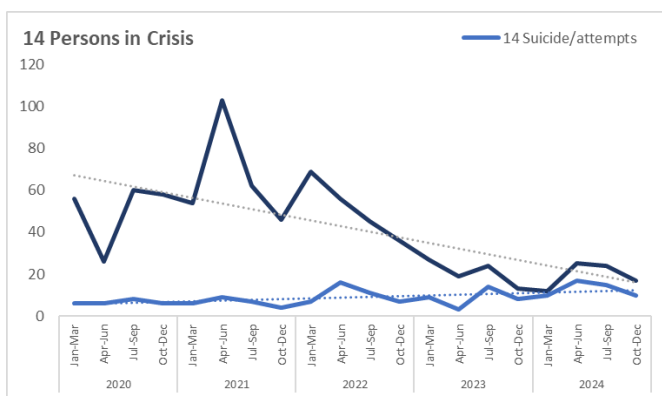
At the same time, suicide or attempted suicide incidents attended have slowly risen. 2024 volumes were double those from 5 years ago.

Nationally there is growing pressure on mental health resources, and this is replicated in Northamptonshire. We expect attendance to increase further over the next 5 years as more of our community are expect to require mental health support or struggle with their mental health.

Our firefighters are trained to deal with difficult situations but the impact on their own mental health and wellbeing cannot be forgotten. Support services are in place to help.

Over the next year…

- We will closely monitor attendance at suicide/attempted suicide incidents and the wellbeing of our firefighters in case of any emerging links.

ANIMAL RESCUE

10.3

Definition

Fire and rescue services may be called upon for a variety of animal rescue situations, including:

- Animal harm
- Lifting heavy animals
- Rescue from below ground, height, water/mud, or other situations
- Trapped animals
- Other situations

Data Insights

We receive at least 5 calls every week in relation to animal rescues but do not attend all. We attend where there is risk to the animal's welfare or where normal course of action is not likely to rescue the animal.
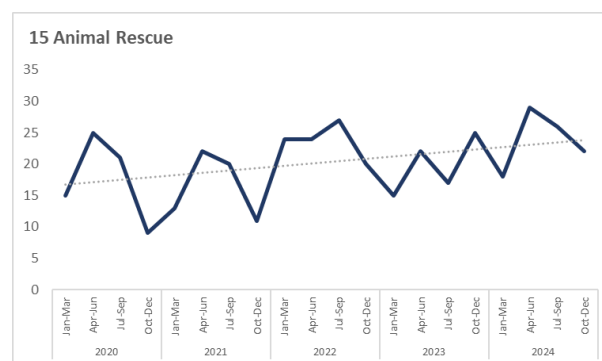
In the last 3 years, animal welfare charities and NSPCA are less likely to attend animal incidents as they did before. They have advised some callers to call the Fire Service but this may not be appropriate.

Half of these incidents are "Trapped Animals" with a quarter being 'Rescue from Height" and 1 in 8 being "Rescue from mud/water".

Domestic pets account for 50% of all 'Trapped Animals' and 95% of all rescue from height. Wild animals (40% of trapped animals) or livestock (10% of trapped animals) whilst smaller in number can be more complex and require specialist equipment, and pose a greater risk to firefighters.

In Northamptonshire, all crews have animal awareness training but our crews in Wellingborough are specially trained to perform more specialist rescues of animals including those trapped and requiring rescue from water/mud. These crews are supported by trained officers who can provide additional advice and support when required.

Fire control will offer advice to callers if we do not attend an animal related incident to help the animal come from height etc.

Strategic Insights

- Report on animal rescue at a lower level of granularity.

RTC – SAFETY PREVENTION

10.0

Definition

Firefighters ensure the scene is safe for themselves and other emergency responders, as well as for the public. This includes controlling traffic, securing the area, and managing potential hazards including the vehicle. This can include making the vehicle safe or the scene safe.

Data Insights

Overall numbers of incidents requiring the vehicle or scene to be made safe are rising long term with volumes in the latter part of 2024 the highest ever recorded.

16 RTCs - Make safe

60% of these incidents involving making the vehicle safe (40% the scene) but it may often be the case where attending crews do a bit of both thus both options apply. We therefore analyse these incidents together to determine locations, patterns and trends.

