

Public Document Pack

LANCASHIRE COMBINED FIRE AUTHORITY

PLANNING COMMITTEE

Monday, 13 July 2020 - Virtual meeting accessible via MS Teams and YouTube (as a live webcast) commencing at 10.00 am.

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

IF ANY MEMBER OF THE PRESS AND PUBLIC WISH TO RAISE A QUESTION FOR THE CHAIRMAN PLEASE DO SO NO LATER THAN 3 WORKING DAYS IN ADVANCE OF THE MEETING BY EMAIL TO: DIANE BROOKS@LANCSFIRERESCUE.ORG.UK.

AGENDA

PART 1 (open to press and public)

Chairman's Announcement – Open and Transparent Virtual Committee Meeting

In response to the Covid-19 Pandemic the Government has made regulations that enable virtual meetings.

This meeting will be accessible for Committee Members via Microsoft Teams and for members of the press and public via a live webcast on YouTube.

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 - 10)
4. ANNUAL SERVICE REPORT (PAGES 11 - 26)
5. HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE AND RESCUE SERVICES UPDATE (PAGES 27 - 28)
6. IMPLEMENTING REGULATORY CHANGE AND TRANSFORMING PROTECTION SERVICES (PAGES 29 - 44)
7. CONSULTATION STRATEGY (PAGES 45 - 52)
8. BUSINESS CONTINUITY TESTING (PAGES 53 - 56)

9. 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.

10. DATE OF NEXT MEETING

The next scheduled meeting of the Committee has been agreed for 10:00 hours on 16 November 2020 – venue to be confirmed.

11. 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

12. 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, 10 February 2020, at 10.00 am in the Lightfoot Room 1, Service Headquarters, Fulwood.

MINUTES

PRESENT:

Councillors

M Parkinson OBE (Chairman)
J Eaton
F Jackson (Vice-Chair)
A Kay (for D O'Toole)
H Khan
J Shedwick

Officers

D Russel, Deputy Chief Fire Officer (LFRS)
B Norman, Assistant Chief Fire Officer (LFRS)

In attendance

WM K Leece, presenting Risk Based Inspection Programme presentation
A/SM Tom Powell, presenting an overview of HMICFRS data sets.

17/19 APOLOGIES FOR ABSENCE

Apologies for absence were received from County Councillors David O'Toole, Ian Brown and Tony Martin and Councillors Mohammed Khan and Simon Blackburn.

18/19 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

19/19 MINUTES OF PREVIOUS MEETING

Prior to consideration of the minutes of the previous meeting the DCFO provided an update on the impact of Storm Ciara over the past 24 hours; North West Fire Control received 311 calls reporting incidents across Lancashire between 7am and 4pm, many related to flooding and dangerous structures. It was an extremely busy period with around 80 incidents at its height, either being dealt with or queued and a major incident was declared but was soon stood down. The picture was improving however there were further weather warnings relating to snow and ice for later in the week. Due to the impact of flooding at Service HQ, business continuity arrangements had been instigated and an Incident Management Team meeting would be held later that day.

Councillor Jackson asked that a thank you be passed onto members of LFRS on behalf of the residents in his area which LFRS supported at flooding incidents the day before.

Councillor Jackson asked whether there were certain instances where LFRS was unable to completely remove all the water from a property. In response to the question the DCFO explained that due to the size and location of the strainer used to remove the water, there may be instances where low-level residual water may be left however, he was confident that Firefighters would have done all they could to remove as much water as possible.

County Councillor Kay asked if LFRS go out prior to flooding events to give advice on how to protect properties from flooding. In response to the question raised the DCFO explained that this was more the role of the Environment Agency. Councillor Jackson added that local residents could set up local flood groups as some areas of Lancashire had already established.

RESOLVED: - That the Minutes of the last meeting held on the 25 November 2019 be confirmed as a correct record and signed by the Chairman.

20/19 ANNUAL SERVICE PLAN AND STRATEGIC ASSESSMENT OF RISK

The Assistant Chief Fire Officer presented a report on the Service's Annual Service Plan and Strategic Assessment of Risk for 2020/21.

This year's Annual Service Plan, as now considered by Members continued to provide LFRS with the platform to highlight the priority activities and projects the Service intended to deliver over the coming year; leading improvements and innovation in the sector with some of the best firefighting equipment and training facilities in the country and a highly skilled and motivated workforce. The year ahead would build on achievements by staying focused on continuous improvement to make the people of Lancashire safer, particularly the most vulnerable members of our communities. Many priorities were initiatives that would transform the way we work and bring lasting benefits.

This year's Annual Service Plan as now presented would be published alongside the Strategic Assessment of Risk. First published in 2016, this document had been refreshed for the 2020/21 year and captured the dynamic picture of changing risk in Lancashire.

Annual Service Plan

The Annual Service Plan was a core part of the planning framework which set out the activities intended for delivery during the next 12 months. It was built around the Service's four corporate priorities as detailed in the Integrated Risk Management Plan which were: -

1. Preventing fire and other emergencies from happening and Protecting people and property when fires happen;
2. Responding to fire and other emergencies quickly and competently;

3. Valuing our people so they can focus on making Lancashire safer;
4. Delivering value for money in how we use our resources.

The Annual Service Plan sat at the heart of the framework and informed activity that would be led across the Service as well as locally within district plans. Activities that were planned for delivery also informed staff performance appraisal process so that all staff understood the plans and were involved in helping to deliver key activities.

