



# Strategic Risk Assessment

Isle of Wight Fire and Rescue Service

2019-2020

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## **Foreword**

Isle of Wight Fire and Rescue Service (IWFRS) understands the need to respond to change within the Service, coupled with the importance of identifying and responding to risk.

As we move towards a new Combined Fire Authority, with the unknown impacts of Brexit, our ability to identify risks and monitor our performance has grown in importance in addition to our planning and operational work.

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

## **Executive Summary**

The purpose of this document is to identify and record the significant risks that are present within the Isle of Wight. The document includes fire service incident response, its preventative work and areas of activity that the modern fire service is now adopting. The document will highlight risks and the rationale but will not offer suggestions of how we reduce risk or eliminate it. By understanding the nature of these risks and how members of the communities we serve, and our staff, may be harmed by them, IWFRS is better placed to ensure that suitable measures for mitigation are in place.

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

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

# Key Findings

## 1. Ageing Population

The main findings of this SAOR identify that our communities are changing. People are living longer (example: over 85 population expected to increase 23.6% by 2026); leading to changes to physical wellbeing, mental health and to the increased potential for social isolation. Indeed, it is widely recognised that those most in need are often those who are the most difficult to reach. To address this, the Service is developing the way that we deliver our prevention services, to ensure that effective, integrated ways of working with our partners takes place on an individual level.

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

## 2. Climate Change and Adverse Weather

The Met Office predicted impact of climate change has estimated (as soon as 2030) that on average, summer periods may become drier. This may lead to an increase in those most vulnerable from adverse heat conditions (dehydration).

Drier summer conditions may lead to increased risk of grass and heathland fires in open areas.<sup>1</sup> In the last two years, open fire incidents have followed this predicted pattern and increased in periods of dry warmer conditions. In recent years the Met office have reported varying extremes of weather patterns, notably flooding. Seasonal rainfall over winter is expected to increase, which may increase the risk of flooding.

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

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

## 3. Financial and Planning Awareness Needs

The IWFRS is part of a wider unitary authority, which presents a range of significant financial challenges to the service:

It must compete for capital resources against other services that have both a high need and high priority (roads, schools, social care, etc).

There is limited opportunity to bid for additional revenue resources, either to meet service needs or for service improvements as most new funding will be directed towards pressure areas such as social care and education.

The agreed Combined Fire Authority (CFA) with Hampshire Fire Authority will improve the economic, efficiency and financial sustainability for IWFRS from 2021 and provide a financial benefit to both authorities and the residents of the Isle of Wight.

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<sup>1</sup> [https://www.metoffice.gov.uk/binaries/content/assets/metofficegovuk/pdf/weather/learn-about/climate/cop/dangerous\\_climate\\_thresholds\\_final\\_v1.0.pdf](https://www.metoffice.gov.uk/binaries/content/assets/metofficegovuk/pdf/weather/learn-about/climate/cop/dangerous_climate_thresholds_final_v1.0.pdf)

Due to the delay in combination originally proposed from April 2020 to April 2021, will see possible budgetary reductions in the first year of the new IRMP. These are currently under discussion and it is unclear to what extent at time of publication.

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

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

Alongside the financial management training, members of the Financial Management Team (FMT) attend regular update meetings that provide support to budget holders and to all projects within IWFRS. This is key to building relationships and trust within the Service.

- **Continue to focus our efforts on effective and efficient financial management.**

#### **4. Brexit (issue or partnership concerns)**

Given the significant uncertainty and the complexity around our exiting of the European Union, it is very difficult to have a clear determination of the key strategic issues facing the Service after Brexit. However, there are various potential impacts on the United Kingdom. For example, in a worst-case scenario showing the potential of significant delays at Ports (specifically Portsmouth International Port) resulting in associated traffic congestion.

IWFRS along with partners in the HLOWLRF continue to plan for appropriate reduction to this risk with clearly identified strategic aims to ensure continued service delivery. This specifically includes the risk of being able to maintain emergency response cover to impacted communities of the Isle of Wight.

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

#### **5. IWFRS Workforce**

##### **5.1 On Call**

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

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

Ongoing work is required in the establishment of the new fitness assessment process within the Service and should be monitored to ensure availability for duty is not negatively impacted by process rather than staff fitness.

Further research should be undertaken to review and understand more behind the dynamics of Freshwater and Shanklin stations (i.e. local employers, industry type, geography, age/residential area v's eligible age/employment area) as they maintain the highest averages (96.7% and 95.2% respectively) of availability over 5 years in contrast to the nearest station of Yarmouth (52.3%). Organisational learning could assist with other stations to increase availability or support local employers or residents for recruitment purposes. This could include a review of increasing female on-call staff to change the dynamic to the island.

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

## **5.2 Diverse Workforce**

Our current workforce is predominately white males (92%) with females accounting for (8%). The Service recognises that it must both reflect the makeup of the community it serves and sensitively engage with it to ensure effective and consistent delivery of services. Despite a proportionally balanced workforce to the diversity of the Island's population more widely, this has remained an area of continued development for the Service owing to the historic or perceived lack of Asian and Black Minority Ethnic groups to draw from.

New data has now revealed a fresh opportunity due to recent increases within the BAME population on the island. It should be noted that it remains unclear of the age groups influencing the increase at this stage but should be considered for further research. If not undertaken, this may present a reputational risk to the Service, but re-emphasises the opportunity for the Service to develop more creative approaches to recruitment of staff.

- ***Continue our attempts to employ a diverse workforce.***

***Please refer to sections 3.2 and 3.4 for further information.***

## **6. Critical Response Times (10/80)**

Critical response times have increased in 2018/19 which has reduced our ability to reach the target of 10/80. In 2018/19, a notable increase at Newport Fire Station's critical response time was due to reduced crewing at other island stations and the geographical location of the incidents.

This begins to illustrate the hidden but practical considerations of an island community for our workforce. A partial commuting workforce to the mainland, in addition, to work commitments for some on-call fire fighters, where contracts and work can take them outside of station catchment areas, can influence and reduce the availability of on-call staff. This directly impacts the opportunity to maintain our on-call availability on the island and meet our response standards in a consistent manner.

With future consideration for the new Combined Fire Authority (CFA), as response standard times differ, with the above-mentioned island on-call challenges, a review of response standards and the impact to Service performance/management would be prudent. This also creates a new risk to performance data, and the ability to view in a uniform holistic manner.

- **Review impact of CFA response standards for Isle of Wight (critical and non-critical) and Hampshire.**

## 7. HMICFRS

In 2018, IWFRS was inspected for the first time by HMICFRS. In December 2018, HMICFRS reported the following assessment of IWFRS:

*Effectiveness (How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?):*

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

*Efficiency (How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?)*

- Rating: Good

*People (How well does the fire and rescue service look after its people?)*

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

In responding to the HMICFRS inspection report we have considered every element of their findings carefully. An Action Plan has been developed which focusses on the 'Cause for Concern' as well as the 'Areas for Improvement' giving our analysis and what we intend to do about the issues raised. Progress against the action plan is regularly monitored and is also reported to HFRA's Standards & Governance Committee.

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

Although these have not been presented as risks by HMICFRS, they could become risks to the Service if not addressed. Either by their impact to the Service or community, or reputational damage within the Fire and Rescue community.

**Please refer to the joint HFRS and IWFRS plan HMICFRS for agreed actions (and progress against them) in response to these areas.**

<https://www.hantsfire.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=88099>

## 8. Operational Incidents

### 8.1 Accidental Dwelling Fires

Accidental dwelling fires remain a risk to the Service, this is due to the increasing trend over the five years.

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

## **8.2 Deliberate Fires**

The trend over the four-years is an increasing one for Isle of Wight and nationally. As grass and refuse fires fall into this incident category, the increase can be attributed to warmer weather conditions. Due to the increased fire risk and the additional demand it places on our resources, the cause of these increase should be investigated.

- ***Review of deliberate secondary fires, potential impacts to Service resources and communities.***

## **8.3 False Alarms**

False alarms have decreased in 2018/19 compared to the previous year. Although there is no risk to life, it does impact our resources and remains our highest incident type within the Service.

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

## **8.4 RTCs**

Road Traffic Collisions (RTCs) have increased year-on-year since 2016/17. Our roads are getting busier and RTCs frequently lead to devastating, life changing consequences. This is reflected both nationally and locally with our Blue Light Partner agencies such as Isle of Wight Constabulary and Isle of Wight Ambulance Service.

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

## **8.5 Special Service Incidents**

The trend for Special Service Calls over the five-years is an increasing one. Due to data limitations it is not possible to analysis the type of incidents.

- ***Review of SSC incident data to be able to analysis the increase.***

## **8.6 Safe and Well Visits**

Owing to operational and crewing pressures capacity to deliver Safe and Well visits has reduced by 31% (214 reduction) in 2018/19. It is essential that resources and capacity is reviewed in 2019/20 to maintain prevention activities and achieve targets.

- ***Review of resource and capacity to conduct Safe and Well visits.***

## **Background**

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

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

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

This report is based on data covering the period 1 April 2014 to 31 March 2019 and investigates both external and internal influences of risk to the island and identifies both challenges to our organisation and those of the service we provide.

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

## **1. Our Vision**

### **1.1 IWFRS Service Plan Aims**

The corporate vision sets the direction of travel in achieving our objectives of making the Isle of Wight safer. We focus our resources on these areas and use them to develop and deliver the activities we set out in our Integrated Risk Management Plan 2014 – 2020:

- A high performing, low cost and valued organisation that contributes to making the Island a safe place.
- An employer of choice, providing career opportunities with a motivated workforce who are competent and confident, healthy and safe, and who are representative of the community.
- Managing our resources based on risk analysis, matching resources to need and providing a balanced level of emergency response across the island.
- Ensuring that we are sufficiently resilient to be able to provide an emergency response under all reasonably foreseeable circumstances.