Urban areas account for the majority of these incidents with Northampton crews attending a third of all incidents of this type.

Action taken by crews to make vehicles safe or the scene safe could include disconnection of the battery, using absorbent granules or powder to deal with fuel spillages, closing roads or use of the thermal infrared camera (TIC). It may also move vehicles if in dangerous positions. We are inconsistent in our recording of these details making further detailed analysis more difficult and to assess the scale of actions taken and by whom.

Over the next year…

- We will seek to understand the actions taken in more detail and how to support crews effectively when attending with equipment and skills if more are needed
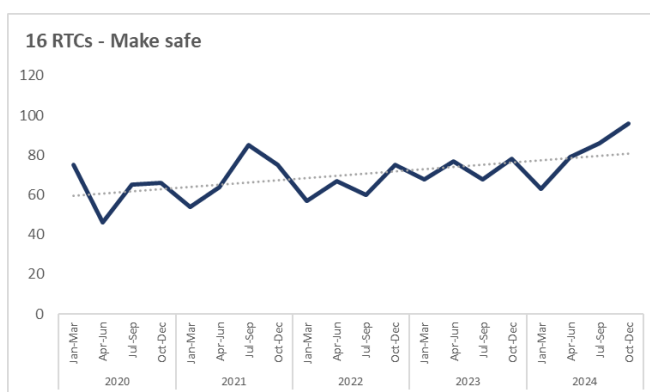
TRANSPORT ACCIDENTS

9.2

Definition

Rail and Aircraft Incidents:
- **Responding to incidents:** Fire and rescue services are trained to respond to incidents involving trains or aircraft, including fires, collisions, and other emergencies.
- **Coordinating with other agencies:** They work closely with rail professionals, aviation authorities, and other emergency responders.
- **Ensuring safety:** They prioritize the safety of passengers, crew, and emergency responders.

Data Insights

During the last 5 years, no incidents have been record involving planes or trains.

2 incidents were recorded in 2024 involving boats; one of which was stuck in a loch with no loch keys to move forward.
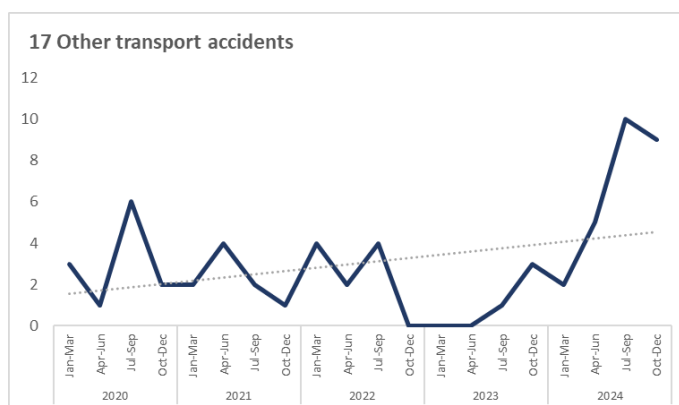
A small number of incidents involved fallen trees or debris in the road that NFRS have cut to remove and free trapped vehicles or open the road.

The increase in 2024 is associated with cars, vans and lorries but are not RTCs. Vehicles may be stuck or broken down and spilling fuel which is why the fire service was called.

Over the next year…

- We will review our recording of such incidents in line with policy and definition to ensure they are consistent.

RELEASE/ASSISTANCE OF PERSON

8.7

Definition

These are incidents where we assist people stuck in lifts (lift release), removal of objects from people (e.g. rings or impaled objects), removal of people from objects (e.g. gates, tight spaces etc), effecting entry or exit (e.g. people locked in or out) and evacuation of persons from buildings (no fire).

This definition has not included "Other rescue or release of person" which we will amend for next year.

