

Public Document Pack

LANCASHIRE COMBINED FIRE AUTHORITY

PLANNING COMMITTEE

Monday, 25 November 2019 in Main Conference Room, Service Headquarters, Fulwood commencing at 10.00 am.

IF YOU HAVE ANY QUERIES REGARDING THE AGENDA PAPERS OR REQUIRE ANY FURTHER INFORMATION PLEASE INITIALLY CONTACT DIANE BROOKS ON TELEPHONE NUMBER PRESTON (01772) 866720 AND SHE WILL BE PLEASED TO ASSIST.

AGENDA

PART 1 (open to press and public)

Chairman's Announcement – Openness of Local Government Bodies Regulations 2014

Any persons present at the meeting may photograph, film or record the proceedings, during the public part of the agenda. Any member of the press and public who objects to being photographed, filmed or recorded should let it be known to the Chairman who will then instruct that those persons are not photographed, filmed or recorded.

1. APOLOGIES FOR ABSENCE

2. DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

Members are asked to consider any pecuniary and non-pecuniary interests they may have to disclose to the meeting in relation to matters under consideration on the agenda.

3. MINUTES OF PREVIOUS MEETING (Pages 1 - 12)

4. HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE AND RESCUE SERVICES (HMICFRS) UPDATE (Pages 13 - 16)

5. COLLABORATION UPDATE (Pages 17 - 20)

6. CONSULTATION STRATEGY (Pages 21 - 28)

7. URGENT BUSINESS

An item of business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chairman of the meeting is of the opinion that the item should be considered as a matter of urgency. Wherever possible, the Clerk should be given advance warning of any Member's intention to raise a matter under this heading.

8. DATE OF NEXT MEETING

Members are asked to consider moving the next scheduled meeting from 16 March 2020 to 10 February 2020 to enable timely consideration of the Annual Service Plan.

Further meetings are: scheduled for 13 July 2020
 proposed for 16 November 2020

9. EXCLUSION OF PRESS AND PUBLIC

The Committee is asked to consider whether, under Section 100A(4) of the Local Government Act 1972, they consider that the public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part 1 of Schedule 12A to the Local Government Act 1972, indicated under the heading to the item.

PART 2

10. URGENT BUSINESS (PART 2)

An item of business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chairman of the meeting is of the opinion that the item should be considered as a matter of urgency. Wherever possible, the Clerk should be given advance warning of any Member's intention to raise a matter under this heading.

LANCASHIRE COMBINED FIRE AUTHORITY

PLANNING COMMITTEE

Monday, 15 July 2019, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

MINUTES

PRESENT:

Councillors

M Parkinson (Chairman)
S Blackburn
I Brown
J Eaton
F Jackson (Vice-Chair)
H Khan
M Khan
T Martin
D O'Toole
J Shedwick

Officers

D Russel, Deputy Chief Fire Officer (LFRS)
B Norman, Acting Assistant Chief Fire Officer (LFRS)
J Keighley, Member Services Assistant (LFRS)

1/19 APOLOGIES FOR ABSENCE

None received.

2/19 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

3/19 MINUTES OF PREVIOUS MEETING

RESOLVED: - That the Minutes of the last meeting held on 18 March 2019 be confirmed as a correct record and signed by the Chairman.

4/19 HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE & RESCUE SERVICES (HMICFRS) - INSPECTION OF LANCASHIRE FIRE AND RESCUE SERVICE

Acting Assistant Chief Fire Officer Norman advised that the Lancashire Fire and Rescue Service's HMICFRS inspection report was published publicly in December 2018 where the Service was graded against the three core pillars of the inspection programme; efficiency, effectiveness and people.

LFRS was graded as 'good' overall for each of the three core pillars and 'good' against ten of the eleven sub-diagnostics, which formed each of the three core pillars.

LFRS was the only Service in the first tranche to receive an 'outstanding' grading for how we promote our culture and values.

The report highlighted our areas of best practice and no formal areas for improvement were received. The report did however guide the consideration of the following three areas:

- The Service should ensure that it had allocated sufficient resources to a prioritised and risk-based inspection programme;
- The Service should assure itself that it was making the most of collaboration opportunities and that they provided value for money;
- The Service should put in place an open and fair process to identify, develop and support high potential staff and aspiring leaders.

The Service continued to evaluate these areas and was working towards the initial action plan for delivering and measuring improvements against them. To ensure the delivery of these improvements, they were reported to the Corporate Programme Board for monitoring and scrutiny.

The internal HMICFRS project had been formally closed and a governance structure was in place which reported to the Senior Management Team.

LFRS was currently required to undertake quarterly data set returns for the HMICFRS. This involved providing the HMICFRS data teams with an array of data, ranging from overtime costings to fire engine availability. This would be an on-going requirement to assist the HMICFRS in determining our efficiency and effectiveness as a Service. It also provided a platform for making national comparisons.

The reports for the tranche two inspections were published on 20 June 2019. Findings were similar to those identified in tranche one inspections, notably improvements required around protection and the people pillar. No Fire and Rescue Service achieved an 'outstanding' grade against any of the three core pillars, however three Fire and Rescue Services achieved an 'outstanding' grading for one or more sub-diagnostics:

- Merseyside Fire and Rescue Service- Preventing fires and other risks & Responding to national risks;
- West Midlands Fire and Rescue Service- Responding to fires and other emergencies;
- Oxfordshire Fire and Rescue Service- Promoting the right values and culture.

Lancashire Fire and Rescue remained the only Service in both tranches to be graded as at least 'good' against every sub-diagnostic and to receive an 'outstanding' grade in one.

The findings from tranche two were being reviewed against our own action plan and LFRS would seek to learn from those Services that had been identified as best

practice. LFRS would continue to embed the HMICFRS into the Service and horizon scan emerging themes from within the sector.

LFRS continued to build on our professional relationship with our HMICFRS Service Liaison Lead (SLL). Regular engagement was held with our SLL and he would continue to visit both strategic and district level activities to assess how we were delivering effective and efficient services for the people of Lancashire. The SLL had recently met with our new CFO and DFCO to discuss future direction. SLL engagement was due to increase from September following the conclusion of tranche three inspections with a view to another round of full inspections from 2020.