These will change in April 2021 as we work towards a Combined Fire Authority with Hampshire.

## **2. Our Responsibilities**

The provision of the Fire and Rescue Service on the Island is the responsibility of the Isle of Wight Council as the Fire and Rescue Authority. This responsibility includes ensuring that the duties as laid out in the Fire and Rescue Services Act (2004). It is legally required to enforce fire safety legislation and to reduce the risk of fire causing death, serious injury and property related losses to the community. It must also make provision for rescuing people in the event of road traffic collisions and for protecting people from serious harm arising from road traffic collisions on the island. The IWFRS is legally responsible for the enforcement of the Regulatory Reform 2005 (Fire Safety) Order which is applicable across England and Wales. This Order places the responsibility on individuals within an organisation to carry out risk assessments to identify, manage and reduce the risk of fire within public and commercial buildings.

The Isle of Wight Fire and Rescue Service is part of the Isle of Wight Council. The Chief Fire Officer, who is also the Chief Fire Officer for Hampshire Fire and Rescue Service, is responsible for delivering the fire and rescue service on behalf of the Council.

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

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

Their inspection in 20 **the joint HFRS and IWFRS plan HMICFRS** 18 assessed how effectively and efficiently Isle of Wight Fire and Rescue Service prevents and protects the public against and responds to fires and other emergencies. It also assessed how well it looks after the people who work for the Service. IWFRS, like other Fire and Rescue Services inspected in the last two years, had a responsibility to produce an action plan to respond to the findings from the HMICFRS inspection. A joint HFRS and IWFRS action plan was produced in March 2019, is publicly available, and is regularly monitored and reported on, including to the HFRA Standards & Governance Committee<sup>2</sup>.

## **2.2 How we identify risk**

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

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

The Strategic Assessment underpins our corporate planning process and aims to strengthen our Integrated Risk Management Plan (IRMP), which we have a statutory duty to provide.

Whilst the IRMP summarises how, through planning, we consider fire and rescue related dangers that could affect our communities and how we aim to address them, the Strategic Assessment provides context and detail to these risks, to assist our organisational planning process.

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

## **3. Isle of Wight: About our county**

The Isle of Wight is a county and the largest and second most populated island in England. It is in the English Channel, about four miles off the coast of Hampshire and is separated by

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<sup>2</sup> <https://www.hantsfire.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=88099>

the Solent. The Isle of Wight is diamond-shaped and extends 22.5 miles (36 km) from east to west and 13.5 miles (22 km) from north to south.

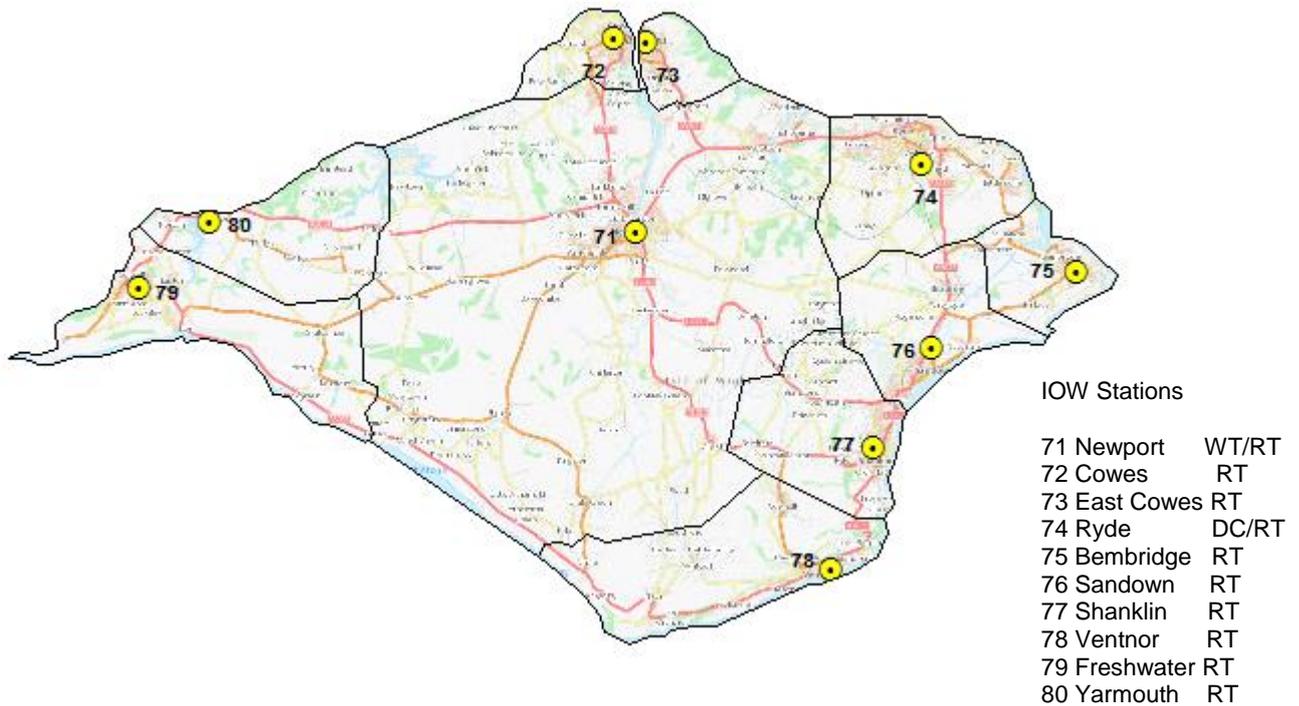


Figure 1 Map illustrates the Isle of Wight.

Newport, the largest county town by population (17,200), is the administrative centre, and is home to the Isle of Wight Council, St. Mary's Hospital, courts and headquarters of the emergency services.

The Isle of Wight has 39 Electoral Wards served by 40 Councillors (Brading, St Helens and Bembridge has two Councillors). At the last election of the Isle of Wight Council, in May 2017, 25 Conservative members were returned, and these form the ruling group. In addition, there are 25 Parish and 8 Town councils.

There is a population of 139,000. This can almost double during the height of the summer season by visitors to the island, causing large volumes of vehicles on the roads. The number of people over 65 is increasing and numbers of younger people decreasing. The main towns are Newport and Ryde and the Island includes 13 super output areas which rank in the top 20 per cent of deprived areas.

The Isle of Wight council is a unitary authority providing services of a county and district council to its residents and businesses. It is also home to the maximum-security Prison HMP Parkhurst. HMP Isle of Wight's present role is a category B male training prison. The prison holds approximately 1100 prisoners on two sites with a central administration, with a prison population of 1,047 as at 31 March 2019.<sup>3</sup> Originally a military hospital, Parkhurst became a prison in 1863, holding young male prisoners.

<sup>3</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/796904/population-31-march-2019.ods](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/796904/population-31-march-2019.ods)

The Island is a popular holiday destination and along with the Isle of Wight festival and other events during the summer months the population of the Island increases significantly. It is estimated 2.34 million people visited the Island between April 2018 to March 2019<sup>4</sup>. Isle of Wight is rich in history with Queen Victoria’s much-loved summer residence and final home Osborne House at East Cowes . It has well-conserved wildlife and some of the richest cliffs and quarries for dinosaur fossils in Europe.

### 3.1 Transport Infrastructure

Being an Island, transport across the Solent for businesses, tourism and commuting relies on regular scheduled ferry crossings. Therefore, any disruption to Wightlink, Red Funnel and Hovertravel services could have a significant effect on the economy of the island, business confidence and reputation. This will also impact on HFRS if they are needed to support a major incident on the Island.

The most obvious disruption would be from a severe fire at any of the car ferry terminals at Yarmouth, Fishbourne and East Cowes although other incident types such as a hazmat could cause disruption. Passenger services running from Ryde pier, Ryde Esplanade and Cowes would be affected to a lesser degree. There may also be short term effects from incidents within harbours at Ryde, Cowes and Yarmouth. This may take the form of boat fires or environmental pollution.

Some Islanders, students and tourists rely on the bus service run by Southern Vectis. Overnight storage of vehicles is split between the Nelson Rd bus depot and Mountjoy-Cemetery Hill Newport. A major fire particularly at the Nelson Rd Depot where buses are densely packed could have a significant effect on the scheduled bus service on the island.

Islandline provide a train service from Shanklin to Ryde along a single-track rail. The Service has attended incidents involving trains albeit on an infrequent basis, however a recent fire involving a train parked at the pier head has highlighted the risk to the line, stations and pier if the incident escalated.

### 3.2 Population, Demographics & Geographic’s of Isle of Wight

The usual resident population for Isle of Wight according to the 2011 Census was 138,400, this shows a growth in population of 4.1% or 5,475 people since the last Census in 2001.

The population of the Isle of Wight is set to increase (2017 onwards) from 140,984 to 146,233 by 2026, according to ONS population forecasts.

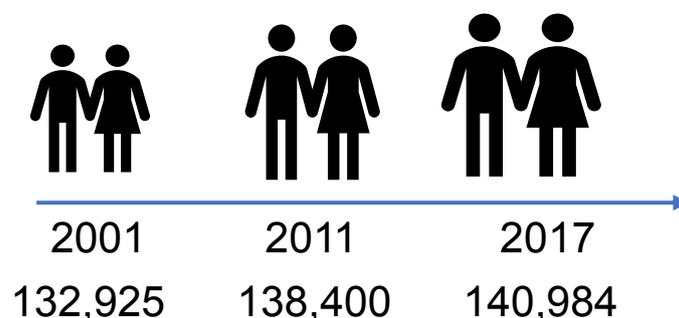


Figure 2 Population growth for the Isle of Wight from 2001 to 2017.