Data Insights

There has been a marked increase over the last 5 years but numbers have stabilised in the last 2 years around 70 incidents a quarter. The service has recorded a 34% increase in 5 years.
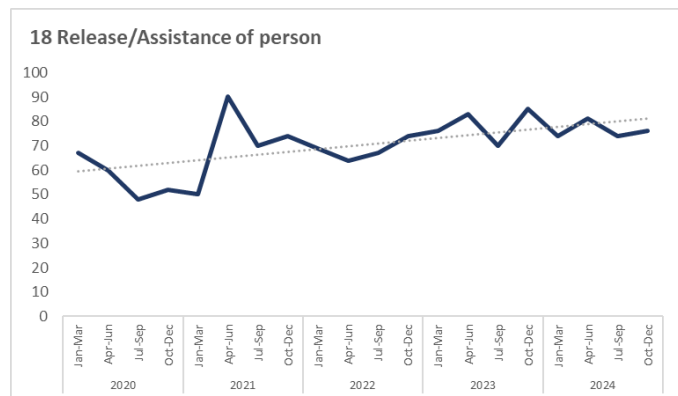
Effecting entry/exit typically accounts for 40% of all these incidents with volumes largely consistent over the 5 year period. Of these, 30% involved children, 21% were due to a medical case and 14% for persons in distress (often vulnerable members of our community). These are emergency incidents. A further 21% involved able bodied person not in distress e.g. lost keys, and would not be considered an emergency in our proposed Standard of Response changes. A small number of other incidents have been recorded including a need to gain entry as cooking or fires have been left on and pose a fire risk.

Lift releases accounts for 18% of this category in the last 5 years. Over half of these were for people in distress, children or medical cases with a further 40% involving able bodied people not in distress.

Of the 240 incidents in the last 5 years recorded as removal of objects from people, 80% were ring removal. Most occasions saw this being done in the station. Trapped limbs made up two thirds of incidents where we removed people from objects. In addition we have also rescued people stuck in baths, swings and ceilings.
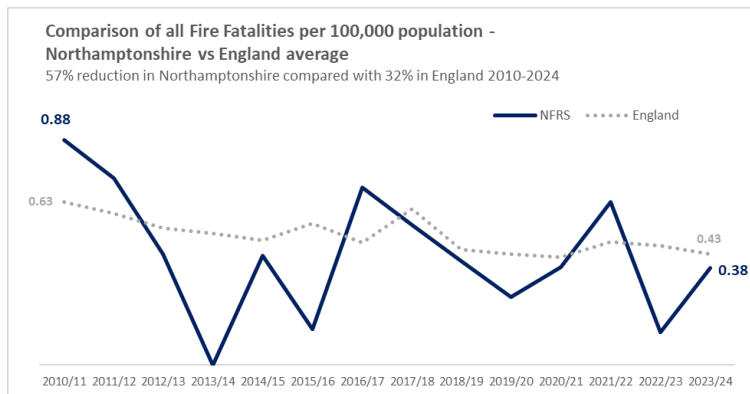
There are

Over the next year…

- Amend this hazard group to include incidents of "Other rescue or release of person"

FIRE FATALITES

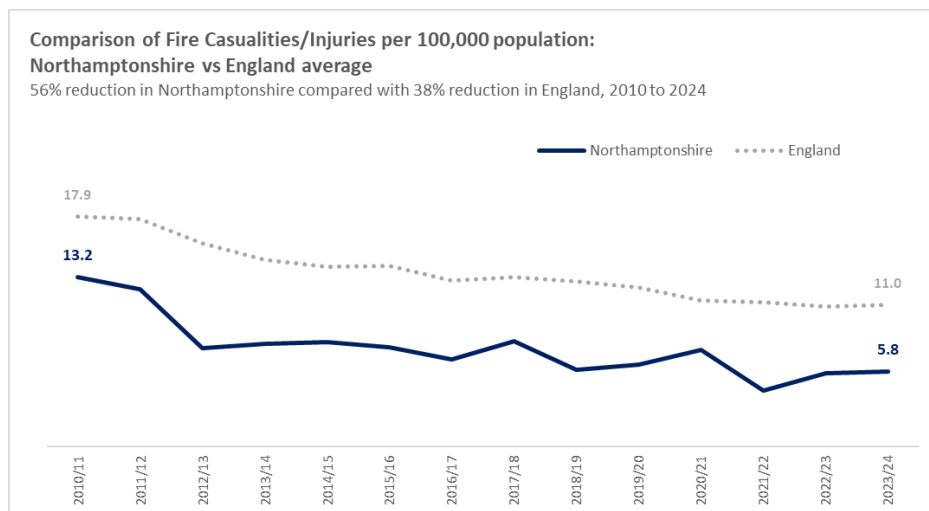## Data Insights

Fatalities from All Fires are low within Northamptonshire and have consistently fallen over time and compared with the national trend.