County Councillor Shedwick expressed his congratulations on the outcomes of the Lancashire Fire & Rescue HMICFRS inspection report. He welcomed that the Service was continuing to build a professional relationship with the SLL and work would continue around the issues covered in the report.

In response to a question raised by Councillor Khan regarding collaboration, Acting Assistant Chief Officer Norman confirmed that the Inspectorate referred to collaboration across the board which included county councils, unitary authorities and other parties. Members noted that an update on the ongoing Blue Light collaboration work which focussed mainly with Lancashire Constabulary would be discussed later on the agenda.

In addition, the Deputy Chief Fire Officer advised Members as the Inspectorate had not formally announced any dates for a further re-inspection it was indicated that they would undertake another full inspection next year and the likelihood would be that the same Services would remain in the same tranche. Since the last inspection the Service continued to progress and moving forward with the support of the Fire Authority the Service was prepared.

In response to a question raised by Councillor Khan regarding if the Service had an open and fair process, Acting Chief Fire Officer Norman confirmed that the Inspectorate had a question with regards to early identification of staff that had the greatest potential to achieve. It was noted that the Service had not run recent promotion boards for new entrants due to a freeze on recruitment and therefore the Service did not have some of the aspects.

In addition, the Deputy Chief Fire Officer reassured Members that the Service was confident that our processes to identified staff were open and fair. Members noted that the Service had now put in place a specific action plan to develop and support high potential staff and aspiring leaders.

RESOLVED: - That the report be noted and endorsed.

5/19 BLUE LIGHT COLLABORATION AND SITE SHARING ARRANGEMENTS

Acting Assistant Chief Fire Officer Norman advised that the Blue Light Collaboration programme had now had a full time resource attached to it for 6 months. Within these 6 months, out of the original 32 ideas, 17 of them had been closed after initial scoping from both organisations. They had been closed on the basis that there were no tangible benefits for either organisation or the people of Lancashire. Some had

been placed on hold with a future review date; where it was not the right time for the two organisations to invest time and resource to the specific work stream. There were however, 15 opportunities still being looked into and advanced within this programme which included 5 main projects:

1. Missing persons and real time demand management;
2. Public Order training site;
3. Occupational health services;
4. Fire crime scene investigation accreditation;
5. Neighbourhood level collaborative activity.

And 10 were categorised as 'business as usual':

1. Integrated youth volunteer partnership;
2. Fuel business continuity planning;
3. Vehicle maintenance for LFRS flexi duty officer cars;
4. Command unit incorporating JESIP principles;
5. Duty officer communication;
6. Shared data, risk and analytical reporting;
7. Joint communications activity;
8. Shared asset management;
9. First aid provision;
10. Second event drone.

The leadership for the collaboration had changed since the last Executive Collaboration Board as Superintendent Karen Edwards has now moved role and Superintendent Damien Darcy had taken over at Lancashire Constabulary HQ. As well as this, Group Manager Phil Jones had taken over from ACFO Ben Norman as Programme Manager for LFRS.

The Blue Light Collaboration Programme Board meetings co- chaired by Group Manager Phil Jones, LFRS and Superintendent Damian Darcy, Lancashire Constabulary continued to deliver project management related control to the Programme. The first meeting under the new Chair's was held on 10 May 2019, where updates were provided from work-stream leads. These meetings continued to take place on a quarterly basis.

Scrutiny of the Collaboration Board was in the form of a Quarterly Executive Collaboration Board, chaired by ACFO Norman and DCC Gamblin. Also in attendance were the collaboration leads GM Jones and Supt Darcy.

The early Blue Light Collaboration Programme Board work had been further shaped and defined into 3 key project management related documents according to status; these were Project Initiation Documents, Health Reports and Scoping Closure Reports. A change from the previous paper was the removal of the Highlight report and replacement with a Health Report. This was a joint decision, which would make updates easier, less demanding on resources and easier to track progress.

LFRS Site Sharing Collaborations

Currently the partner with the largest scale of site sharing collaborations and subsequent revenue cost related benefits was North West Ambulance Service

(NWAS). Operational crews shared the station facilities at N11 Lancaster, C50 Preston and E76 Darwen fire stations. In addition to the above formal lease arrangements, there were licence arrangements at both N13 Bolton-Le-Sands and P94 Nelson fire stations whereby NWAS crews could make use of the welfare facilities on an ad-hoc basis.

Site sharing arrangements with Lancashire Constabulary followed a similar format in that there were sites with formal lease arrangements, these being N33 Preesall, W36 St Annes and S56 Skelmersdale. At these locations police staff had hot desk office accommodation for circa 3-4 officers and made use of the welfare facilities. At both W35 Lytham and E72 Great Harwood the welfare facilities and on-site parking facilities were utilised by Lancashire Constabulary staff on a drop in ad-hoc basis.

Discussions remained ongoing with regards to potential site sharing with NWAS at P74 Rawtenstall and also with Lancashire Constabulary with regards to W37 South Shore.

Telecommunication masts were installed at W37 South Shore, P93 Barnoldswick, S56 Skelmersdale and Service Training Centre sites with lease arrangements in place.

Licence arrangements were also in place for a number of site sharing practices with other organisations or charities. This included the use of station facilities for community engagement events, vehicle storage and multi-agency office facilities.

The arrangements with health related partners was the most significant with blood bikes currently being stored by LFRS at N12 Morecambe, W30 Blackpool, P90 Burnley, E70 Hyndburn (x2) and S57 Penwortham (x2). In addition to this LFRS supported the Blood Transfusion Service through the sharing of E70 Hyndburn and S54 Chorley sites for their public blood donation sessions.

Multi-agency meeting rooms and office accommodation was provided at both S54 Chorley and P94 Nelson, these partnerships supported the Local Authority (Chorley) Early Action project and also the Lancashire County Council Early Help provision (Nelson).