<sup>4</sup> <https://visitwightpro.com/wp-content/uploads/2019/06/Q1-2019-page-1-dashboard.pdf>

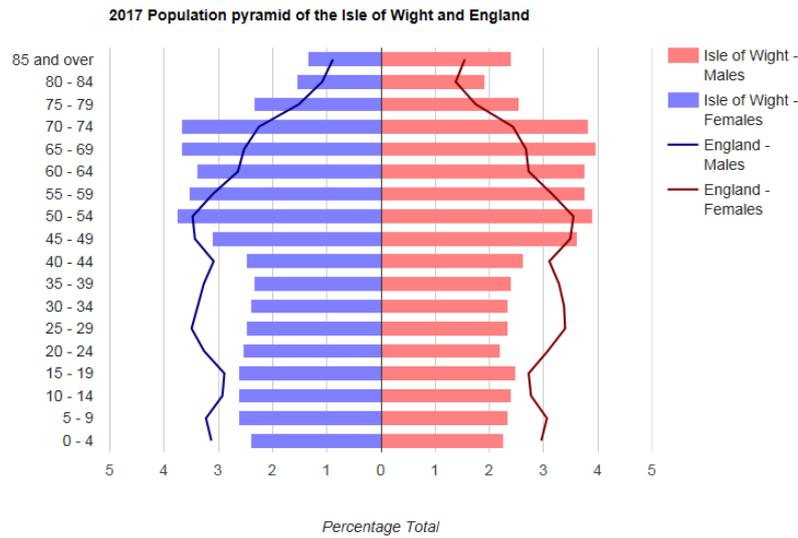


Figure 3 2017 Population pyramid of the Isle of Wight and England

Over 1 in 4 (27.3%) is older than 65. This is the 17<sup>th</sup> highest level of any local authority in England and Wales. The percentage of Island residents aged 15 is 14.7% against a national level of 18%.

There are 71,290 residential properties on the Isle of Wight. Around 1 in 6 (16.5%) of all households are occupied by a single person aged 65 or over. This was the 18<sup>th</sup> highest rate for all the authorities in England and Wales.

For both genders, the 65 to 84 age group increase at broadly similar rates. However, there is a noticeable difference in the over 85 age group as females will increase by just over 11%, while for males the increase is just under 50%.

The increase in the Island’s population is being driven by the over-65 age group. This mirrors the national trend, but is exaggerated by both this group growing, and 15-64 group shrinking, which is not the case seen in regional and national data. The reason for the shrinkage is due to young people leaving for higher education and others for employment and career opportunities.

The increase in migration in the older age groups (45 to 74 in particular) is becoming more marked over time, with more than three times as many arriving on the island in 2017 than in 2012.

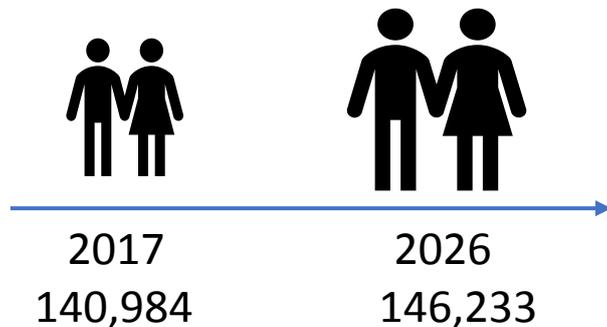


Figure 4 Population growth for the Isle of Wight for the period 2017 to 2026.

### 3.3 Population Forecasting<sup>5</sup>

Over the next 10 years, it is estimated that there will be a fall in the number of under 65s (-2,400/-2.4%) on the Isle of Wight. Meanwhile over the same period, the number of 65-85 years old will significantly increase (+6,800/+20.4%), with the most significant percentage increase in the over 85s (+1,250/+23.6%).

### 3.4 Cultural Diversity<sup>6</sup>

The overwhelming majority of the Isle of Wight in 2011 identified themselves as White-British (94.8%) however this has reduced by two percentage points from the 2001 Census (96.8%). There are signs of a diversifying population on the Isle of Wight, with the non-white ethnic population more than doubling from 1.3% in 2001 to 2.7% in 2011 (compared with an increase from 8.7% to 14.1% for England as a whole).

The largest increase in ethnic minority populations on the Isle of Wight between 2001 and 2011 identified themselves as 'Other Asian' with a small increase of 0.45 percentage points. 'Other Asian' refers to any Asian country other than India, Pakistan, China or Bangladesh.

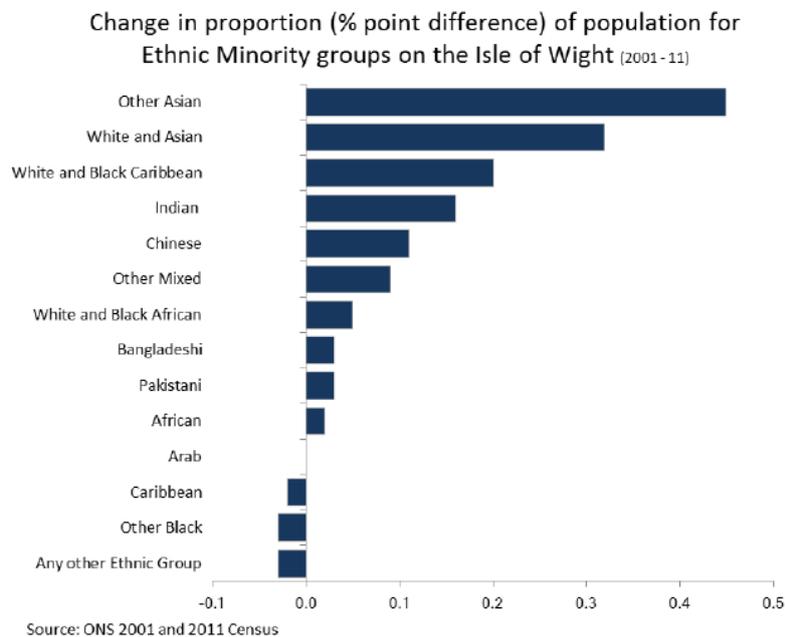


Figure 5 Change in proportion (% point difference) of population for Ethnic Minority groups on the Isle of Wight

IWFRS's current workforce is predominately white males (92%), most of these are frontline staff. Support staff are mainly female (63%) and male (37%). Most of the workforce identifies themselves as white British or Irish (87%). This represents the ethnicity spread across the Isle of Wight and is proportional to our current workforce. However, the Service recognises that it must both reflect the makeup of the community it serves and sensitively engage with it to ensure effective and consistent delivery of services. IWFRS are committed to recruitment of a diverse workforce and will therefore continue with a programme of activity in pursuit of this aim.

<sup>5</sup> Population and Demographics 2017/18 Factsheet - <https://www.iow.gov.uk/azservices/documents/2552-Isle-of-Wight-Demographic-and-Population-factsheet-2017-18-FINAL-SS.pdf>

<sup>6</sup> Equality and Diversity <https://www.iow.gov.uk/azservices/documents/2552-Equality-Diversity-Factsheet-Jan-2019-v2.pdf>

### 3.5 Ageing Population<sup>7</sup>

As noted above, the population of Isle of Wight is ageing with increases predicted mainly amongst the older age groups. The proportion of the 85 years and over population is expected to increase by 23.6% by 2026<sup>8</sup>. The proportions of dependent populations (both old and young) compared to working aged populations are also set to increase. The number of elderly people living alone in their own homes is also forecasted to increase over time.

### 3.7 Welfare and Deprivation<sup>9</sup>

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

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

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

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

Types of deprivation are often associated with each other, for example health combined with the influence of an individual's living environment and lifestyle choices can all add to vulnerability. These in turn can present hazards and risks that an individual may be susceptible to due to their circumstances.

The Isle of Wight is ranked 109 on the overall IMD scale, where 1 equals the most deprived. This is out of 326 local authorities. It represents a drop of 17 places from 2010 when the Island was ranked 126, which was a drop of eight places from 134 in 2007.

There are 13 Isle of Wight LSOAs within the 20% most deprived in England:

- **Ryde North East**
- Osborne North
- St John's West
- **Pan B**
- Pan A
- Ventnor East
- Mount Joy B
- Shanklin Central B
- Newport North B
- Ryde South East B
- Ryde North West B
- Lake North B

The first two listed (highlighted in red) are also within the 10% most deprived.

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<sup>7</sup> Population and Demographics 2017/18 Factsheet - <https://www.iow.gov.uk/azservices/documents/2552-Isle-of-Wight-Demographic-and-Population-factsheet-2017-18-FINAL-SS.pdf>

<sup>8</sup> <https://www.hants.gov.uk/landplanningandenvironment/facts-figures/population/estimates-forecasts>

<sup>9</sup> JSNA - The English Indices of Deprivation 2015 Isle of Wight Council

Of the 13 LSOAs listed above, most of them increased their ranking i.e. became relatively more deprived. Only the two starred LSOAs became relatively less deprived.

In the last indices in 2010, there were just five LSOAs in the 20% most deprived in England. They were the LSOAs in the first section above except Osborne North.