As in previous years, detailed under each corporate priority was a series of priority activities and projects with a brief description of each item to give further clarity and context. This ensured that all staff and the public were informed of the changes and activities the Service aimed to progress and how these items fitted within our priorities. This provided the opportunity for the Service to ensure that it continued to provide transparency and visibility of plans in a clear concise format. The governance arrangements for delivery of the Annual Service Plan items would continue to be monitored through the Service's Corporate Programme Board and Service Management Team.

As always, the aim was to continually improve and refine the planning process and this year's document aimed to add focus on achievable progress within the year, acknowledging that a significant proportion of items were continued from the 2019/20 Plan, reflecting the commitment to a number of long-term projects. Its style remained consistent with previous Annual Service Plans produced under the current IRMP period 2017 - 2022.

Strategic Assessment of Risk

Risk in Lancashire would always remain dynamic: it changed over time, differed by area and demographic, and needed different interventions to reduce the likelihood of the risk occurring or to lessen its consequences. These risks were identified in the Strategic Assessment of Risk which was refreshed annually and was also informed by the Lancashire Resilience Forum Community Risk Register. Through our risk management framework, we continually assessed changing risk and prioritised our response framework. A wider consultation had also taken place, involving District Councils, Lancashire County Council and Lancashire Constabulary, in order to gain a more complete collaborative picture of the perceived risk from the viewpoint of all organisations.

This year's document was again built on previous iterations as we seek to continually improve our processes and risk management processes. This year we had sought to identify more clearly how LFRS responded to a number of the strategic risks identified.

The Strategic Assessment of Risk reflected the knowledge and experience of a variety of specialist departments and was consolidated each summer to allow for departmental plans to be produced and for our Service's annual planning day. It was subsequently published as a stand-alone document to the LFRS website. This year, the document had been held back for publication alongside the Service's Annual Service Plan due to the relationship between the two documents. Our Annual Service Plan reflected our response to identified risk and our activities this year

clearly reflected a targeted approach to many items identified within the Strategic Assessment of Risk. It was intended to continue this dual approval and publication approach in future years.

Members welcomed the detail set out in this year's plan and questions with regards to the Strategic Assessment of risk followed:

County Councillor Kay asked who ensured the facilities for those with disabilities in high risk premises, particularly those above first floor level were correct. If stay put advice was given, what would happen if individuals then needed to evacuate. In response to the question raised, the ACFO stated that any premises, regardless of number of floors, had to be managed by the responsible person. There was a multiple approach to managing the building through various acts such as the Fire Safety Order and Housing Act. A Joint Competent Authority would be the overall inspector and have responsibility in the future following the Grenfell recommendations. ACFO stated that if Councillor Kay had concerns regarding a specific building within her area she should contact the Service Delivery Manager. The DCFO added that there had been a national de-regulation of the system and the impact of austerity on many services had resulted in resource reductions in a number of areas.

County Councillor Shedwick commented that it was pleasing to see the number of prosecutions LFRS had brought as highlighted at CFA meetings. Councillor Shedwick also commented that the high-risk premises not performing as they should was covered in the corporate risk register and that the strategic assessment of risk had a great deal of detail which must be kept up-to-date and accurate.

RESOLVED: - That the Planning Committee noted the Annual Service Plan and Strategic Assessment of Risk 2020/21 and endorsed both for publication.

21/19 BLUE LIGHT COLLABORATION UPDATE

The Assistant Chief Fire Officer presented the report.

It was noted that the Blue Light Collaboration programme was embedded into both Lancashire Constabulary and Lancashire Fire and Rescue Service (LFRS) corporate programme and a number of work streams remained open and are operating within the scope phase.

During the last quarter North West Ambulance Service had identified a single point of contact to operate in the project lead role and the officer for each of the three blue light services have attended a planning meeting.

Since the last Planning Committee meeting developments within business as usual activities have concluded collaborative benefits with regards to specialist protective clothing for LFRS National Incident Liaison Officers, a shared Business Continuity Plan for bulk fuel stocks and a memorandum of understanding has been drafted with regards to shared utilisation of the four drones held across LFRS (2) and Lancashire Constabulary (2).

There were a number of long-term projects that remained in scope phase and this

report provided an update with regards to the fire crime scene investigation accreditation, public order training and real time demand management.

Fire crime scene investigation accreditation

A number of meetings had been held between Lancashire Constabulary and LFRS in relation to the ongoing Fire Investigation International Standards Organisation (ISO) process; these meetings had formed the basis of an agreement including a Project Initiation Document and Terms of Reference. Joint project leads continued to work closely in order to identify the national developments of the new Fire Investigation standards in order to embed best practice for arson fire management within the county. Lancashire Police Quality Manager and an LFRS Incident Intelligence Officer attended a recent NFCC National Fire Investigation Accreditation update, some of the outcomes included:

The Forensic Science Regulator had agreed to put back the implementation date of the ISO until October 2021.

A small-scale forensic company had agreed to carry out a 'dry run' assessment with Fire and Rescue Services in order to see what the real issues were with the process. This took place in late 2019 and they would publish the results shortly which would inform next steps.

The emerging national position was identifying that many fire and rescue services were shaping draft agreements with their respective police force in order to discharge their fire investigation duties under a Section 22a collaborative arrangement. LFRS and Lancashire Constabulary were awaiting further clarity from the National Fire Chiefs Council and National Police Chiefs Council leads before determination could be made on next steps. Further clarity was anticipated at the next stakeholder meeting programmed for May 2020.

Real Time Demand Management

The collaborative ambition sought to establish whether there were opportunities to route specific aspects of 'Real Time Demand' from Lancashire Constabulary's Contact Management Centre to LFRS' North West Fire Control (NWFC). This would see LFRS as the primary responders to such incident types, wherein there had been a variable response to date, based upon the information passed by the caller into the 999 control room.