Partnerships that enhanced LFRS' operational response arrangements were supported in the format of vehicle and equipment stowage. This included the Salvation Army and Red Cross at Service HQ, Bay Search and Rescue at Bolton-Le-Sands and also support for Operation Florian in the format of storage at Service Training Centre.

LFRS had a long standing relationship with the Prince's Trust charity and delivery of their Team Programme was hosted at the following fire station locations: N12 Morecambe, N32 Fleetwood, W37 South Shore, P75 Haslingden or E70 Hyndburn, P90 Burnley, P94 Nelson, E71 Blackburn and C50 Preston. One of the 9 teams was not located at an LFRS' fire station, this was the second team in Preston and they were based at Oakham Court in premises leased from Preston City Council.

In response to a question raised by Councillor Jackson, Acting Assistant Chief Fire Officer Norman confirmed that the Service and Lancashire Constabulary had

discussed the possibility for police staff to 'drop in' and work from South Shore fire station using their own computers which would be based at the station. This would prove more effective and improve their response standards as staff could respond from South Shore rather than the main Blackpool Police station.

RESOLVED: - That the report be noted and endorsed.

6/19 ANNUAL SERVICE REPORT

Acting Assistant Chief Fire Officer Norman presented the report. The Annual Service Report (ASR) was a key part of the Service's corporate planning process which enabled the documentation of deliverables in the previous 12 month period.

In addition to highlighting the key projects that had been delivered against the 2018/19 Annual Service Plan, it also presented the opportunity to reflect on some of the unplanned major achievements the Service had delivered over the last 12 months. The most notable example would be the response and resolution to the Winter Hill incident during June and July 2018. Building on the successful delivery of the 2017/18 ASR these reflections would once again be captured in the format of a short video that would be presented to the next Combined Fire Authority meeting in addition to internal and external cascade via website links, social media and staff briefings.

Annual Service Plan Progress Report

Members considered the detailed a range of projects, action plans and priority items for completion during the year as set out in the report:-

Preventing fires and other emergencies from happening, protecting people and property when they happen and responding quickly and competently

Evaluate tools to strengthen our response

- Pre-alerting

The pre-alerting project was rolled out as a pilot from early 2019 at four fire stations; Preston, Penwortham, Bamber Bridge and Fulwood. This allowed the Service to measure the impact on performance levels across different shift systems of early mobilisation messages.

- Dynamic cover tool

The dynamic cover tool had been viewed by our staff and some business benefits had been noted. However, the costs currently outweighed the benefits therefore it hadn't been procured. The Service was exploring the possibility of collaborating with our bordering fire and rescue services and North West Fire Control in order to consider if this approach was more feasible.

Strengthen our operational assurance

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

Following the inspection by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services we received an 'outstanding' in promoting the right values and culture and 'good' in all other categories. LFRS was currently the only Service in the country to be graded as at least 'good' against every category whilst also receiving an 'outstanding' grade in one.

- National Operational Guidance

The Service had decided against replacing current operational procedures and was instead writing what are known as Standard Operating Procedures (SOPs), bringing them, and training, in line with National Operational Guidance while also retaining local information.

- Assurance monitoring system app

The Service had been working towards delivering an assurance monitoring app that collated information and intelligence from numerous sources. Crews were currently operating on a 'debrief' function of the app but further work was planned to provide benefits such as the identification of early trends and issues regarding policy, equipment or training. This work was expected to be completed later this summer.

- Integrate water towers into our fleet

The Fleet and Engineering Department had worked alongside operational members of staff to capture a qualitative evaluation of Stinger 1 placed at Blackburn Fire Station. This had allowed the Service to request modifications from the manufacturer to be made to the vehicle in order to improve its operational capabilities.

We had procured a second Stinger, which at the time of writing was at Skelmersdale Fire Station hosting the required crew training. This would be operational from August 2019.

- Replace incident command units

A functional specification had been produced for two new incident command units. This specification had been produced to support the command model that we operated towards. The Service had made the decision to, when the time arrived; place the new units at the stations they were currently hosted at: Fulwood and Blackburn.

Engagement had been made with Lancashire Constabulary and wider Lancashire Resilience Forum members to ensure the Joint Emergency Services Interoperability Principles (JESIP) requirements would be met. The vehicles would be owned by Lancashire Fire and Rescue Service and a joint procurement exercise would not be taking place.

- Emergency Services Network (ESN)

The Service continued to support this Home Office led project; there was a funded post from the programme that was filled by an experienced operational station

manager. Early work remained ongoing with regards to helping the programme shape the required deliverables and deployment plans. The full business case was due to be presented to Government by the Home Office Programme Team later this year and transition timescales were anticipated at that time. Our current Airwave provision remained fit for purpose and effective in the interim.

- Optimise availability of front-line services

A range of duty systems operated within the Service to ensure fire engines and special appliances were crewed appropriately based on risk. Rota management software and smart phone apps were currently utilised by whole-time and on-call operational crews, as well as administration teams, to achieve this. This project was established as it became apparent that, although we were consistently very good at ensuring appliance availability, improvements could be made to some of the processes used to achieve this. The project team had reviewed the full range of processes, software, policies and guidance and authored an improvement action plan which was being progressed in 2019/20. The improvements were identified through extensive staff engagement and the independence of the findings was assured through involvement of an external auditor. The outcomes of the project were not specifically intended to enhance appliance availability (as this was already well supported by existing processes) however they would release significant amounts of time for operational and administrative teams to be re-invested in other activities.

Valuing our people so they can focus on making Lancashire safer

Develop a strong organisational culture where our values are understood

- Consult with staff on the appraisal conversation

The Service had consulted with staff on how to improve the way we undertake the appraisal conversation. This work was being used to develop new arrangements in relation to how we undertake appraisals. For 2019, the feedback from the consultation had been used to develop new appraisals for on-call firefighters.

- Performance manage appraisals

Following feedback from staff, an electronic recording system had been developed to allow all managers to record completion of appraisals centrally: this was known as PDR Pro.