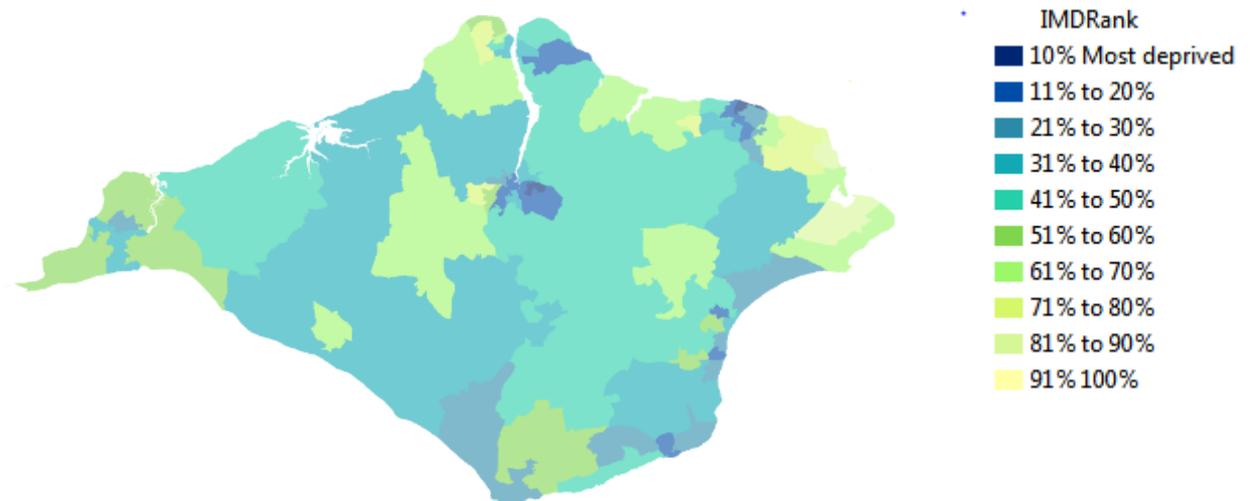


Figure 6 Map illustrates the IMD rank across the Isle of Wight.

### 3.8 Fuel Poverty

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

It is interesting to note that, in 2011, the Isle of Wight was only slightly above the national average for percentage of households in fuel poverty with 14.9% compared to the average of 14.6%. It was ranked 163rd out of 326 local authorities in England. However, it was the second highest local authority from the South East region.

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

The map below shows that the areas most affected by fuel poverty are the rural areas to the south and west of the Island, although nearly all the Island has at least 10% of the population affected by fuel poverty.

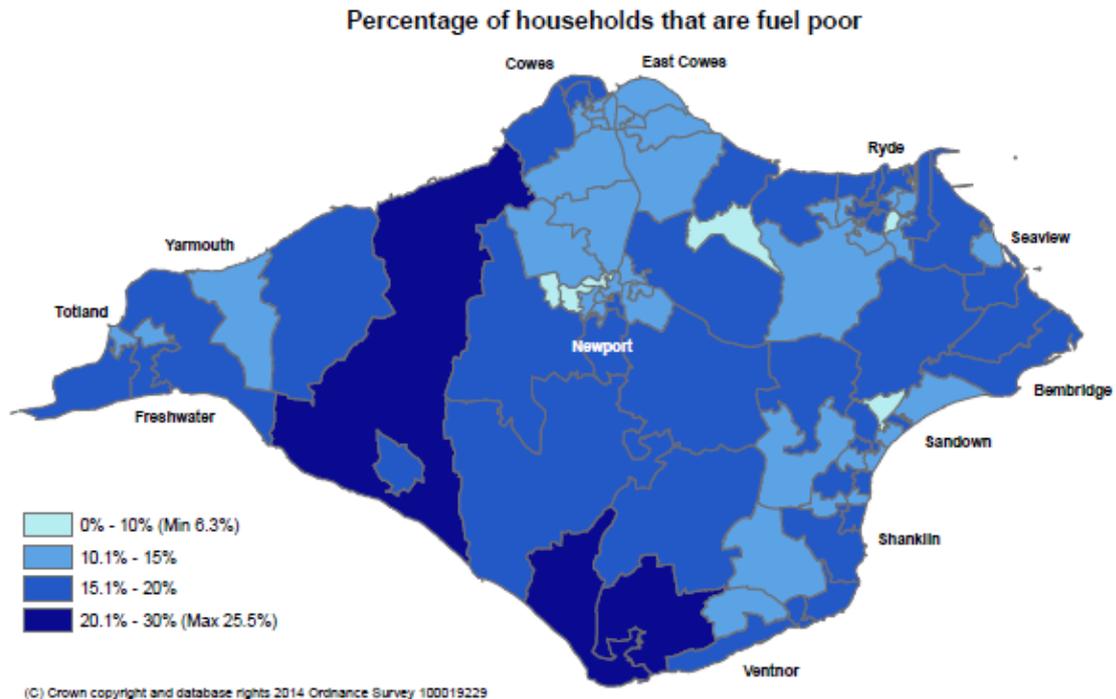


Figure 7 Percentage of households that are fuel poor.

Fuel poverty can lead to a range of adverse effects from health issues including a rise in winter deaths which may be attributed to people living in cold unheated homes, to an increase in fire risk from people using what are deemed to be unsafe forms of heating (which are often poorly manufactured) or from counterfeit electrical products. To mitigate this, IWFRS runs an annual winter safety campaign which aims to help those who are most vulnerable in our communities. Individuals who are deemed at high risk are offered free Safe and Well visits and through our continued work with our partners we run a variety of local campaigns designed to target these specific groups.

## 4. Operational Incidents and Initiatives

### 4.1 Fire-related Fatalities and Casualties

The preservation of life should be afforded the highest priority when looking at risk. Fortunately, the risk from dying in fires on the Isle of Wight remains very low with fatalities from fires usually averaging around one person per year with a few more sustaining injuries. National statistics show that members of the public are more likely to die if classed as vulnerable. This demographic includes older people particularly when living at home especially if linked to health problems. Dependency on drugs and alcohol are also factors which increase risk. There is also a strong link to deprivation.

Analysis of dwelling fires on the Island where fatalities have occurred has shown the victims are likely to be elderly, all three were over 65 years old. There is no common hour due to low figures, however two did occur at night. The source of ignition was only recorded in two of the three incidents. Both were recorded as heater/fire.

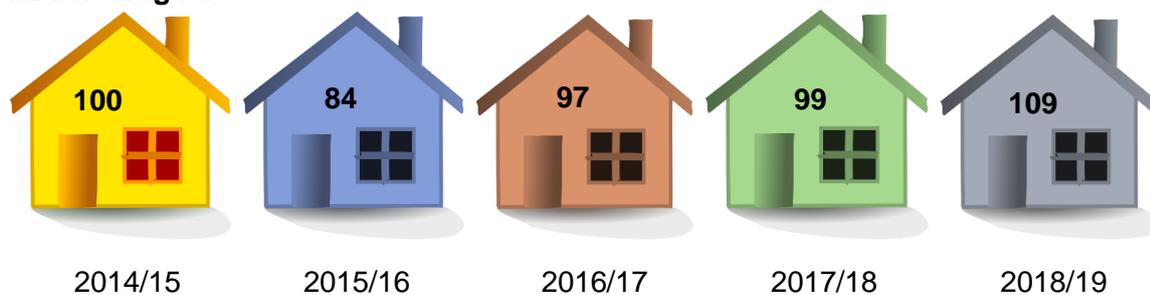
As well as needing to develop our own methods of collecting information about those most at risk, we do not yet have full access to information held by partner agencies that will support us in targeting our activity towards those most at risk of dying because of fire.

One of the corporate objectives aims is that 'vulnerable people are supported and protected' There is no certainty that fire deaths will occur in these locations although it is more likely to happen than in less vulnerable residences.

Fire fatalities are also more likely to occur when people are less alert i.e. while sleeping. Therefore, premises which may cater for vulnerable persons that provide facilities for sleeping must also be considered as risks.

Due to the low numbers of fire casualties it is impossible to do any meaningful analysis. Fire casualties provide a different picture of vulnerability, with two of the three being younger and middle-aged males. All casualties went to hospital with injuries thought to be serious, burns, physical or smoke inhalation. There is no primary cause for the fires as they range from cooking, gas and not known.

#### 4.2 Dwelling Fires



The trend for dwelling fires is an increasing one over the five-years. National figures have seen a decline over the four-years (2014-2018), but an increase in 2017/18. This, combined with the knowledge that fire fatalities and injuries are most likely to occur in domestic environments, make dwelling fires a significant risk. The increase in 2018/19 is due to an increase in cooking fires.

Current estimates put the number of dwellings on the Island at approximately 71,290. This number will increase as the population grows and structures of households change in the future. Some of the most serious fires that the Service attends occur in dwellings. The Service dedicates significant resources to reduce both the number and seriousness of these incidents

Dwelling fires over the five-years are most likely to occur early evening and involve cooking; this is linked to the fact a significant number of the population will be involved in cooking meals and are most likely to be injured. However, this is also a significant number of dwelling fires between 11:00 to 16:59.

#### 4.3 High Rises (Dwellings)

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

At the time of writing this report the Public Inquiry is still ongoing and phase 2<sup>10</sup> could be delayed until 2020. Police and Fire Services believe the fire started accidentally in a fridge freezer on the 4<sup>th</sup> floor. The rapid growth of the fire is thought to have been accelerated by the building's exterior cladding, which is of common type in widespread use.

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

From an Isle of Wight perspective IWFRS have undertaken an inspection programme of all high-rise premises that have been identified for inclusion via the National Fire Chief's Council. Inspectors have visited all 6 high-rise buildings on the Isle of Wight. Of these 6 buildings, one was found to have cladding, but was deemed little or no risk as the cladding was on the upper floors of the building.