Comparison of all Fire Fatalities per 100,000 population - Northamptonshire vs England average
57% reduction in Northamptonshire compared with 32% in England 2010-2024

—— NFRS .... England

0.88

0.63

0.43

0.38

2010/11 2011/12 2012/13 2013/14 2014/15 2015/16 2016/17 2017/18 2018/19 2019/20 2020/21 2021/22 2022/23 2023/24

Volume of casualties/injuries	Total	Dwellings
2019/20	48	41
2020/21	59	30
2021/22	34	25
2022/23	45	29
2023/24	46	24

Casualties and injuries linked to Fires have also fallen over time and have been consistently below the national average. This also includes those linked to dwelling fires.

Comparison of Fire Casualities/Injuries per 100,000 population: Northamptonshire vs England average
56% reduction in Northamptonshire compared with 38% reduction in England, 2010 to 2024

—— Northamptonshire .... England

17.9

13.2

11.0

5.8

2010/11 2011/12 2012/13 2013/14 2014/15 2015/16 2016/17 2017/18 2018/19 2019/20 2020/21 2021/22 2022/23 2023/24

This reduction in fatalities and casualties/injuries is an indicator of the positive impact we have on the communities of Northamptonshire and will continue to deliver. Fatalities associated with peoples' homes ('dwellings') are also low but rose for the first time in 2023/24 to a level above the national average. See Graph below. Reducing and educating

the public about safety in the home will continue to be a focus area for us, as these present the greatest risk of fire to the public.

Comparison of Dwelling Fire Fatalities per 100,000 population - Northamptonshire vs England average
48% reduction in Northamptonshire compared with 35% in England 2010-2024

NFRS ••••• England

0.73

0.48

0.38

0.31

2010/11 2011/12 2012/13 2013/14 2014/15 2015/16 2016/17 2017/18 2018/19 2019/20 2020/21 2021/22 2022/23 2023/24
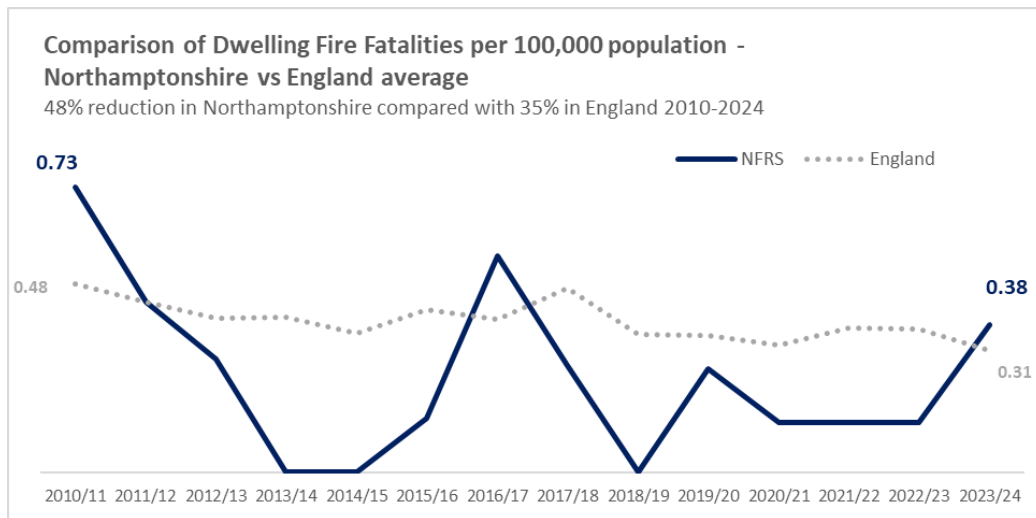
Over the next year…

- We will continue to prioritise our activity to reduce fires and educating the public about safety in the home.