- Develop a range of tools to improve the appraisal conversation

The Service had explored opportunities for implementing an online appraisal tool to enable accurate reporting and recording, and a solution was being progressed. Further to feedback from staff, the documentation that sat within the appraisal process was being updated. Development had been provided to all crew managers in terms of having difficult conversations and this would continue to be a feature of their development programme.

Encourage and listen to employee voice

- Staff survey

A survey for staff at all levels and in all roles ran for seven weeks during 2018 to find out their views on: what it's like to work for the Service, leadership and management, training and development, recognition and communication in order to inform future activity. There was an increase in both response rates and engagement levels than in previous surveys. The results were being used to provide insight and influence activity in a variety of areas across the Service.

- Intranet

A new intranet had been developed reflecting feedback from the staff survey in terms of information and features people most wanted. The site aimed to connect staff from across the Service and provided forums for expression of views and knowledge sharing. It also represented the first phase of a new corporate document store.

Develop our leaders

A development day for middle managers was held which included an outline of our Annual Service Plan and direction in terms of a positive, ambitious and realistic future. There was also a focus on dealing with change, developing resilience and increasing staff engagement.

In addition, the Service hosted several events led by Paul McGee which opened up the opportunity for staff to listen and learn from the international keynote speaker and performance coach, who combined his background in psychology with humour and practical insights.

Promote equality, diversity and inclusion (EDI) within the Service

Lancashire Fire and Rescue Service worked very hard to promote working opportunities to our vastly diverse population and shaped inclusive services through a representative and informed workforce. Our chief fire officer leads the EDI steering group which developed and shaped our EDI action plan. This plan was further refined through staff engagement in the format of LGBT, women and families, ethnicity and culture and disability employee voice groups. The work of these teams had enabled the Service to shape policy, deliver positive action recruitment and diversify the workforce. The EDI action plan and delivery against the objectives were reported to the Lancashire Combined Fire Authority annually.

Expand apprenticeship opportunities

In the previous 12 months the Service had offered a more diverse range of apprenticeships including: project management, procurement, business administration, human resources and fleet and engineering. The Service had been awarded accrediting body status for apprenticeships and the 18 recruits commencing their training in September would be a part of our apprenticeship growth.

Build a strong and resilient workforce

Embed TRiM

Trauma Risk Management (TRiM) is a recently developed risk assessment based approach to trauma support for all staff within the Service. This new system had replaced critical incident debriefing and was being delivered by trained practitioners from across the Service.

- Review research on the effects of contaminants at fires on firefighters' health

Lancashire Fire and Rescue Service had developed its understanding of the potential risks posed by contaminants on firefighting personal protective equipment. Following current best practice guidance, the Service had developed a new policy and risk assessment on how we managed this risk. We had included improvements to managing contamination within a new design for breathing apparatus training facilities at Service Training Centre. We had signed a memorandum of understanding with the University of Central Lancashire (UCLAN) to become the first fire service in the UK to support the research on contamination being developed by UCLAN and the Fire Brigades Union.

Delivering value for money in how we use our resources

Invest in training and equipment

- Area-based training hubs

Scoping work for an area based training hub for the north of the county had been ongoing. The Service had been completing market research by seeing what other fire and rescue services were using, what manufacturers had to offer and at what price. A utilisation exercise had been completed to calculate the projected periods of time the hub would be used and by which staff. Consultation was still ongoing with this project and a cost benefit analysis would take place to mark the feasibility of the project.

- Service Training Centre improvements

Consultation with staff across the Service had been ongoing regarding our new plans to upgrade Service Training Centre. The detailed specifications for our new building included: breathing apparatus training, equipment maintenance, staff welfare facilities and trainer offices were completed, tender documents were drafted and we now moved towards the build phase.

- Virtual reality training software

XVR virtual reality training software had been extensively evaluated and the required benefits were not identified for Service command training, therefore we would no longer be pursuing this.

- Review duty rig

A project team had been exploring a wide variety of options for duty rig. The team was working closely with staff consultation groups to ensure that any changes to uniform met the needs of our diverse workforce across all areas of business.

Collaboration with Lancashire Constabulary

Collaboration with Lancashire Constabulary had been building momentum over the year since a joint temporary project officer post was created. There had now been a series of Blue Light Collaboration Boards and Executive Collaboration Boards that had inserted a structure into the programme as well as a governance pathway.

Within this, the original 32 opportunities proposed in February 2018 had been streamlined into 15 positive opportunities to work on together. These include major projects such as: missing person searches, real time demand management and co-location of a public order training site, as well as smaller local projects such as shared asset management, vehicle maintenance and fuel business continuity.

In addition, there had been other relationship developments such as collaboration over the changes required following the General Data Protection Regulation legislation, duty officer communication links and also a joint emergency services open day, which included the three blue light services as well as other partners such as Blood Bikes, Mountain Rescue and the RNLI.

Property collaborations and co-location

The Service, working alongside North West Ambulance Service, had completed the build of a joint fire and ambulance station in Lancaster. This was finished in early 2019 and both fire and ambulance colleagues using the site were reporting positively on the environment and enhanced working relationships.

Information Management Strategy

- Records management

The Service had appointed a records management officer who was leading this work to improve how records were managed, stored and deleted within the organisation.

- Integrated Planning Platform

The Service had gone live with an interim solution for district-level key performance indicator reports. This built on the work delivered earlier in 2018/19 whereby post incident records were created and analysed digitally to ensure that all learning and reactive prevention measures were delivered in a timely and effective manner.

- General Date Protection Regulation (GDPR)

The Service had been working to raise awareness of the Data Protection Act 2018. Staff members who handled sensitive information had all received specialised training on how to work in compliance with the Act. We had also provided all members of staff with an e-learning module to educate them of the changes in the new Act. A project team had created a GDPR action plan delivering the key priorities

whilst developing improvements and longer term changes to ensure the Service remained compliant.

In response to a question raised by County Councillor O'Toole regarding the modifications for the new second Stinger, Acting Chief Fire Officer Norman reported that the manufacturer had changed the specification requirements for stinger 2 procured for Skelmersdale.

In response to a question raised by County Councillor O'Toole regarding the Incident Command Units during the Moorland Fires incidents, Acting Chief Fire Officer Norman confirmed that the Service had captured the lessons learnt as we do from all incidents with command debrief focussing on a number of areas.