In practical terms this would determine the most appropriate resource to mobilise within the already established pre-determined attendance in line with a specific call-set requirement. Automated routing of such incident types through to North West Fire Control, would accompany this as a longer-term ambition, which was currently on hold due to a phased reconfiguration of the Contact Management Centre at Lancashire Constabulary HQ.

Detailed analysis had been undertaken of calls received, to determine those that were the appropriate type for a primary response via LFRS. Work was progressing to develop and design a process to select and transfer appropriate incidents to LFRS via NWFC. Examples of which included Persons Trapped or injured; where a Fire and Rescue Service primary response, would provide assistance at an earlier point with higher levels of equipment and personnel.

Nominated leads from each organisation were currently considering the next steps, in order that a trial may be considered in a defined geographic area of Lancashire.

Public Order Training Site

Lancashire Constabulary had commissioned a piece of work to review the delivery of their Public Order Training, this included aspects such as civil disorder, door entry and other operational expertise areas. The current training delivery utilised facilities at a number of sites and it was anticipated that there could be a more effective and efficient delivery model through site consolidation.

A number of possible sites were being evaluated and Lancashire Constabulary had requested that LFRS considered the potential for the Public Order Training to be delivered at LFRS training Centre, Euxton. In order to consider the potential for this collaboration there had been a number of work packages delivered, these included a scale and scope of the land requirements, evaluation of any training related benefits to LFRS, potential impacts to LFRS' future site use including the possible relocation of LFRS' headquarters to the Euxton site.

This evaluation work remained ongoing and recommendations from the project team would be considered by the collaboration board leads in the next quarter.

Members noted that the changes to ISO accreditation with regards to fire investigation may impact upon the methods of investigating, evidence capturing and subsequent reporting of arson events. Currently LFRS and Lancashire Constabulary worked collaboratively in a manner that led to some of the highest detection and conviction rates. Effective adjustment to the changing standards was required to ensure this effective delivery be maintained.

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

RESOLVED: - That the report be noted and endorsed.

22/19 HMICFRS UPDATE

The Assistant Chief Fire Officer presented the report.

In January 2020, HMICFRS released the 'State of Fire Report' which was the annual assessment of the effectiveness and efficiency of fire and rescue services in England, based on the 45 inspections carried out between June 2018 and August 2019.

The report provided a summary of the performance of the 45 fire and rescue services against the 3 inspection pillars of effectiveness, efficiency and people and provided a comparator for the high levels of performance delivered by Lancashire when considered against peers nationally.

The [report](#) highlighted that the sector had many strengths but that ongoing improvement was required. Whilst acknowledging that many of the negative

statements within the report exist nationally, it was pleasing that these were not representative of the picture that was reflected within LFRS.

The State of Fire report provided strategic recommendations on reforms needed, to ensure that modern fire and rescue services could be provided which were fit for the future. The report recommended:

1. By June 2020, the Home Office, in consultation with the fire and rescue sector, should review and with precision determine the roles of: (a) fire and rescue services; and (b) those who work in them.
2. By June 2020, the Home Office, the Local Government Association, the National Fire Chiefs Council and trade unions should consider whether the current pay negotiation machinery requires fundamental reform. If so, this should include the need for an independent pay review body and the future of the 'grey book'.
3. By September 2020, the Home Office should consider the case for legislating to give chief fire officers operational independence. In the meantime, it should issue clear guidance, possibly through an amendment to the Fire and Rescue National Framework for England, on the demarcation between those responsible for governance and operational decision making by the chief fire officer.
4. By December 2020, the National Fire Chiefs Council, with the Local Government Association, should produce a code of ethics for fire and rescue services. The code should be adopted by every service in England and considered as part of each employee's progression and annual performance appraisal.

Second inspection confirmed

The dates for the second inspection of LFRS had been confirmed as week commencing 11th May 2020. For the second inspection our former Service Liaison Lead (SLL), Dave Dryburgh would hand over to his replacement, Jo Hayden (Programme and Planning Manager for Nottinghamshire FRS). It was anticipated that the Service would meet with the new SLL following their formal HMICFRS training in February. Meantime work was ongoing within Service to meet key dates within the timeline: –

- Data Return – last week of January 2020.
- Preparation of LFRS Self-Assessment against the inspection framework, prior to Discovery Week.
- Document return – (awaiting the request but previously this constituted 53 service level documents).
- Discovery week – initial visit by a few members of the inspection team, confirmed as week commencing 20th April.
- Inspection week – full inspection team into Service, week commencing 11th May.

During the previous inspection, the Chief Fire Officer's strategic brief was delivered prior to inspection week. This time, it would be delivered to the inspection team on

the first morning of inspection week. It was noted that there was a spring bi-annual data return expected in May which may coincide with the inspection dates.

Learning from other FRS and sharing our best practice

Whilst LFRS had areas of strength, it was recognised that further improvements could be derived from best practice of our peers. Following the release of the reports from the final tranche of inspections and the more recent State of Fire report, the Service had identified a number of opportunities to be explored with our peers. Accordingly, visits had been made to other FRS, examples being, Merseyside to look at their approach towards Prevention activity, phone conferences with Cambridge and Oxfordshire to look at various areas of strength and a further visit being planned to West Midlands to consider the work undertaken to achieve their 'outstanding' in response.

Conversely LFRS had hosted several FRS over the course of the year to share areas of our best practice, including Lincolnshire, Durham and Darlington and a number of FRS who attended a recent event to share an overview of our Risk Based Inspection Programme for fire protection.

The Assistant Chief Fire Officer introduced Station Manager Tom Powell who presented Members with information in relation to the type of data sets that had been requested by HMICFRS.