HAZARDOUS EVENT – MALICIOUS OR TERRORIST ATTACK

Definition

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

Data and intelligence Insights

Incidents that would fit under this category were not considered within the hazard identification matrix, as outlined in our determining risk section. Given the nature of this risk, it is not appropriate to publish the detail of our intelligence and/or data, and preparedness, so instead refer to publicly available assessment through the National Risk Register (NRR). The NRR assesses the likelihood and impact for each risk, following a rigorous and well tested methodology. Risks can manifest in different ways, with different levels of severity. To ensure the UK is prepared for a broad range of scenarios the NRR sets out a 'reasonable worst-case scenario' for each risk.

Since 9 February 2022, the Joint Terrorism Analysis Centre has set the UK national terrorism threat level as 'substantial'. This means an attack is likely. See www.mi5.gov.uk for the current national threat level.

The NRR considers several variations of a potential malicious attack in relation to conflict and instability, such as a marauding terrorist or CBRN(E) attack. As part of the LRF, we consider the NRR and underpinning assessment to produce the Northamptonshire Community Risk Register. One of the most likely and significant of these is an attack on a publicly accessible location. Impact is considered in terms of the economy, fatalities, public perception, evacuation, and shelter requirements.

Over the next year…

- We continue to work with the LRF to develop and test our preparedness plans for malicious attack in Northamptonshire

LITHIUM-ION BATTERIES

Definition

These are incidents where the known fire causes is ignition of a lithium ion battery. They are difficult to identify and record in our systems, relying on free text.

Data Insights

162 Incidents were specifically recorded in the last five years where lithium ion batteries were recorded as a contributory factor. This is an increasing trend.

We have seen in the section above for vehicle fires the growing number of electric scooter fires, which have a lithium ion component. We have also recorded a small number of fires in warehouses with lithium ion batteries at fault. Given the potential impact of a fire in a warehouse, understanding these incidents in more detail is vital.

We are monitoring the impact of fires involving solar panels including those where a battery is storing electricity as these are lithium ion in nature.

Over the next year…

- We must ensure we consistently record these incidents across all types

Over the last 5 years we have monitored our availability by hour of day and compared it with demand. There is good levels of availability during the day but it is a constant level, compared with rising demand peaking in the late afternoon and early evening. We have a mismatch over night with high availability and low demand. This may not be an efficient model and we are reviewing options to optimise our use of firefighters.

Appliance Availability vs Demand by Hour of Day
2019/20 to 2023/24
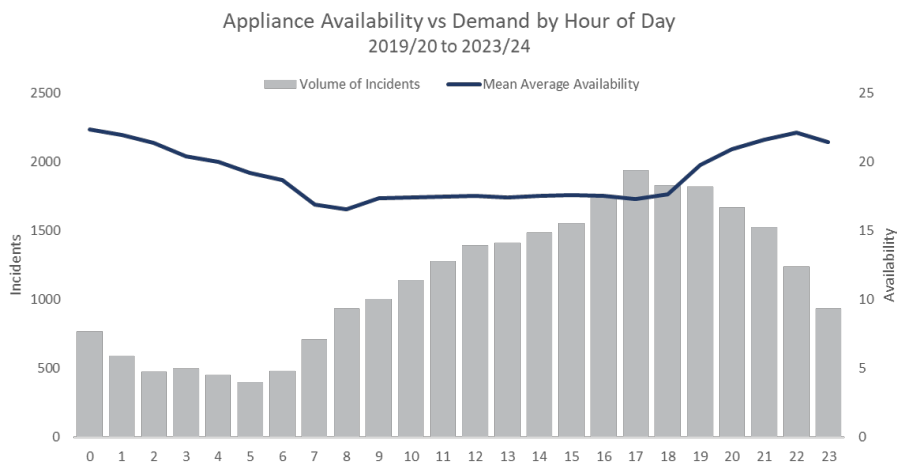
Northamptonshire Fire and Rescue Services manages its performance through monitoring a range of Key Performance Indicators (KPIs) aligned to its strategy, emerging risks (local and national) and community outcomes.