In response to a question raised by County Councillor O'Toole regarding the Services preparedness for a major incident such as a terrorist incident, the Deputy Chief Fire Officer reassured Members that the Service had a strong working relationship with Lancashire Constabulary and we continued to learn from all our partners. In addition, the Lancashire Resilience Forum continued to regularly pre-plan exercises to ensure if a major incident did happen the Service would be able to respond.

RESOLVED: - That the report be noted and endorsed.

7/19 DATE OF NEXT MEETING

The next meeting of the Committee would be held on Monday, 25 November 2019 at 1000 hours in the main Conference Room at Lancashire Fire and Rescue Service Headquarters, Fulwood.

A further meeting date was noted for 16 March 2020 and agreed for 13 July 2020.

M NOLAN
Clerk to CFA

LFRS HQ
Fulwood

LANCASHIRE COMBINED FIRE AUTHORITY PLANNING COMMITTEE

Meeting to be held on 25 November 2019

HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE AND RESCUE SERVICES - INSPECTION OF LANCASHIRE FIRE AND RESCUE SERVICE

Contact for further information: ACFO Ben Norman – Director of Strategy and Planning
Telephone: 01772 866801

Executive Summary

In 2017 Her Majesty's Inspectorate of Constabulary (HMIC) remit for inspecting all Police Forces in England, was extended by the Home Secretary to also include independently inspecting all 45 Fire and Rescue Services in England. They would become Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) and the 45 English Fire Services would all be inspected over a two year period.

Lancashire Fire and Rescue Service (LFRS) were inspected in July 2018, in the first tranche of inspections and subsequently our HMICFRS report was publicised in December 2018.

Tranche two inspections concluded with reports being published in June 2019. Tranche three inspections have all been completed and reports for this final group of fire and Rescue Services are expected in December 2019.

Lancashire Fire and Rescue remain the only Service in both tranches 1 and 2 to be graded as at least 'good' against every sub-diagnostic and receive an 'outstanding' grade in one.

Once the results from tranche three have been publicised it is anticipated a 'State of Fire and Rescue' report will also be issued by Sir Thomas Winsor, who will summarise the national findings from within the sector. This report is now anticipated to be published in early 2020.

Recommendation

The Planning Committee is asked to note and endorse the report.

Background

Lancashire Fire and Rescue Services HMICFRS inspection report was published publicly in December 2018. We were graded against the three core pillars of the inspection programme; efficiency, effectiveness and people.

We were graded as 'good' overall for each of the three core pillars and 'good' against ten of the eleven sub-diagnostics, which formed each of the three core pillars.

Lancashire Fire and Rescue were the only Service in the first tranche to receive an 'outstanding' grading for how we promote our culture and values.

The report highlighted our areas of best practice and we didn't receive any formal areas for improvement. The report did however guide us to consider the following three areas:

- The service should ensure that it has allocated sufficient resources to a prioritised and risk-based inspection programme.
- The service should assure itself that it is making the most of collaboration opportunities and that they provide value for money.
- The service should put in place an open and fair process to identify, develop and support high potential staff and aspiring leaders.

We continue to evaluate these areas and are working towards the initial action plan for delivering and measuring our improvements against them. To ensure we deliver these improvements, they report to Corporate Programme Board for monitoring and scrutiny.

We are currently required to undertake quarterly data set returns for the HMICFRS. This involves providing the HMICFRS data teams with an array of information, ranging from overtime costings to fire engine availability. This will be an on-going requirement to assist the HMICFRS in determining our efficiency and effectiveness as a service. It also provides a platform for making national comparisons. The most recent data set return to the HMICFRS was submitted on the 8th November 2019.

The inspectorate is taking the opportunity to seek feedback from the sector following the first series of inspections. Whilst the related briefing sessions strongly indicate that the core areas of effectiveness, efficiency and people will remain steadfast there is opportunity to support the next phase of inspections. LFRS is taking the opportunity to shape the detail of future data returns and inspection areas of focus through the consultation process that will conclude at the end of November 2019.

All fire and rescue services were appointed with a HMICFRS key contact in the format of Service Liaison Lead, the HMICFRS post holder with responsibility for LFRS liaison has moved to a new position within the inspectorate. It is understood that the recruitment of a replacement will conclude imminently and a schedule of inductions, meetings and visits to LFRS has been drafted in readiness for their appointment.

Business Risk

Outcomes of HMICFRS local and national reports could result in Lancashire Fire and Rescue being required to undertake further workstreams around emerging risks and issues. This may require flexibility in our approach to planning and preparing for future HMICFRS inspections and continuing to conduct our own self-assessment exercises, to ensure we remain committed to moving forward as a service.

Environmental Impact

None.

Equality and Diversity Implications

None

HR Implications

None.

Financial Implications

None.

Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	
Reason for inclusion in Part II, if appropriate:		

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LANCASHIRE COMBINED FIRE AUTHORITY PLANNING COMMITTEE

Meeting to be held on 25 November 2019

BLUE LIGHT COLLABORATION AND EXISTING SITE SHARING ARRANGEMENTS

Contact for further information: ACFO Ben Norman
Telephone: 01772 866801

Executive Summary:

This paper details the ongoing work by Police and Fire colleagues on the work-streams originally agreed by both organisations. Operational leads have progressed project related documents to define those work streams that are recommended for continuation and identified work streams that should be closed due to a lack of benefit identification.

The paper also provides clarity on the governance and operational scrutiny of the Blue Light Collaboration Programme. This details the governance and scrutiny role of the Combined Fire Authority (CFA) and Office of the Police and Crime Commissioner (OPCC), along with the strategic and operational responsibilities of the Assistant Chief Fire Officer/ Deputy Chief Constable and their respective teams.

LFRS has over a period of time developed a number of site sharing arrangements with partners. These include formal agencies such as North West Ambulance Service, Lancashire Constabulary, Lancashire County Council and the Blood Transfusion Service. Arrangements are in place with regards to the storage of equipment, vehicles and some use of the LFRS site welfare facilities. LFRS also has contracts with telecommunications companies with regards to commercial mast installations at some sites.