In response to a question from County Councillor Shedwick with regards to the scope and scale of the data collection, WM Powell detailed that the HMICFRS had a lead member of staff who worked with LFRS to ensure the data requested was aligned wherever possible to existing structures. Where this was not possible LFRS was adjusting automated systems in order to streamline the collation process.

RESOLVED: - That the report be noted.

23/19 RISK BASED INSPECTION PROGRAMME

The Assistant Chief Fire Officer introduced Watch Manager Kevin Leece who gave a presentation on an evaluation of the Risk Based Inspection Programme.

It was noted that the evaluation was a 3-month project between Lancaster University, LFRS and Surety Fire Solutions which provided a dissertation module for a Data Science MSc course. The aims were provided by LFRS, based around evaluating our Risk-Based Inspection Programme (RBIP). A project plan was created to meet those aims and the result of the project was a prioritised list of changes to the RBIP.

The current risk-based inspection programme involved using 11 of the attributes available for each property to attribute weightings to each property which when multiplied together give that property an overall risk score.

Throughout the process of evaluation several measurable aspects of risk were identified where the RBIP could be evaluated. Alternative models were built (which also included new attributes) to try and predict the different aspects of risk. These were machine learning models including linear

regression and tree-based models. Each model was evaluated for each aspect and the best performing models were compared to the RBIP. The findings from the alternative models were then used to create an alternative combined model which was compared directly to the RBIP. The findings from this comparison resulted in the recommendations given at the end of the project which were to: -

1. Increase the weighting of Primary Fires Attribute;
2. Increase the FSEC code weighting for Shops;
3. Decrease the FSEC code weighting for Public Buildings;
4. Change the FSEC group weighting rankings to match the alternative combined model;
5. Include the Emergency Response Time attribute;
6. Include the Audit Indicator attribute;
7. Consider dropping the Flood Warning Area, Heritage, External attributes;
8. Consider combining the FSEC score weight and FSEC weight;
9. Consider dropping the CFRMIS Risk Score attribute.

In summary the evaluation concluded that the RBIP proved to be an effective and flexible model. The project results allowed some well supported recommendations. However, since the RBIP was based on sound principles and was effective, it was too valuable to be changed dramatically.

It was noted that the recommendations had been implemented and that the RBIP was being promoted within the North West Region and also nationally via the National Fire Chief Councils risk working group. In addition, this type of evaluation was being progressed for other LFRS products as it had proven to be very cost effective.

Following the presentation, County Councillor Eaton asked what the timescales were for responsible persons to make changes if LFRS identified areas during audits. WM Leece explained that it would depend on how serious the failing was e.g. prohibition would be immediate or enforcement may be up to 28 days, a re-inspection would take place and prosecutions could be taken if they failed to comply.

RESOLVED: - That the report be noted.

24/19 DATE OF NEXT MEETING

The next meeting of the Committee would be held on Monday 13 July 2020 at 1000 hours in the main Conference Room at Lancashire Fire and Rescue Service Headquarters, Fulwood.

A further meeting date was noted for 16 November 2020.

LFRS HQ
Fulwood

M NOLAN
Clerk to CFA

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LANCASHIRE COMBINED FIRE AUTHORITY PLANNING COMMITTEE

Meeting to be held on 13 July 2020

ANNUAL SERVICE REPORT 2020 (Appendix 1 refers)

Contact for further information: ACFO Ben Norman – Director of Strategy and Planning
Tel No. 01772 866801

Executive Summary

In line with the 5 year Integrated Risk Management Plan (2017-2022) Lancashire Fire and Rescue Service (LFRS) publishes an annual report detailing the objectives, projects and key deliverables for the forthcoming year. This is in the format of the Annual Service Plan (ASP) which is a report style document that is supplemented with a video based overview.

The (attached) Annual Service Report seeks to provide an overview of our progress against the areas of work detailed in the Annual Service Plan 2019/20. As detailed within the report there are a number of key deliverables against our priority areas of Prevention, Protection, Response and People related work streams.

Recommendation

For the Planning Committee to note and endorse the Annual Service Report.

Information

Our Annual Service Plan for 2019 detailed a range of projects, action plans and priority items for completion during the year.

The Annual Service Report (ASR) is a key part of the Service's corporate planning process which enables the documentation of deliverables in the previous 12 month performance period as set out in the Annual Service Plan.

In addition to highlighting the key projects that have been delivered against the 2019/20 Annual Service Plan it also presents the opportunity to reflect on some of the unplanned major achievements and challenges that the Service has delivered against over the last 12 months.

Business Risk

None.

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

Welcome to our Annual Service Plan for 2019/20

Lancashire Fire and Rescue Service is one of the best services in the country, recognised for how well we keep people safe and secure and how motivated and positive our people are.

This is due in part to a long history of continuous improvement that has kept the Service evolving, and last year was no exception. We set out to build on our achievements and stay focussed on making the people of Lancashire safer.

I'm proud of how we learn from incidents as a driver for improvement, alongside leading innovation in the fire and rescue service to benefit our communities.

Last year we introduced a newly established wildfire burn team as a result of our learning from the Winter Hill moorland fire in 2018. Controlled burning can greatly reduce the spread and duration of a fire, minimising the risk to people, property and the environment. This expertise has proved valuable in a very short space of time, delivering successful interventions to reduce the impact of a number of incidents.

A second Stinger has been added to our fleet, doubling the benefits of this water tower appliance that enhances both firefighter safety and firefighting capability, while at the same time minimising fire damage to businesses and homes.