Long-term overall demand is stable but with clear seasonality present and changes evident in the demand profile and types of incidents we now attend. We have maintained good levels of availability and are well above the minimum level we have set for ourselves. Our response to incidents is also performing well and slightly faster over time, but there is more we can do and are doing as part of this CRMP to ensure we provide the most appropriate response to incidents.

The outcome measures we will prioritise:	2021/22	2022/23	2023/24	2024	Recent Assessment
Number of deliberate primary fires per 10,000 population	2.8	3.1	3.0	2.8	⬇ (green down)
Number of deliberate secondary fires per 10,000 population	6.3	7.9	6.1	5.5	⬇ (green down)
Number of primary fires per 100,000 population	118.1	119.6	114.4	114.0	⬇ (green down)
Total number of fatalities due to primary fires per 100,000 population	0.7	0.1	0.4	0.6	⬆ (red up)
Total number of non-fatal casualties in fires (excluding precautionary checks and first aid) per 100,000 population	3.2	3.4	3.2	3.4	➡ (black flat)
Number of accidental dwelling fires per 10,000 dwellings	13.9	10.7	9.4	9.5	⬇ (green down)
The number of deaths arising from accidental fires in dwellings per 100,000 population	0.0	0.1	0.4	0.1	➡ (black flat)
The number of injuries (excluding precautionary checks), arising from accidental fires in dwellings per 100,000 population.	1.7	1.9	1.5	1.4	⬇ (green down)
Number of fires in non-domestic premises per 1,000 non-domestic premises	6.1	5.5	6.9	6.9	⬆ (red up)
Killed or Serious Injury (KSI) Road Traffic Accidents attended by NFRS	233	261	213	242	⬆ (red up)
People killed in road traffic accidents (STATS 19 fatal data)	39	42	34	35	➡ (black flat)

The Input measures we will track and understand:	2021/22	2022/23	2023/24	2024	Assessment
Standards of Operational Response – Average (mean) Full Response Time (attended incidents)	00:10:27	00:10:30	00:10:23	00:10:08	⬇ (green down)
Standards of Operational Response – Average (mean) Call to Mobilise Time	00:01:45	00:01:45	00:01:51	00:01:50	➡ (black flat)
Average Appliance Availability (including flexi) *(Minimum expected of 14)*	18.9	18.4	18.5	18.2	⬇ (black down)
Home Fire Safety Visits and refits completed.	4259	5675	5659	5455	⬆ (green up)
% of Home Fire Safety Visits completed in target groups	77.4%	71.8%	78.9%	77.5%	➡ (black flat)
Total number of Protective Full Risk Inspections (FI) and Re-Inspections (RI) completed.	1221	1228	1158	1380	⬆ (green up)
Full Fire Safety Audits (RBIP) *(Not all required to be repeated annually)*	591	860	653	454	⬇ (black down)

GLOSSARY OF TERMS

- **ASB (Anti-Social Behaviour)** – Actions causing harm, distress, or annoyance in communities, negatively impacting quality of life.
- **Cat 1 Responders (Category 1 Responders)** – Organisations at the core of emergency response, including emergency services, local authorities, NHS bodies, and environment agencies, with primary responsibilities under the Civil Contingencies Act.
- **Cat 2 Responders (Category 2 Responders)** – Organisations that support Category 1 Responders during emergencies, including utilities, transport companies, telecommunications, and other infrastructure providers.
- **COMAH (Control of Major Accident Hazards)** – Sites handling large quantities of hazardous chemicals or substances requiring special safety plans.
- **CRMP (Community Risk Management Plan)** – A strategic document outlining how fire and rescue services assess and manage community risks.
- **DIRFT (Daventry International Rail Freight Terminal)** – Major rail freight terminal located in Northamptonshire.
- **FRS (Fire and Rescue Service)** – The organisation providing firefighting, rescue, and prevention services.
- **FRA (Fire and Rescue Authority)** – Responsible body for governing and overseeing the provision of fire and rescue services.
- **HFSV (Home Fire Safety Visit)** – Visits carried out by the fire service to advise residents on fire safety in the home.
- **HMICFRS (His Majesty's Inspectorate of Constabulary and Fire & Rescue Services)** – Independent body assessing the efficiency and effectiveness of police and fire services.
- **ICS (Integrated Care System)** – A partnership bringing together health and care organisations to improve public health outcomes.
- **IMD (Index of Multiple Deprivation)** – Official measure of relative deprivation for neighbourhood areas in England.
- **JESIP (Joint Emergency Services Interoperability Principles)** – Guidelines promoting coordinated response among emergency services.
- **JOL (Joint Operational Learning)** – Framework for shared learning among emergency services.
- **JOT (Joint Operations Team)** – Integrated team involving multiple emergency services, coordinating joint planning and operational response.
- **JSNA (Joint Strategic Needs Assessment)** – Collaborative assessments of health and social care needs to improve community outcomes.
- **KSI (Killed or Seriously Injured)** – Standard term used in road safety to categorise serious accidents.
- **LAP (Local Area Profile)** – Detailed demographic and health data used by local authorities to inform service provision.
- **LRF (Local Resilience Forum)** – Multi-agency partnerships preparing for and managing local emergencies.
- **LSOA (Lower Super Output Area)** – Geographic areas used for reporting statistical data in England.