All site sharing collaborations are covered contractually through the creation of a bespoke lease or licence agreement dependent on the scope and scale of the arrangements.

Discussions remain ongoing with regards to potential site sharing with NWAS at P74 Rawtenstall and also with Lancashire Constabulary with regards to W37 South Shore.

Recommendation:

The Planning Committee is asked to note and endorse the report.

Background:

The Blue Light Collaboration programme is now embedded into both Lancashire Constabulary and Lancashire FRS's corporate programme. Work is continuing to provide an attendee from NWAS, so that all 3 Blue Light services under the duty to collaborate are represented. From the original 32 ideas recommended, several have been closed after initial scoping from both organisations. They have closed on the basis that there are no tangible benefits for either organisation or the public, or it is not the right time for the organisations to invest in it.

There are however, 14 opportunities still being looked into and advanced within this programme.

This includes the main 4 projects:

- Fire crime scene investigation accreditation
- Missing persons phase '2'
- Real Time Demand Management
- Public Order Training Site

And another 10 categorised as 'business as usual':

- Recruitment activity for Police support staff to become On-Call Firefighters
- Fuel BCP
- Vehicle maintenance for LFRS flexi duty officer cars
- Command unit incorporating JESIP principles
- Duty officer communication
- Shared data, risk and analytical reporting
- Joint communications activity
- LFRS relocation to Police HQ
- Shared asset management
- Second event drone

Business as usual collaborations, are still continuing and allows LFRS to see cost benefits. Lancashire FRS has recently added Lancashire Constabulary onto their Drone Insurance Policy. This has saved the police a great deal of time in organising their own insurance and the additional cost of a bespoke policy. In turn, this has allowed Lancashire FRS to recover half of the cost of the policy from the police, which is a 50% saving on the usual cost of the premium.

It has been calculated that the ongoing secondment of Police staff onto the Prince's Trust courses, has amounted to large savings over the last 16 years. This is equivalent to 32 members of staff over this period. Although there are currently no Police staff seconded to the teams, the agreement is still in place.

The governance of the collaboration boards have changed since the last update in the summer. The joint funded project support officer role has now come to the end of the 12 month contract and the post has now ceased. Conversations are continuing as to whether there would be a benefit to both organisations, if the role was again funded for a further period. The board chair has not changed from Group Manager Phil Jones; however the co-chair is now Chief Superintendent Ian Dawson, soon to be replaced by Superintendent Nicky Evans.

It is proposed that governance and scrutiny will continue in the format of a bi-annual meeting of the CFA and OPCC. Two representatives from each of the CFA and OPCC will attend these meetings, along with the strategic leads for each of LFRS (Assistant Chief Fire Officer) and Lancashire Constabulary (Deputy Chief Constable); these officers will provide the required strategic updates with support from operational leads as required.

Scrutiny of the Collaboration Board is in the form of a Quarterly Executive Collaboration Board, chaired by ACFO Norman and DCC Woods. Also in attendance are the collaboration leads GM Jones and Ch Supt Dawson. At the November 2019 meeting the work plan for 2020/21 was agreed and the board commissioned further evaluation of the deliverables to date.

The early Blue Light Collaboration Programme Board work has been further shaped and defined into 3 key project management related documents according to status; these are Project Initiation Documents, Health Reports and Scoping Closure Reports. A change from the previous paper is the removal of the Highlight report and replacement with a Health Report. This was a joint decision, which will make updates easier, less demanding on resources and easier to track progress.

LFRS Site Share:

Currently the partner with the largest scale of site sharing collaborations and subsequent revenue cost related benefits is North West Ambulance Service (NWAS). Operational crews share the station facilities at N11 Lancaster, C50 Preston and E76 Darwen fire stations. In addition to the above formal lease arrangements, there are licence arrangements at both N13 Bolton-Le-Sands and P94 Nelson fire stations whereby NWAS crews make use of the welfare facilities on an ad-hoc basis.

Site sharing arrangements with Lancashire Constabulary follow a similar format in that there are sites with formal lease arrangements, these being N33 Preesall, W36 St Annes and S56 Skelmersdale. At these locations police staff have hot desk office accommodation for circa 3-4 officers and make use of the welfare facilities. At both W35 Lytham and E72 Great Harwood the welfare facilities and on-site parking facilities are utilised by Lancashire Constabulary staff on a drop in/ ad-hoc basis.

Telecommunication masts are installed at W37 South Shore, P93 Barnoldswick, S56 Skelmersdale and Service Training Centre sites with lease arrangements in place.

Licence arrangements are also in place for a number of site sharing practices with other organisations or charities. This includes the use of station facilities for community engagement events, vehicle storage and multi-agency office facilities.

The arrangements with health related partners is the most significant with blood bikes currently being stored by LFRS at N12 Morecambe, W30 Blackpool, P90 Burnley, E70 Hyndburn (x2) and S57 Penwortham (x2). In addition to this LFRS supports the Blood Transfusion Service through the sharing of E70 Hyndburn and S54 Chorley sites for their blood donation sessions.

Multi-agency meeting rooms and office accommodation is provided at both S54 Chorley and P94 Nelson, these partnerships support the Local Authority (Chorley) Early Action project and also the Lancashire County Council Early Help provision (Nelson).

Partnerships that enhance LFRS' operational response arrangements are supported in the format of vehicle and equipment stowage. This includes the Salvation Army and Red Cross at SHQ, Bay Search and Rescue at Bolton-Le-Sands and also support for Operation Florian in the format of storage at STC.

LFRS has a long standing relationship with the Prince's Trust charity and delivery of their Team Programme is hosted at the following fire station locations:

N12 Morecambe
N32 Fleetwood

W37 South Shore
P75 Haslingden or E70 Hyndburn
P90 Burnley
P94 Nelson
E71 Blackburn
C50 Preston

1 of the 9 teams is not located at one of LFRS' fire stations, this is the second team in Preston and they are based at Oakham Court in premises leased from Preston City Council.