After transforming the way we fight fires using aerial intelligence, Lancashire Fire and Rescue Service now leads the fire sector's use of drones. We assist other emergency services across the country in developing their own drone capability alongside our continued partnership with Lancashire Constabulary to enhance operational response in Lancashire.

Our people remain firmly at the centre of everything we strive to achieve and in 2019/20, I set an intention to create more opportunities for colleagues to contribute their experience, expertise and ideas. This is one of our most valued achievements; people in all roles and ranks have helped to shape many areas of activity including a new approach to appraisals, improved facilities at fire stations and our training centre, and changes to duty rig uniform.

We finished the year being named UK Fire Service of the Year at the iESE Public Sector Transformation Awards, recognition for the whole Service that reflects our investment and innovation in frontline services. This achievement is due in no small part to the way our people respond positively to challenges and lead new ways of firefighting.

Justin Johnston
Chief Fire Officer

Our year in numbers

17,206 incidents attended

Average attendance time 7 mins 28 secs

5,010 fires

5 people lost their lives

816 accidental dwelling fires (ADFs)

53 casualties from ADFs

85% of damage limited to item first ignited or room of origin minimising property loss

On-call fire engines available to respond to incidents 87% of the time

42 missing person searches

829 gaining entry to property incidents

692 road traffic collisions

83 on-call firefighters recruited

17,368 home fire safety checks delivered

156,641 children and young people received prevention education

21,516 people took part in road safety education

120 fire safety enforcement notices issued

42 businesses prohibited from operating

Annual Service Plan Progress Report

Preventing fires and other emergencies from happening and protecting people and property when they do

Deliver tailored prevention activity

CookSafe and TeenSafe campaigns

Our Keep It Clean, Keep It Clear cooking safety campaign ran from July to October 2019 and was centred on keeping ovens and hobs clean and clear to reduce the risk of fire. High risk areas were targeted as part of the campaign, as well as people living alone and people over the pensionable age. There has been a decreasing trend in cooking related accidental dwelling fires since the CookSafe campaign started in 2017.

The 2019/2020 academic year saw the first full year of key stage 3 TeenSafe delivery, which provides targeted sessions on themes such as Bonfire Night, water safety, grass fire safety and anti-social behaviour. In addition we provided prevention sessions for year 2 and early years pupils, both at their settings and on stations. We also worked with voluntary youth groups such as guides and scouts, as well as further education and higher education establishments delivering student safety sessions.

Become an Adverse Childhood Experiences (ACE) aware organisation

During 2019/20, ACE toolbox talks were undertaken at the Service's headquarters and training centre, and a number of fire stations across Lancashire. Delivery of the talks is continuing in 2020/21 until ACE is embedded as a core organisational offering.

Harness technology to improve protection activity

Work is ongoing to develop technology to support quicker report production and wider digitisation of business safety and enforcement services, with more agile ways of working including mobile access to building files and plans. This is part of a wider project to ensure fire safety inspectors' resources are targeted at the most appropriate premises through an increasingly refined risk based inspection programme which considers building use, management history and other factors such as cladding.

Responding to fires and other emergencies quickly and competently

Evaluate tools to strengthen our response

Pre-alerting system

Following promising results at four fire stations, the trial has been extended to include the majority of fire engines in the north of the county to examine the impact of early mobilisation messages on performance levels on all shift systems including on-call.

Dynamic cover tool

We are continuing to explore the feasibility of a shared product with regional partners to improve the effectiveness of geographical resource allocation across Lancashire.

Strengthen our operational assurance

Following the successful launch of a debrief app we have continued to develop a bespoke assurance monitoring system. The system will ensure we are able to record, analyse and track any learning from incidents and exercises effectively and efficiently. Learning from other fire and rescue services and from station assurance visits will also be managed through the system.

Integrate a second water tower into our fleet

Following evaluation of our first Stinger appliance and confirmation that the appliance significantly enhances firefighter safety, firefighting capability in the built environment and pumping capacity, a second Stinger has been integrated into the Service's fleet and is based at Skelmersdale Fire Station.

Replace incident command units

Work to finalise the specifications for the incident command unit as well as incident command software has progressed, and will provide the Service with a bespoke vehicle for use at multiagency and major incidents. This will enhance command and control capability and provide a space for high level incident ground discussions and decisions to take place. New software will enable us to safely and efficiently share information across the incident ground and with other agencies. A physical prototype of the new command support unit has been constructed and work is being carried out to ensure the unit and software can be seamlessly integrated. Once both the

specifications and prototype have been finalised the procurement process can commence.

Optimise rota management

LFRS operates a risk based approach to staffing fire appliances and other specialist vehicles and by necessity there are a range of duty systems in use, each with their own guidelines, management overheads and interdependencies. We have been working to ensure this project will reduce the amount of time staff spend in both operational and administrative roles in managing people disposition. The project has already delivered a contemporary approach to overtime management, utilising an app, and will go on to focus on smarter ways to manage other aspects of staffing.

Establish a wildfire burn team

The crew at Bacup Fire Station now make up a newly established specialist wildfire burn team capable of proactively burning areas of land to reduce the spread and duration of wildfires. The team has provided successful interventions at several wildfire incidents resulting in fires being contained and extinguished in a relatively short period of time; prevention of further fire spread; and no reported injuries. The team helps to maximise firefighter safety and minimise the risk to people, property and the environment, and positive feedback has been received from partner agencies.

Lead nationally on the use of drones

Lancashire Fire and Rescue Service remains at the forefront of emergency service drone technology and maintains a joint drone team with Lancashire Constabulary. Through our national lead status, we have assisted a large number of other emergency services in developing their own drone capability. As the only Civil Aviation Authority (CAA) qualified training organisation in the sector, we have also delivered training to other services and government agencies.