- **MTFP (Medium Term Financial Plan)** – A financial forecast outlining expected income and expenditure over multiple years.
- **NFCC (National Fire Chiefs Council)** – Representative body supporting fire and rescue services in policy and practice improvement.
- **NFRS (Northamptonshire Fire and Rescue Service)** – The fire and rescue service for Northamptonshire county.
- **NOG (National Operational Guidance)** – Best practice guidance for operational activities within fire services.
- **NOL (National Operational Learning)** – Framework capturing operational lessons learned nationally within fire services.
- **NRR (National Risk Register)** – Government publication assessing the risks facing the UK.
- **NSAB (Northamptonshire Safeguarding Adult Board)** – Multi-agency partnership ensuring protection of vulnerable adults.
- **NSCP (Northamptonshire Safeguarding Children Partnership)** – Partnership focused on protecting and safeguarding children.
- **NWSF (National Water Safety Forum)** – Organisation focused on reducing water-related incidents.
- **ONS (Office for National Statistics)** – UK's largest independent producer of official statistics.
- **OPFCC (Office of Police, Fire and Crime Commissioner)** – Elected official's office overseeing police and fire service governance.
- **PESTLE Analysis** – Framework used to assess external factors affecting organisations (Political, Economic, Societal, Technological, Legal, Environmental).
- **PFCC (Police, Fire and Crime Commissioner)** – Elected official responsible for governing local police and fire services.
- **PORIS (Provision of Operational Risk Information System)** – Database of premises/sites holding information relevant to operational risk for firefighters.
- **RBIP (Risk Based Inspection Programme)** – Scheduled inspections of premises based on assessed risk levels.
- **RTC (Road Traffic Collision)** – Traffic incidents involving vehicles, potentially requiring rescue operations.
- **SAR (Strategic Assessment of Risk)** – Document assessing current and future risks affecting the local area.
- **SOR (Standards of Response)** – Performance standards detailing expected response times and resource deployment.
- **STATS19** – Road accident data collected by UK police forces.

IMAGES AND GRAPHS WITHIN OUR RISK ASSESSMENT

- Map of Northamptonshire showing locations of our stations – page 2 and 10
- Age demographics in Northamptonshire – page 7
- Summary of over 70 population in Northamptonshire – page 7
- Map of Northamptonshire summarising deprivation – page 8
- Map of Northamptonshire summarising flooding incidents – page 9
- Summary of our decision-making process – page 12 and page 13
- OPFCC plan on a page – page 14
- Community Risk Register – page 24
- Graph displaying incidents attended since 2020 – page 27
- Overall demand for NFRS – page 27
- Core spending power 2025/26 – page 30
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- Rescue or evacuation from water – page 46
- RTC Risk to life – page 47
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- Haz mat – spills and leaks - page 49
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- Primary fires in other residential buildings – page 53
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- Fires at wastefills/wasteland – page 56
- Fires in road vehicles – page 57
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