#### 4.4 Fire in Non-Domestic Buildings



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

Although the number of incidents increased in 2018/19 compared to the previous year the trend for non-domestic building fires is showing a decline. This is in line with the national trend.

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

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

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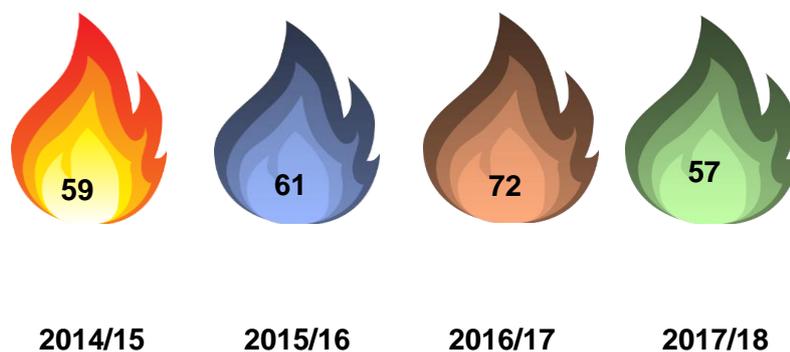
<sup>10</sup> Phase 2 - attention on the critical circumstances and decisions which enabled such a devastating event to occur.

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

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

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

#### 4.5 Deliberate Fires



Due to data limitations it has not been possible to include 2018/19 data, as the cause of fire was not recorded for this data period.

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

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

A deliberate primary is any fire started intentionally involving property and/or casualties and/or involves 5 or more appliances.

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

Deliberate fires have fluctuated over the four-year period. However, the trend over the four-years is showing an increasing one. 2017/18 saw a decrease in deliberate fires compared to the previous year. Most of these fires are outdoor fires, which can be partly attributed to the warmer weather conditions. National figures have increased year-on-year.

Most fires started deliberately are classified as secondary fires and count for about three quarters of all incidents over the four-years, an average of 40 a year.

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

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

#### 4.6 False Alarms

False Alarms are split into three categories as follows:

**FADA** – False Alarm Due to Apparatus

**FAGI** – False Alarm, Good Intent

**FAM** – False Alarm, Malicious

Unfortunately, due to data limitations it has not been possible to analysis the data to the level of false alarm types.

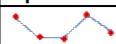
	2014/15	2015/16	2016/17	2017/18	2018/19	Sparkline
IOW False Alarms	652	611	608	658	622	
FRS England	215853	214373	223884	225967		

Figure 8 comparison of false alarms over the five-year period for IWFRS and FRS in England. The lowest and highest points are indicated by the sparkline. The figures for FRS England 2018/19 are not available yet.

The table shows the number of false alarms has fluctuated over the five-years. Over the five-years, half of the false alarms have occurred in non-domestic buildings. Most of the false alarms were to cooking/burnt toast; followed by other.

### Property Type

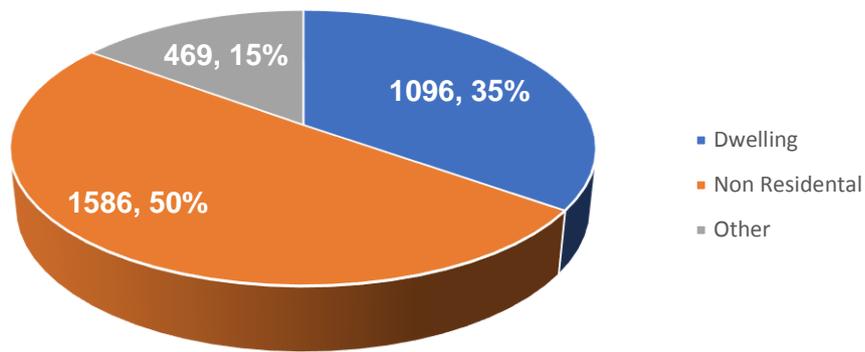


Figure 9 Type of property the false alarm occurred in over the five-years.

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

#### 4.7 Road Traffic Collisions (RTC)



The service attends some of the most serious road traffic collisions (RTCs) that occur on the Islands roads.

Analysis has shown that the number of RTCs have increased year-on-year since 2016/17. The national trends have remained broadly stable over the last four years (2014-2018); however, there were national increases in in 2015/16 and 2016/17.

Over the five years the busiest period for RTCs is between 08:00 to 18:59, with the peak hours being 15:00 to 18:59. RTC incident volumes peak in July to October and December through to March. January is the busiest month, whereas April is the quietest months.

The Service continues to report to the Community Safety Partnership (IOWCC), with partners in the Road Safety Forum, to deliver Road Safety education and preventative partnership working.

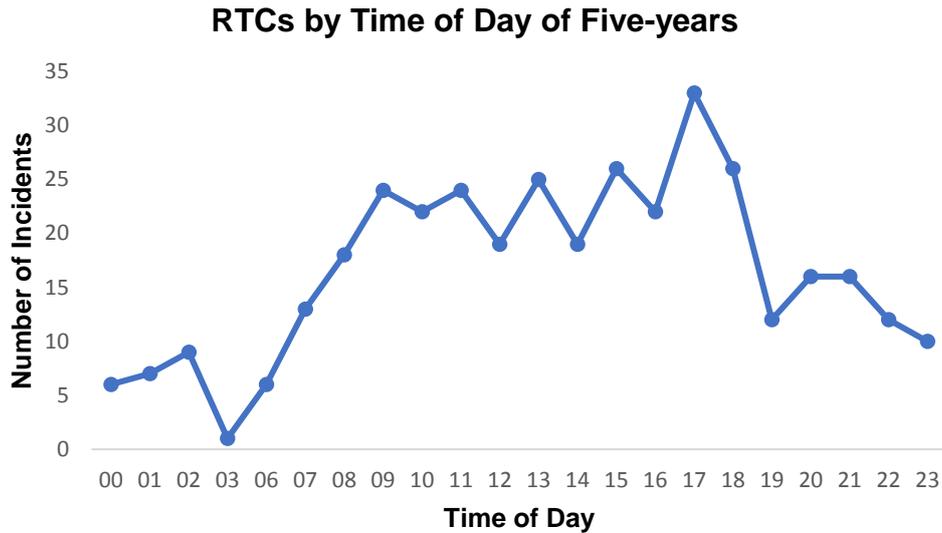


Figure 10 RTCs by time of day over the five-year period.

It has not been possible to analysis the location of these incidents, this is due to how the address has been recorded in IRS.

#### 4.8 Special Service Calls (SSC)

Special Service Calls (SSC) vary from the most serious and life-threatening non-fire calls, through to human and animal rescues, and the removal of objects from people, such as rings. Road traffic collisions fall within this call type; but owing to the often-serious nature of these incidents they are dealt with separately in this report (in section 4.7). Co-responder figures are included in this section.

The trend for SSCs over the five-year period is showing an increase in SSCs. The number of SSCs have increased in 2018/19 compared to the previous year. Nearly half of all SSCs incidents occurred in Freshwater station ground.

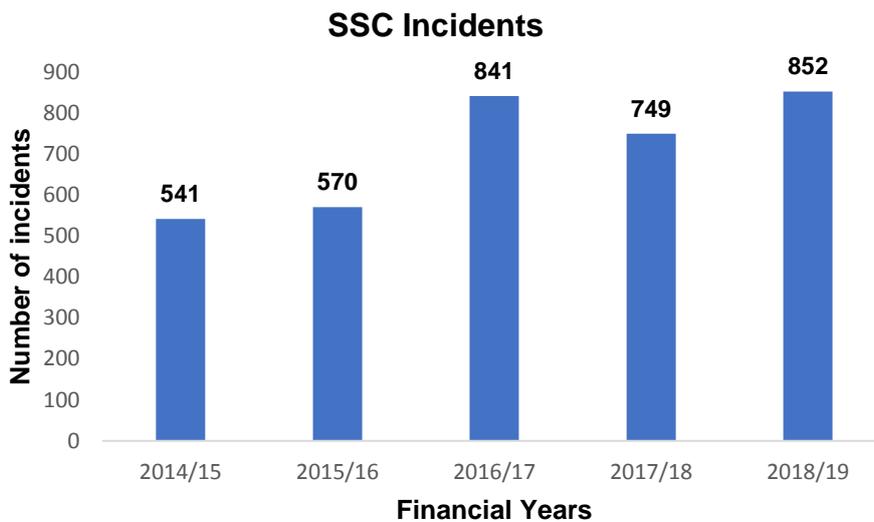


Figure 11 Comparison of SSC's over the 5-years within Isle of Wight.

Probably the most successful intervention about saving of human life has been seen by the work that the IWFRS has done in conjunction with Isle of Wight Ambulance Service in the co-responder scheme. Currently this is performed from two stations, Freshwater and Ventnor which are locations where the Ambulance Service struggle to meet its response standards. Although recently IWFRS co-responder calls have reduced there is on average at least one call per day. Attendance to co-responder calls is also a performance measure that the service is judged on.

Due to data limitations it is not possible to analysis the type of Special Service Calls, due to how the data has been extracted from IRS.

## 5. Response Times

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

Incident Type	Response	Within	Target
Critical incidents	1 <sup>st</sup> fire engine	10 minutes	80% of occasions
	2 <sup>nd</sup> fire engine	15 minutes	80% of occasions
All other incidents	1 <sup>st</sup> fire engine	20 minutes	95% of occasions

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

### Definitions:

**Critical incident (10/80)** – this response standard has been created to ensure that an appliance will be in attendance within 10 minutes (1<sup>st</sup> fire engine) and 15 minutes (2<sup>nd</sup> fire engine), 80% of the time, where there is risk to life or property.