Business Risk

Due to the change of legislation and expectations of the HMICFRS inspectorate arrangements, LFRS is required to provide greater clarity on the evidence captured as a part of ongoing and future collaboration opportunities.

Sustainability or Environmental Impact

None identified at this scope phase.

Equality and Diversity Implications

None identified at this scope phase.

HR Implications

Recruitment completed of a joint Programme Administrator for an initial 12 month period. Lancashire Constabulary is the employer and LFRS will fund 50% of the post during 2019/20. A review of long term post requirements remains ongoing.

Financial Implications

Interim costs such as staff training and programme management will be met from existing budgets on an equal share basis.

Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact Ben Norman Tel. 01772 866801
Reason for inclusion in Part II, if appropriate:		

LANCASHIRE COMBINED FIRE AUTHORITY PLANNING COMMITTEE

Meeting to be held on 25 November 2019

LANCASHIRE COMBINED FIRE AUTHORITY CONSULTATION STRATEGY - ANNUAL REVIEW (Appendix 1 refers)

Contact for further information: Ben Norman, Assistant Chief Fire Officer
Tel: 01772 866801

Executive Summary

The Authority has a consultation strategy which provides a framework through which it can seek public opinion on major change issues.

Each year the planning committee reviews the strategy (attached as appendix 1) to assure continued compliance with guidance or legislation and to incorporate learning from any public consultation exercises undertaken.

This year's review concludes that the strategy continues to be legally compliant and in line with good practice.

Recommendation

The planning committee is asked to note and endorse the consultation strategy.

Information

Lancashire Combined Fire Authority's consultation strategy has been in place since the new Integrated Risk Management Planning arrangements were introduced in 2003. It is considered on an annual basis.

A comprehensive review undertaken in 2014 resulted in a streamlined approach which ensures consultation is proportionate to the issue being addressed; with a dedicated plan for each exercise, rather than a prescriptive format for every consultation.

Any requests to the Authority to consult with the public are made throughout the year as-and-when priorities identified in the Annual Service Plan reach the point where this is required. A review in 2016 amended the strategy to make clearer links between the equality impact assessment process and consultation.

A review in 2018 updated the strategy to reflect the General Data Protection Regulation which came into effect in May 2018, in relation to transparency obligations and the re-use of public sector information. The Service's employee voice groups, which form part of its equality, diversity and inclusion work, were added as a consultation method. They provide opportunities to consult with diverse groups within the Service and also links to external groups.

The strategy has once again been reviewed and continues to reflect industry good practice and guidance, with no changes. The document remains compliant with legal duties.

Business Risk

The consultation strategy provides the necessary framework to help the Authority ensure that it has comprehensive consultation arrangements in place to make sure that the public has opportunity to provide opinions and views on proposals or changes that have the potential to significantly alter services provided.

Environmental Impact

None

Equality and Diversity Implications

The consultation strategy helps the Authority fulfil its statutory duties to make sure those that have legally defined protected characteristics are not discriminated against.

HR Implications

None

Financial Implications

None

**Local Government (Access to Information) Act 1985
List of Background Papers**

Paper	Date	Contact
Reason for inclusion in Part II, if appropriate:		



Lancashire Combined Fire Authority Public Consultation Strategy

1. Background

The Lancashire Combined Fire Authority's Consultation Strategy has been in place since the new Integrated Risk Management Planning arrangements were introduced in 2003.

The strategy is reviewed annually by the Planning Committee to ensure that it continues to meet statutory requirements; incorporates good practice and provides the public and stakeholders with timely opportunity to influence development of their fire and rescue service.

2. Scope

This strategy sets out the Authority's arrangements for public consultation which are delivered on its behalf by Lancashire Fire and Rescue Service. The Authority acknowledges the significant contribution of fire and rescue service staff in terms of service delivery and encourages the active participation of employees in consultation exercises. Arrangements to consult staff are not included in this strategy as they feature within internal documentation.

3. Definitions

Engagement is an ongoing process of establishing and maintaining links with stakeholders. In itself it is not consultation, although consultation uses these links to reach people or individuals to take part in a specific consultation. It is a term given to a range of techniques that give stakeholders opportunities to influence how organisations work and the services that are delivered.

Consultation is one of these techniques and is a process through which the views of relevant stakeholders are sought about a particular issue, proposal or options over a defined period of time, to which due consideration is given by the Authority in reaching a decision.

Other engagement techniques include:

Informing – telling people what is going on, what decisions have been made and what action will be taken but views are not actively sought.

Involving – asking people for views to help shape the development or implementation of options, plans and activity on an ongoing basis or at the start of a policy development.

Collaborating – involving people in working together to develop solutions or proposals.

Negotiating – discussion with people to seek a jointly owned outcome where differences are addressed.

Empowering – giving people the power to control decisions and services within available resources in a specific area.

A public consultation led by the Authority may also involve some of these techniques as part of the consultation plan. Particularly, it will seek to involve people throughout work undertaken to develop options for change and will inform them about actions that will be taken which will not be subject of a consultation exercise.

4. Public Consultation Approach

Lancashire Fire and Rescue Service will undertake public consultation on a range of issues on behalf of the Combined Fire Authority to ensure that the views of communities, partners, individuals who have characteristics that are protected in the Equality Act and stakeholders are used to inform decision making.

4.1 Subjects of public consultation

The extent of the consultation will be proportionate to the nature and extent of any proposals being considered. It may include consultation on:

- the draft Integrated Risk Management Plan;
- annual action plans;
- budget and council tax;
- proposals which may have a major effect on the services we provide to the public.

In some cases a formal consultation exercise may not be necessary. For example:

- where it is necessary to implement a legal judgement or Government instruction;
- where stakeholders have influenced proposals by early involvement in the consideration of options and planning of proposals;
- where minor adjustments are being advocated;
- where issues can be resolved without formal consultation;
- where the Authority has already reached consensus and consultation results are unlikely to influence a decision;
- where there are no genuine options except for that which is proposed;
- where the Authority has already taken a decision through its usual democratic process.