The Service keeps up with the rate of technological change in the drone industry through links with research organisations, manufacturers and academia. We are currently supporting a number of research projects including the development of the Lancashire Unmanned Aviation Vehicle Cluster in conjunction with the University of Central Lancashire.

Valuing our people so they can focus on making Lancashire safer

Develop a strong organisational culture where our values are understood

Improve how we undertake the appraisal conversation

Further to extensive staff consultation, a revised approach to the appraisal conversation was created including new documentation. This was launched alongside a video to ensure colleagues were aware of the reasoning behind the change in arrangements. The new approach has been welcomed by members of staff and alternative recording arrangements are now being developed within existing HR systems. To ensure that meaningful conversations take place in relation to performance we have included activity around having difficult conversations within the development programme for supervisory managers. Line managers also attend coaching development sessions.

Performance manage the completion of appraisals

Further to the implementation of the new appraisal approach, the completion rate in relation to appraisals last year was 98% for operational members of staff and 97% for support staff.

Tools to improve the appraisal conversation

A 360 degree appraisal tool has been developed however the launch of a pilot was postponed due to the Covid-19. We are looking to implement this work in September 2020.

Encourage and listen to employee voice

Following months of staff consultation, our new internal intranet 'The Engine House' was launched and is now widely used. Incorporating social networking to connect staff across the Service, the site allows them to raise and discuss new ideas, as well as share knowledge and ideas in an open forum. The Engine House is used as a central hub for all internal information.

Promote equality, diversity and inclusion within the Service

Promote opportunities to diverse communities

We have selected suitable candidates for firefighter recruitment courses in September 2020 and January 2021 following a positive action campaign in February 2019. We are now exploring how social media could be used to engage diverse groups in our next recruitment drive.

A careers insight day gave operational and support staff the opportunity to learn about the variety of roles available in the Service from those with experience, how to access them and pathways to promotion.

Consult communities to shape our activity

Throughout 2019/20 we have consulted with staff regarding options for new and improved uniform; proposed building work to create dormitory facilities for women at South Shore, Blackpool, Hyndburn and Preston fire stations; and locker rooms in our fleet garages at Service Training Centre. We reviewed our network of contacts across minority groups in Lancashire to ensure we are best placed to engage with them and we have worked specifically with the LGBT community, people with disabilities, women and families and ethnic minorities in terms of considering a career in the fire service.

Pride events

The Service has utilised its Pride liveried fire engine to highlight our inclusive employer status. Over the last year, the number of Pride events in Lancashire has increased and we have used this as an opportunity to promote our key prevention and recruitment messages at Blackpool, Lancaster, Morecambe and Preston based events. Given the scale of the celebration and crowds, we also attended Manchester Pride to promote recruitment to the many thousands of attendees. In addition to these formal events the LGBT employee voice group has worked closely with other colleagues and supported a number of fundraising, health and wellbeing and recruitment events using the striking appliance as a key backdrop, supporting engagement at the event and also across the Service's social media platforms.

Expand apprenticeship opportunities

The Service was successful in gaining employer provider status and is now delivering firefighter apprenticeships. This benefits new starters who receive a more individually focused training course and subsequent development programme to support them on station. The first cohort of apprentices have completed their initial recruits' course and are progressing with their development at stations across the county.

Build a strong and resilient workforce

Embed Trauma Risk Management (TRiM)

Health and wellbeing toolbox talks have been delivered to all members of staff in order to embed TRiM. The talks, which continue across the Service, also provide key information about PPE contamination, musculoskeletal issues, mental health and wellbeing and the link with physical fitness, all to help improve personal resilience.

Blue Light Wellbeing Framework assessment

A gap analysis against the Blue Light Wellbeing Framework hosted on Oscar Kilo has been completed. Some of the key themes highlighted were flexible and family friendly working practices, rewards and recognition and future training on wellbeing topics ranging from difficulty sleeping, menopause and nutrition to personal resilience, alcohol and drugs and suicide prevention. The framework is a live document being used to develop continuous improvement.

Redevelop Preston Fire Station

The scope of this redevelopment and potential to site share with other public services has been evaluated and the costs will be considered pending a medium term financial settlement from the government.

Upgrade fire station accommodation

Progress has been made towards upgrading accommodation at South Shore, Hyndburn and Blackpool fire stations. At South Shore, planning permission has been obtained and tender documents approved. At Hyndburn we are working with the contractor towards starting the procurement process and planning permission has been received for proposals at Blackpool however procurement for this project will commence upon completion of South Shore and Hyndburn works.

Delivering value for money in how we use our resources

Invest in training and equipment

Expand facilities at Service Training Centre

Building plans for the upgrade of facilities at our training centre have been developed and planning permission to expand has been requested. The contract has been awarded to the successful bidder and pre-construction work is progressing, although somewhat delayed due to the COVID-19 pandemic.

Firehouse refurbishment

The firehouse has been refurbished and now allows for basement fire training in a realistic fire environment. This enhanced training facility enables operational crews to develop further skills and knowledge in a practical setting.

Review of duty rig uniform

Extensive staff consultation and trials have taken place to ensure that new duty rig uniform meets the needs of our workforce. As a result, new trousers and boots have been chosen and will be rolled out across the Service in 2020/21.

CCTV on operational fire appliances

Work has progressed to scope the fitting of CCTV on all operational fire appliances. Soft market testing has been completed and the tender process is being prepared. Once fitted, these CCTV systems aim to improve driver training and reduce the amount of time taken to investigate incidents.