**All other incidents (20/95)** – all other incidents are those where there is no apparent threat to life or major risk to property. We aspire to reach 95% of these incidents within 20 minutes.

### 5.1 Critical Response Time

Critical response has increased in 2018/19, this was mainly due to an increase from Newport fire station. Newport's critical response time has increased due to reduced crewing at other island stations and geographical location of incidents.

### Average Percentage of the First Engine Response for Isle of Wight to Critical Incidents

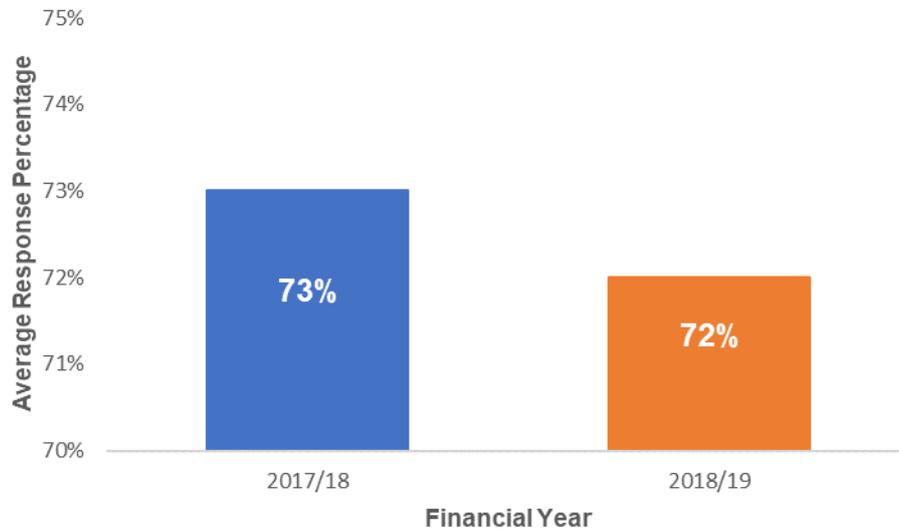


Figure 11 Comparison of the critical response percentage of the first appliance at scene for Isle of Wight

### Average First Engine Response by Group within Isle of Wight to Critical Incidents

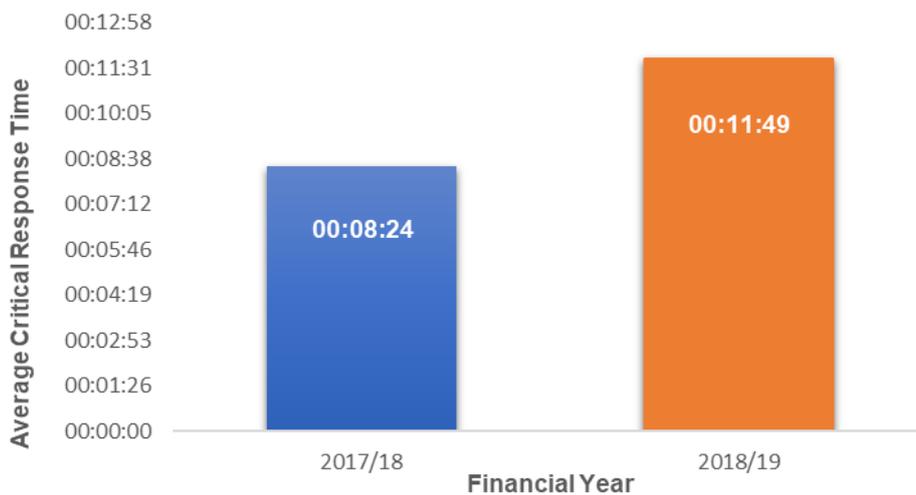


Figure 12 Comparison of the critical response time of the first appliance at scene for Isle of Wight. Which demonstrates response time has worsened from 8 minutes 24 seconds in 2017/18 to 11 minutes 49 seconds in 2018/19.

## Critical Attendance Times

Isle of Wight has a response target of attending critical incidents in 10 minutes on 80% of all occasions. The geographical make up of Isle of Wight and the risk profile varies between towns, villages and some remote rural areas.

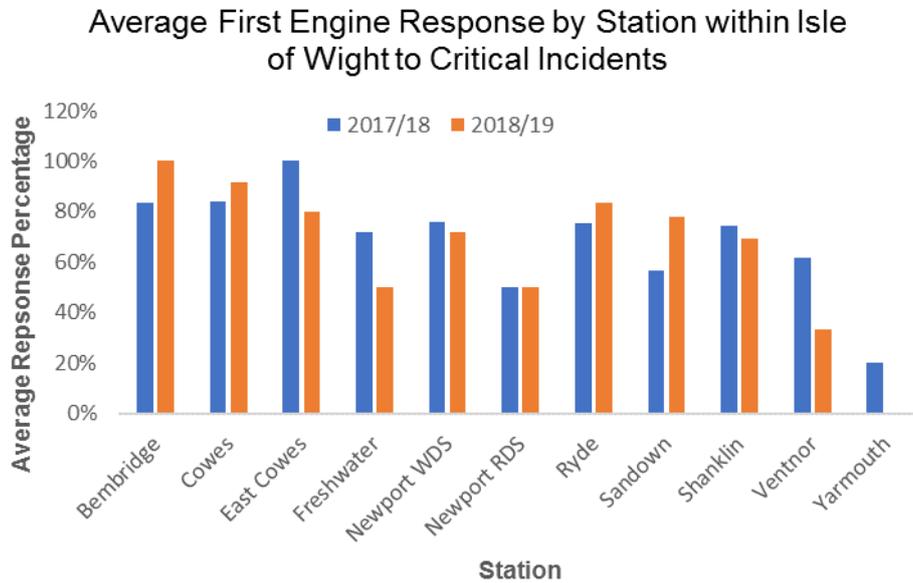


Figure 13 Comparison of critical response percentage by Station for the Isle of Wight

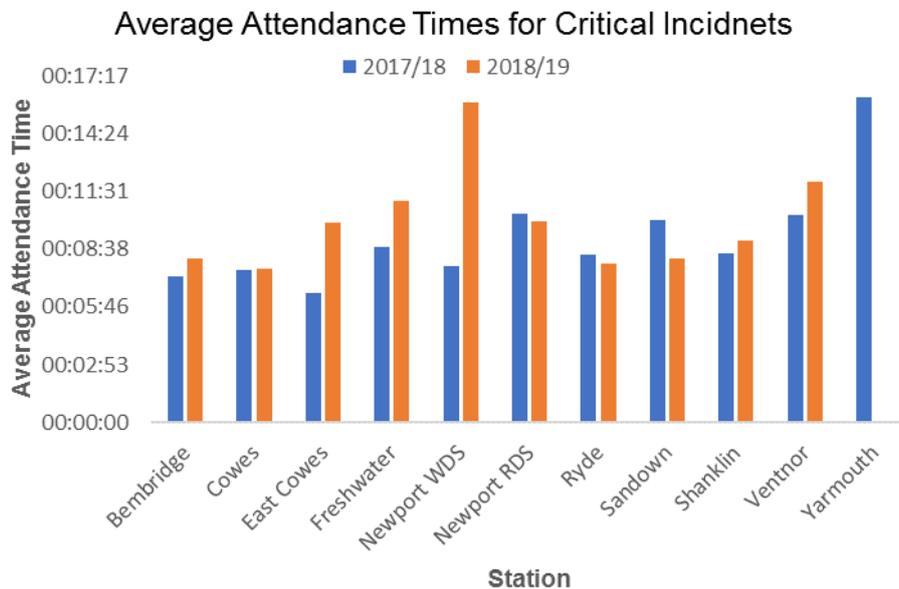


Figure 14 Average attendance times for critical incidents on the Isle of Wight by Station. There is no data for Yarmouth as they did not attend any critical incidents in 2018/19.

## 6. On-Call

The availability of on-call staff has fluctuated over the five years with 2016/17 seeing the best availability with 82.7%. The availability for 2018/19 has decreased overall compared to the previous year.

Freshwater station has repeatedly had the best availability over the five years, with an average availability of 96.7%. Shanklin station has also shown a steady increase with 95.2% availability in 2018/19. Yarmouth station had the lowest average availability over the five years with 52.3%.

In September 2015 crewing levels were changed from five riders to four for increased Island resilience and availability of retained appliances, including WDS crews second appliance.

IWFRS currently have 10 fire engines crewed by on-call firefighters, living within 6 minutes of their station and responding to a pager when required.

IWFRS recognises the issues regarding availability, particularly during the week day, when many of the staff are not within 6 minutes of their station due to the demands of their primary employment or personal lives.

In 2018/19 a new fitness assessment process was introduced which may have impacted availability for duty. Further work is required to establish this process within the Service.

What is clear is that on-call availability is consistent during the night and at weekends and that the existing staff are committed to being available for duty wherever possible<sup>11</sup>.