In these instances the Authority will communicate information to stakeholders to inform them and raise awareness of the changes that have been made or the decisions that have been taken.

4.2 Planning public consultation

The Annual Service Plan, published in April, outlines the planned priorities to be delivered in the year that might require public consultation. These consultations may not take place immediately following publication of the plan but at the time that is most relevant to the planned priority. At this point the Authority's Planning Committee will be provided with details about the issue and options being considered and permission to consult with the public sought.

Due to the pace of change, issues may arise during the year that requires public consultation but which has not been considered within the Annual Service Plan. In these cases, permission to consult with the public will be sought from the Authority Planning Committee Chairman and Chairman of the Authority as urgent business if the meeting schedule does not permit discussion at a meeting.

Lancashire Fire and Rescue Service will maintain a calendar to ensure that consultation exercises do not clash and to avoid public consultation overload or fatigue.

5. Timings

Public consultation timeframes will vary in proportion to the scale of the issue/proposals, with a minimum of four weeks and a maximum of twelve weeks.

In setting timings consideration will be given to:

- the scale of the issue or proposals;
- the size of the audience we need to consult with;
- the need to work with voluntary groups who require time to extend the consultation through their memberships;
- the time of year and any impact on the availability of target groups;
- the urgency with which a decision needs to be taken;
- allowing a realistic time to enable the formulation of a considered response.

All information provided about the consultation will provide details of the deadline for responses.

6. Targeting public consultation

Before undertaking any consultation exercise, the Authority will undertake an Equality Impact Assessment of the impact of any proposals on groups likely to be particularly affected. A plan will be prepared which sets out which stakeholders with legitimate interest in the proposals it will attempt to consult with in order to give them opportunity to express their views.

Where appropriate, this will include:

- the general public in Lancashire – particularly those that are likely to be directly affected by the proposal or issue;
- community organisations, including specific community groups, particularly those

- that represent the interests of people with legally protected characteristics;
- public representatives, such as Members of Parliament and local councillors;
- businesses or business organisations;
- local authorities, public agencies and other emergency services;
- third sector organisations including voluntary groups and charities
- relevant government departments.

7. Information about a public consultation

The focus of consultation will be on meaningful engagement, through relevant methods, with staff, the public, stakeholders and any other requesting body or individual, during which the following information will be provided on the Service website:

- details of the issue and/or proposal;
- why the issue has arisen and/or what is being proposed;
- how the proposals are likely to impact on the provision of service;
- background statistics and assessments and
- the anticipated timescales for decision/implementation.

However, it is recognised that while this information is a useful reference, it is not in itself enough to secure consultee response. For all but the shortest written document, a concise summary will be provided for each consultation detailing the issue and options and setting out opportunities to contribute. This should be written or produced graphically using simple and engaging language in an accessible format. Information will be localised to ensure that people understand how plans may affect their local area. Assistance in providing information in alternative formats will be offered.

Information will be distributed using methods that are most appropriate to target relevant stakeholders, internally and externally. The Service's communications strategy sets out communication channels that should be considered including a range of options. For example, consultation about the Integrated Risk Management Plan could be communicated using news stories in the media, digital channels including the Service's social media platforms and website, and public engagement events.

8. Consultation methodology

No single activity or mix of activity through which to consult will be right every time. Our approach is to create a dedicated consultation plan to address the specific issues with a mix of activities designed to seek the views of the identified stakeholders. This may involve a mix of:

- public scrutiny panel;
- questionnaire;
- engagement events;
- deliberative forum;
- focus groups;
- consultation through the Service's employee voice groups

- feedback given at open public meetings;
- attendance at local authority meetings or scrutiny committees;
- debate and feedback given through social media;
- written submissions;
- telephone survey.

Where it is feasible, participation in the consultation and responses received will be acknowledged and an audit trail kept of responses. Explanations, where requested and appropriate, will be given to respondents who ask why individual proposals have been rejected.

9. Data Use and Subjects and Transparency Obligations

The Combined Fire Authority is under a duty to and will be compliant with the provisions of the Data Protection Act 2018, (enacted by the General Data Protection Regulations (GDPR) following the implementation of European directive, specifically Article 4 General Data Protection Regulation 2016/679, as well as the Re-use of Public Sector Information Regulations 2015, which came in to force on 18 July 2015, subject to relevant exceptions.

The GDPR prohibits the processing of personal data unless there is a lawful basis for it such as doing so being in the public interest. The Combined Fire Authority will therefore need to process such data in relation to the legal obligations conferred upon it in the exercise of its public functions or in relation to any activity that supports or promotes democratic engagement.

The Combined Authority will ensure that all relevant information provided by data controllers to data subjects and all communications with data subjects will be concise, transparent, intelligible and easily accessible, in clear plain language. This applies to but is not limited to situations when the Combined Authority collates special categories of personal data where more stringent compliance burdens are placed on organisations which process personal data relating to matters such as:

- Racial or ethnic origin.
- Political opinions.
- Religious and philosophical beliefs.
- Trade union membership.
- Genetic data.
- Biometric data for uniquely identifying a natural person.
- Data concerning health.
- Sexual orientation.

10. The decision making process

At the end of the consultation period the Authority, or a relevant committee of the Authority, will determine whether the consultation exercise was sufficient in scale and scope.

A report on the consultation exercise will be presented to the Authority, or a relevant committee of the Authority which will include a summary of statistical results and feedback and views offered. This will include an updated Equality Impact Assessment.

Consultation rarely concludes in a single opinion and elected members will make their own judgements about the weight to be given to different views alongside other factors such as financial cost, environmental impact and professional experience and advice. However, all consultation responses will be available to the Authority, or a relevant committee of the Authority, before associated democratic decisions are taken.

11. Feedback and evaluation

Decisions made about proposals that have been the subject of public consultation will be conveyed via the Service's communications channels, including news release to the media when this is considered necessary or proportionate. More detailed feedback will be made available to consultation participants directly or through the Service's website, depending on the extent of their involvement with the consultation.

Consultation exercises will be evaluated to assess the effectiveness of the particular processes adopted.

Reviewed October 2019