Collaboration with other public services

Collaboration programme with Lancashire Constabulary

Work is ongoing to expand our collaboration opportunities with Lancashire Constabulary, specifically looking at joint accreditation of our staff to undertake fire scene investigations.

Site sharing opportunities

We have established a shared location with the local neighbourhood policing team at Skelmersdale Fire Station and continue to explore site sharing opportunities with other partners.

Information management strategy

Centralised document management system

This project has a number of inter-dependencies and has been incorporated into wider work to develop our information management strategy.

Integrated Planning and Performance (IPP)

Given the resources required to maintain the current reporting system (Corvu), we decided to refocus the direction of this work solely on replacing this vital tool rather than developing it. This activity underpins much of our IPP work and allows progress to be made towards multiple organisational objectives. An interim solution that delivers data directly from the existing system to planning documents was rolled out successfully in 2019.

Making Lancashire safer

In addition to the priorities set out in our Annual Service Plan, Lancashire Fire and Rescue Service provides a wide range of services throughout the year to help keep people safe.

Throughout 2019/20, we worked alongside Greater Manchester Fire and Rescue Service to provide realistic high-rise firefighting training based on learning from the Grenfell Tower fire. This included practical live fire exercises coupled with realistic incident command based scenarios, along with theoretical input, ensuring the Service is best placed to deliver against the challenges of an increasingly complex built environment.

Last year also saw the implantation of rapid flood catchment area response plans, which enable North West Fire Control to mobilise the nearest resources on receipt of flooding notifications. This ensures a swift response for operational crews to assess the situation and mitigate the impact of flooding to local communities and infrastructure, supported by partner and local organisations.

Following a rigorous application process, Lancashire Fire and Rescue Service was successful in gaining employer provider status to run operational firefighter apprenticeships. This benefits new starters in relation to receiving a more individual focused training course and subsequent development programme to support them on station. In addition to being subject to our own internal quality assurance processes, we are subject to external scrutiny from OFSTED and the Education and Skills Funding Agency, ensuring that programme delivery is compliant and meets best practice. Our first firefighter apprentices joined the Service in September 2019 with the next intake due to arrive in September 2020.

In 2019/20, we held a combined event for members of staff who had achieved 20, 30 and 40 years' service and those awarded our employee Star Awards, at the Village Hotel in Blackpool. In addition to receiving their awards, colleagues were able to attend The Firefighters Charity annual ball afterwards in recognition and appreciation of their service and conduct. This was the first year these events were combined and held at an external venue, and we plan to do the same again following positive feedback from our staff.

Last winter's safety campaign focused on elderly, isolated and vulnerable members of our community. We targeted these groups and encouraged them to reach out for help and support over the winter months. Activity included the launch of our Nosey Neighbour campaign encouraging people to look out for others and delivery of Christmas cards to those who may benefit from additional support. This was supported by advice on keeping safe, warm and well and provision of thermometer cards. Many of our partners, members of the public and community groups signed up to the Nosey Neighbour campaign and delivered almost 7,000 Christmas cards to isolated and vulnerable members of our community.

The latter part of 2019/20 saw the outbreak of Covid-19 in the UK. The Service acted quickly to continue responding to emergencies, protect the most vulnerable members of our communities and ensure the health and safety of our people. We also reallocated resources to support the Lancashire Resilience Forum with a number of activities including helping vulnerable people in the community, distributing personal protective equipment (PPE) across the county, assisting in taking samples for Covid-19 antigen testing and face-fitting masks for NHS staff.

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Significant incidents

Wildfire in Bacup, April 2019

Ten fire engines including colleagues from Greater Manchester Fire and Rescue Service, along with specialist wildfire units and the air support unit attended a moorland fire in Bacup. The wildfire burn team carried out tactical burning assisted by firefighters using blowers and beaters to extinguish the fire.

Commercial building fire in Lower Darwen, May 2019

Six fire engines, an aerial ladder platform and the air support unit were called to a single storey, building fire involving multiple commercial units in Lower Darwen, Blackburn.

Recycling centre fire in Preston, August 2019

Seven fire engines, an aerial ladder platform and a Stinger responded to a fire involving material from road vehicles at a recycling centre in Preston. This site has previously experienced fire and firefighters remained at the incident for two days.

Derelict building fire in Preston, October 2019

Six fire engines, an aerial ladder platform, a Stinger and the air support unit attended a fire involving the first floor and roof of a derelict building in Preston. Firefighters worked with Lancashire Constabulary for two days to ensure that the building was empty and safe.

Commercial building fire in Conder Green, January 2020

Ten fire engines, two aerial ladder platforms and a high volume pump were called to a fire involving a two-storey commercial building in Conder Green.

Storm Ciara across Lancashire, February 2020

On 9 February between 7am and 5pm, North West Fire Control received 407 calls reporting incidents in Lancashire, 210 of them in relation to flooding, and a major incident was declared. Areas across the county were affected including Blackpool, Whalley, Longton and Rossendale. Incidents included vehicles trapped in flood water, electrical damage due to properties flooding and dangerous structures.

Derelict building fire in Lytham St Anne's, February 2020

Six fire engines and an aerial ladder platform were called to a derelict building fire in Lytham St Anne's.

House fire in Preston, February 2020

Multiple fire engines were called to a fire involving a terraced house in Preston which also affected a neighbouring property.

Commercial building fire in Preston, February 2020

Ten fire engines and an aerial ladder platform responded to a commercial building fire in Preston. The fire involved two commercial units, containing vehicles, inside a single storey garage.