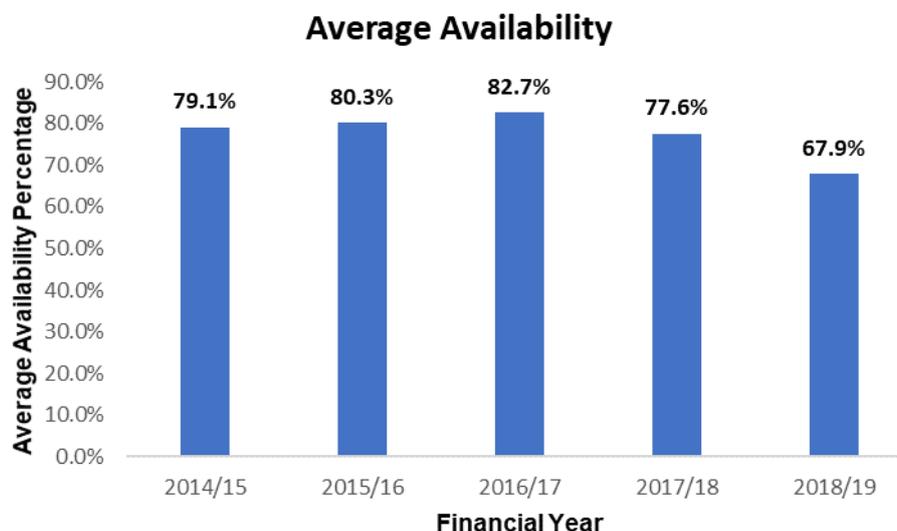


Figure 15 Average availability of IOW fire stations, over a five-year period.

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<sup>11</sup> Isle of Wight FRS Authority Integrated Risk Management Plan 2014/20

## Average Availability for Isle of Wight

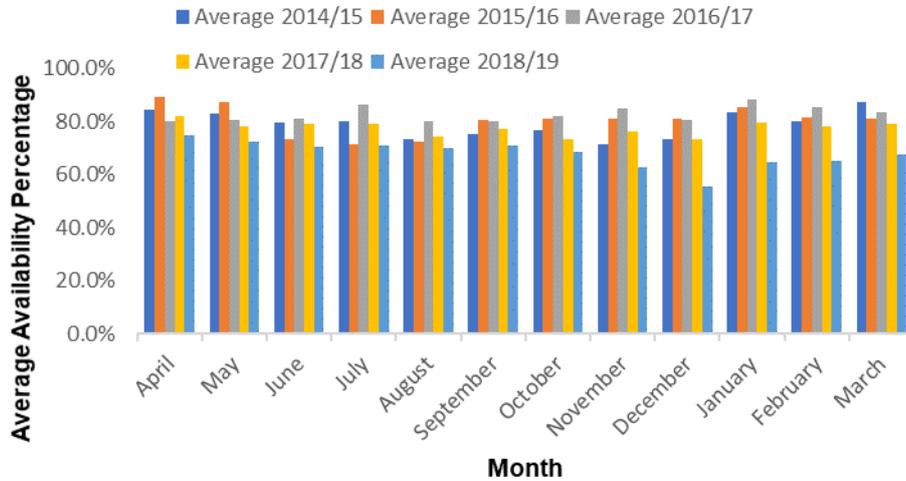


Figure 16 Average available by month over the five years.

## Availability

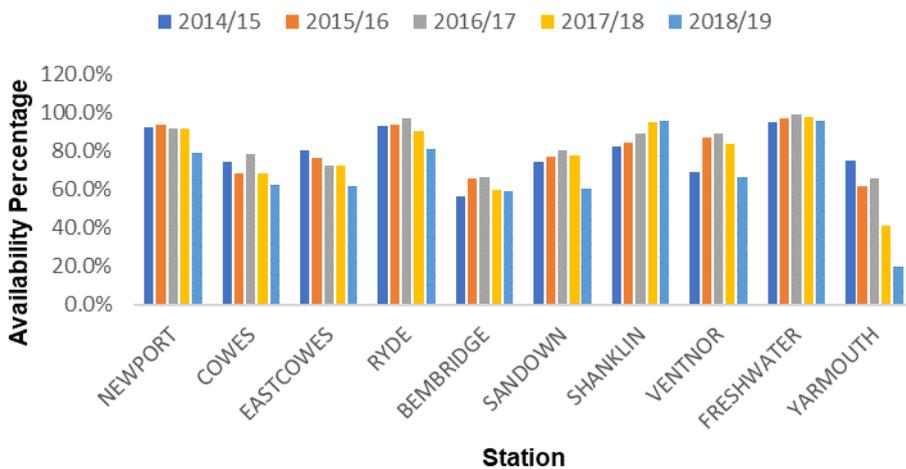


Figure 17 Average availability by station over the five years.

## 7. Community Safety (Prevention & Protection)

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

Our Aims are as follows:

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

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

A greater focus will be placed towards targeting our interventions towards those who require or are statically more likely to be a risk of injury or death of fire, RTC's and water related incidents. The locality risk profiles created using Joint Strategic Needs Assessment (JSNA) data, will help to guide us in determining upon where and whom to focus both our Safe and Well and our technical fire inspections.

Using data held by our partner Hampshire Fire & Rescue Service and that locally by IWFRS we can focus our interventions on those who are statically most at risk from death or injury from fire.

HFRS undertook a thematic review of fire death and injuries across both Hampshire and the Isle of Wight covering the period January 2016 to January 2018. Most of the cases were known to the local authority and 16 of the 26 cases had long-term care and support needs with long-term care and support in place. 50% of those injured or killed were known to be suffering from mental ill health.

We will adopt the factors identified through the review to use as our vulnerability criteria. This criterion will be used when assessing the fire risk of the referrals we receive.

### 7.1 Prevention - Safe & Well Visits

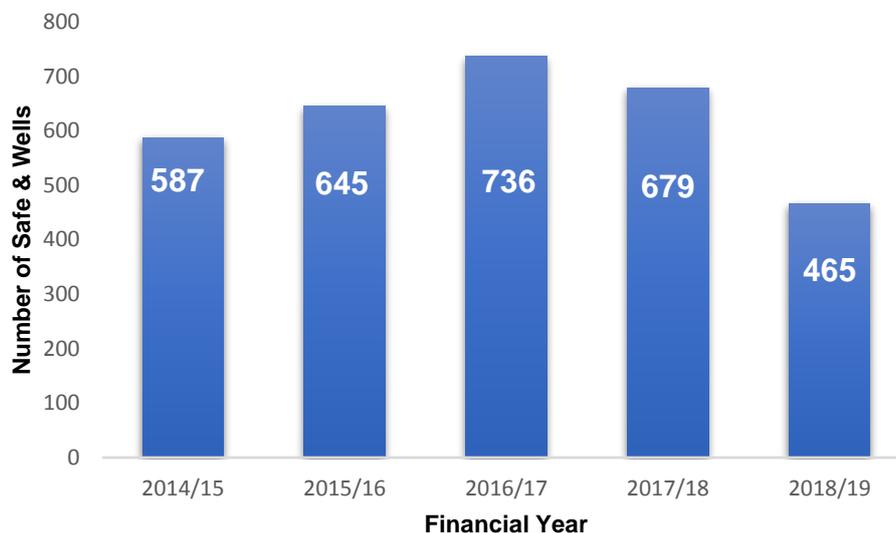


Figure 18 Comparison of safe and well visits on the Isle of Wight during the period 2017/18 and 2018/19.

The number of Safe and Well visits decreased between 2017/18 and 2018/19 by 214 (32%). The reason for the reduction in Safe and Well visits is due to: -

- Vulnerability criteria has been reviewed and an acceptance level must be met to qualify for a free S&W visit. Those who do not meet it are now signposted to HFRS Safe & Sound (these would have previously had a S&W).
- Regular change of Community Safety personnel.
- Operational and crewing pressures have reduced capacity to deliver during last year. Allocation of resources and review of capacity is being undertaken for 2019/20.
- Blue Lamp Trust used to complete S&W visits, but due to an issue with sharing the data they are no longer able record the number or pass on the Safe and Wells details. This has affected the numbers as it was estimated they were carrying out visits two days a week.

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

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

Local partnerships have been developed to increase the number of quality referrals from those organisations working with the most vulnerable people, such as social services, care providers, community care teams, O2 suppliers, and charities.

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

## 7.2 Protection

It is initially necessary to determine the level of risk in the premises in question. This will be determined by using numerous sources of information, data being just one source. This process will, on completion, help to formulate an inspection programme plan with the risk to relevant persons of prime concern to inspections.

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

	2015/16	2016/17	2017/18	2018/19
Building Regulations & Licencing Inspection	110	92	72	90
	80	93	70	37
Fire Safety Audit	155	196	110	59
Business Safety Visit	72	27	24	13
Alleged Fire Risk	4	5	8	7
Post Incident	0	1	2	1
Enforcement Notices	5	1	2	2
Prohibition Notices	0	1	1	0
Action Plans	2	4	4	4

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

IWFRS believe that certain types of business are more likely to experience commercial fires, the development of a data led Risk Based Inspection Programme (RBIP) is essential to factually identify the profiles of these businesses. This will allow us to proactively target these premises for fire prevention. The presence of a structure inspection programme will ensure efficiency and focus across the Community Safety team, in addition to providing confidence that we are directing our resources appropriately.

By sourcing Experian data, which will provide a risk rated list of local commercial premises using national data. The data criteria will consider the premises type most likely to experience a fire and the severity of the fire.

The data will consider the following

- Premises with large numbers of people have fires more frequently
- Businesses that file accounts showing possession of physical stock have 9 times as many fires - With more things to burn, especially if flammable, fires could be more likely
- Businesses that have registered with the Food Standards Agency (FSA) are have 22 times as many fires - This means that many premises that use kitchen and cooking equipment on site will be registered on FSA.

The Experian model we utilise has been used by several other fire and rescue services to develop their RBIP and as part of its validation has shown to give high risk rating to those who went on to have a fire.

When we have a list of those premises most likely to have a fire, we will apply an additional weighting to establish a severity rating. This will be based on sleeping risk and will be scored on the following criteria.

1. Sleeping, unfamiliar with the premises
2. Sleeping, familiar with premises
3. Non-sleeping, unfamiliar with the premises
4. Non-Sleeping, familiar with premises

We will use the local data we do hold to substantiate these findings.

In addition to the RBIP we will continue to work with the CCG which has provided the arena where we can together to compose a fluid risk rating on residential care premises. This profiling highlights those we need to prioritise for inspection. To enable similar spotlighting to be followed with other types of premises we are working towards developing a risk rating profile document with our other regulatory partners.<sup>12</sup>

## **8. External Influences (PESTEL Analysis)**

### **8.1 Political**

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

#### **8.1.1 Brexit**

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

- |                    |  |
|--------------------|--|
| 1. Borders         | -Sea Ports                             |
| 2. Borders         | -Airports                              |
| 3. Borders         | -Rail ports                            |
| 4. Borders         | -Road Networks                         |
| 5. Health          | -Seven individual Planning assumptions |
| 6. Social Care     | -Workforce / NHS Impacts               |
| 7. Food and Water  | -Supply chain                          |
| 8. Energy and Fuel | -Movement and supply chain             |
| 9. Business        | -Chamber of commerce focusing on SME's |

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<sup>12</sup> CS Risk Management Document

- 10. Law and Order
  - Traffic Congestion
  - Civil Contingencies
  - Increase in public protest / demonstration
  - Multiple demands for policing
  - Specific focus on Scotland and Northern Island
- 11. Community Tensions
- 12. Financial Services
  - Economic shock / value of pound.

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

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

### **8.1.2 Hampshire and Isle of Wight combined Service 2021**

HFRA and IWC have voted to create a Combined Fire Authority, this has also been ratified by the Government. They have consented to a Shadow Fire Authority to be formed in April 2020.

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

The new IRMP starting April 2020 is being produced as a joint document in preparation for the Combined Fire Authority that will cover the whole area for which it will become responsible.

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

### **8.2 Economic**

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

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

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

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

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

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

### **8.3 Social**

#### **8.3.1 Population**

The population across the Service area is set to increase. The population growth in Isle of Wight indicates growth projections of 5,249 (3.7%) between 2017 and 2026.

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

#### **8.3.2 Cultural Diversity**

The overriding picture is that Isle of Wight is homogeneous, with most residents identifying themselves as White-British. The Service recognised that it must both reflect the makeup of the community it serves and sensitively engage with it to ensure effective and consistent delivery of services.

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

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

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

### **8.3.3 Health and Wellbeing**

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

Obesity levels are also predicted to rise and along with dementia and age-related illnesses this will be one of the major health and social challenges facing national and local public health and social care services. A more frequent prevalence of obesity will also place further demand on wider local public services. There may be further risks from interlinked lifestyle issues, such as decreased mobility.

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

### **8.4 Technological**

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

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

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

### **8.5 Environment**

#### **8.5.1 Climate Change and Adverse Weather**

Events that are attributed to climate change continue to provide challenges for Fire and Rescue Services across the country. As global warming<sup>13</sup> continues the threat of prolonged periods of severe weather which may range from extremely wet winters that bring the risk of intense downpours, flash flooding and severe flood events to warmer drier summers which can bring the increased risk of drought and extreme heatwave events increases.

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<sup>13</sup> <https://www.metoffice.gov.uk/climate-guide/climate-change>

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

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

HIOWLRF provides the opportunity for agencies to identify potential risks, and produce emergency plans, to either prevent or mitigate the impact of any incident on their local communities. The risks identified by the HIOWLRF are assessed and documented in the Community Risk Register. The register provides a brief overview of significant risks based on local conditions, infrastructure and geography and assists the HIOWLRF to prioritise planning, facilitate training and organise exercises to ensure that adequate arrangements for responding to an emergency are in place and up to date.

### **8.5.2 Wildfires**

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

Over the four-year period the Service has attended 1 wildfire. A wildfire is classified as: -

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

The Forestry commission England have produced a report 'Wildfire Statistics for England 2009/10 to 2016/17'. The report provides analysis of all wildfire incidents attended by Fire and Rescue Services in England. Over the eight years Fire Services in England attended almost 260,000 wildfire incidents. The report has highlighted that the weather conditions are likely to have had a significant impact on wildfires in England. The increase in wildfire number and area burnt in 2010, 2011 and 2012 correlates with the drought of the same period in central, eastern and southern England and Wales as well as heat wave alerts.<sup>14</sup>

### **8.5.3 Flooding**

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

Coastal flooding was experienced in 2008 when tides rose above the sea walls in Cowes and Yarmouth which affected properties around the harbour. Other consequences as well as risk to life could be damage to roads, businesses, agricultural land and infrastructure such as

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<sup>14</sup> <https://www.gov.uk/government/publications/forestry-commission-england-wildfire-statistics-for-england-2009-10-to-2016-17>

sub stations and other utilities. Other essential services such as doctor's surgeries medical centres and emergency service premises such as police ambulance and fire stations could be affected.

Ryde Esplanade in Monkton Mead Brook/Simeon St Rec and the Strand area has experienced flooding affecting properties. Much work has been done by the Environment Agency in upgrading pumping facilities and telephone flood lines that proactively alert residents.

#### **8.5.4 Thatched Properties**

Isle of Wight is home to over 240 thatched dwellings and 25 thatched other buildings. Thatched properties bring their own specific fire risks and it is likely that thatch as a building material will continue to be popular locally. The Service has a proactive preventative approach to these properties and undertake regular safety campaigns.

#### **8.5.5 Solar Energy**

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

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

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

### **8.6 Legal**

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

#### **8.6.1 Grenfell**

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

#### **8.6.2 Information Management**

The Service operates to a wide range of legal requirements associated with information management. The General Data Protection Regulation (GDPR) is a regulation intended to strengthen and unify data protection for all individuals within the European Union (EU). The GDPR aims primarily to give control back to citizens and residents over their personal data and to simplify the regulatory environment for international business. The regulation became

enforceable from 25<sup>th</sup> May 2018. The Service has a robust framework for information governance that has been adapted to comply with these new regulations.

### **8.6.3 Health and Safety**

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

### **8.6.4 Business Continuity**

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

Our business continuity considerations encompass the whole Service so that all critical functions and activities are considered, not just those involving the emergency response aspect. Business continuity arrangements also must be taken into consideration with our partnership working such as;

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

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

## **9. Local Industry Risk**

The history of the Island is steeped in a varied assortment of industries: from boatbuilding and sail-making. The island played a large role in World War II due to observation stations and transmitters, as well as the RAF radar station at Ventnor.

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

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

occur, an older building may present a greater fire risk due to the way the building was constructed.

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

### **9.1 COMAH Sites**

Sites that store or use dangerous substances must have in place further processes to meet the regulations that aim to prevent or limit the consequence to people and the environment should an incident occur. Isle of Wight is home to 1 lower tier COMAH sites (The Control of Major Accident Hazards) which is Island Fuels.

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

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

### **9.2 Waste, Recycling and Scrap Sites**

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

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

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

To ensure that operational crews have detailed guidance for each different site, Site Specific Risk Information is gathered detailing the variety of risks unique to each individual location. Training is also undertaken to ensure familiarisation so that our crews are trained in operational preparedness should an incident occur.

### **9.3 Heritage Buildings and Buildings of Significant Interest**

There are almost 2,500 listed buildings on the Isle of Wight with a rich variety of architectural styles ranging from the simple vernacular cottages (built from local materials) to grand Regency town houses and not forgetting the Victorian splendour. Structures such as bridges, memorials, telephone kiosks and gravestones are also included under the term listed buildings as are buildings or structures within the curtilage of a listed building. Within the UK there are three categories of listed buildings;

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

Isle of Wight is home to 29 Grade I listed properties that are classified as exceptional interest. Furthermore, the county hosts 68 properties listed as Grade II\* and 1,962<sup>15</sup> listed as Grade II. This remarkable variety reveals the abundance of the county's history and contributes to the identity, vitality and economic life within Isle of Wight. The county's heritage sites are enjoyed by the tourists that visit Isle of Wight in their thousands on an annual basis and by the county's residents alike.

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

## **10. National & Regional Risks**

### **10.1 National Risk Assessment and National Risk Register**

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

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

- adverse weather conditions
- Pandemic influenza
- major coastal flooding
- loss of critical infrastructure (Water, Electricity & Gas)
- Industrial accidents

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<sup>15</sup> <https://britishlistedbuildings.co.uk/england/isle-of-wight#.XQdxlGdYaUm>

- ethical failure
- catastrophic terrorist attacks.

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

## **10.2 Hampshire and Isle of Wight Resilience Forum (HIOWLRF)**

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

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

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

HIOWLRF provides the opportunity for agencies to identify potential risks, and produce emergency plans, to either prevent or mitigate the impact of any incident on their local communities. The risks identified by the HIOWLRF are assessed and documented in the Community Risk Register. The register provides a brief overview of significant risks based on local conditions, infrastructure and geography and assists the HIOWLRF to prioritise planning, facilitate training and organise exercises to ensure that adequate arrangements for responding to an emergency are in place and up to date.

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

## **11.Terrorism**

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

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

Types of terrorism<sup>16</sup>:

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

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

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

- LOW means attack is unlikely
- MODERATE means an attack is possible, but not likely
- SUBSTANTIAL means an attack is strongly likely
- SEVERE means an attack is highly likely
- CRITICAL means an attack is expected imminently<sup>17</sup>

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

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

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<sup>16</sup> <https://www.mi5.gov.uk/terrorism>

<sup>17</sup> As defined by MI5 - <https://www.mi5.gov.uk/threat-levels>