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LANCASHIRE COMBINED FIRE AUTHORITY PLANNING COMMITTEE

Meeting to be held on Monday 13 July 2020

HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE & RESCUE SERVICES (HMICFRS) UPDATE

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

Executive Summary

This paper provides an interim update on the direction being taken by HMICFRS in relation to the future inspection framework.

Recommendation

Planning Committee is asked to note the content of the report.

Information

The second HMICFRS inspection of Lancashire Fire and Rescue Service (LFRS) was due to be conducted in April/May 2020. This was suspended due to the Covid-19 outbreak and the recall of HMICFRS seconded staff to their own fire and rescue services in order to support the planning and management of response during the pandemic.

Throughout the pandemic period LFRS' Service Liaison Officer has maintained contact with the HMICFRS' Service Liaison Lead, Jo Hayden by means of two-weekly telephone conversations.

Whilst the Service Liaison Officer will return to the HMICFRS with effect from 29 June 2020, there will be an ensuing period of time where the HMICFRS will need to undertake work to recruit to vacant roles within the inspection teams, meaning that a full inspection is not expected until much later into 2021.

However, early indications suggest that a Covid-19 Thematic review is likely to occur and whilst confirmation is awaited, the Service is making preparations in readiness for:

1. The Data Return request (postponed from May) and likely to incorporate Covid-19 specific data sources. A subsequent Data Return in October this year bringing us back into the planned HMICFRS data rhythm.
2. A Covid-19 Thematic inspection of all FRS between July and October 2020.

3. A Thematic report being published in January 2021 on the findings of the Covid-19 inspection.
4. A HMICFRS 'return to work strategy' that involves the use of Microsoft Teams to provide an engagement tool for use with fire and rescue services.
5. A return to business as usual by July 2021.

The Covid-19 inspection is thought likely to be a sub-diagnostic within the wider inspection framework and framed around the pillars of efficiency, effectiveness and people. It would be reasonable to expect that such an inspection would consider delivery of prevention, protection and response activities during the period, provisions made for employee welfare, and work conducted under the tri-partite agreement and in support of the Lancashire Resilience Forum partnership.

Financial Implications

No financial implications expected.

Sustainability or Environmental Impact

N/A

Equality and Diversity Implications

N/A

Human Resource Implications

N/A

Business Risk Implications

The thematic inspection will make an assessment of LFRS' response to and support of, our communities during the pandemic.

Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
None		
Reason for inclusion in Part II, if appropriate:		

LANCASHIRE COMBINED FIRE AUTHORITY PLANNING COMMITTEE

Meeting to be held on Monday 13 July 2020

IMPLEMENTING REGULATORY CHANGE & TRANSFORMING FIRE PROTECTION SERVICES

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

Executive Summary

The Grenfell tragedy in June 2017, and resulting enquiries, highlighted inadequacies in the way the built environment has been constructed and regulated over the past two decades. With sweeping changes to legislation in progress, it is clear that Government intends Fire and Rescue Services (FRS) to play a significant part in the sector wide improvements which are now necessary.

This paper gives an overview of the legislative changes arising in the form of the Fire Safety Bill and Building Safety Bill, explains the national structures which have emerged to drive them and provides local context concerning the impact on Fire Protection services.

Whilst LFRS' Protection function remains strong, as evidenced by the HMICFRS inspection outcomes, the legislative changes have profound implications for the type and number of premises for which LFRS will have inspection and enforcement responsibility. Whilst investment in the Protection function has remained adequately resourced over the austerity period, the new demands will add levels of technical complexity, volume and public/government expectation which will outstrip the existing Protection capacity and accordingly the time is right to review how best to position the Service in response to these challenges. Recognising the impacts across the sector, government has provided surge funding to support fire and rescue services to adapt and LFRS has been allocated a total of £310k per annum.

The whole system changes recommended in this paper relate to alterations to the management structure of Prevention and Protection at Area Manager and Group Manager levels to provide strategic direction, leadership and scrutiny, supported by the creation of a Protection Transformation Team to deliver the extensive organisational change which is required to ensure that LFRS can continue to meet statutory duties throughout this period and into the future. Under the revised arrangements, Prevention and Protection policy will transfer into the Service Delivery Directorate (reporting directly to the Deputy Chief Fire Officer) alongside existing responsibility for Prevention and Protection delivery, to provide more streamlined accountability, decision-making and performance reporting.

Recommendation

Planning Committee is asked to note the national drivers for change, allocation of pump prime funding and endorse the proposed internal restructuring necessary to underpin the transformation plan.

Information

Fire Safety Bill (Due Royal Assent in January 2021)

On 19 March 2020 the Home Office introduced a bill to improve fire safety in buildings in England and Wales. The proposed Fire Safety Bill is a response to the Grenfell Tower Fire. It will amend the Fire Safety Order 2005 to clarify that the responsible person or duty-holder for multi-occupied, residential buildings must manage and reduce the risk of fire for:

- The structure & external walls of the building, including cladding, balconies and windows.
- Entrance doors to individual flats that open into common parts.

This will empower the fire and rescue service to take enforcement action for non-compliance. The bill will also provide a foundation for secondary legislation to take forward recommendations from the Grenfell Tower Inquiry phase one report. This stated that building owners and managers of high-rise and multi-occupied residential buildings should be responsible for:

- Regular inspections of lifts and the reporting of results to local fire and rescue services.
- Ensuring evacuation plans are reviewed and regularly updated, and that personal evacuation plans are in place for residents whose ability to evacuate may be compromised.
- Ensuring fire safety instructions are provided to residents.
- Ensuring individual flat entrance doors, where the external walls of the building have unsafe cladding, comply with current standards.

The bill will also give the Secretary of State for Housing, Communities and Local Government the powers to amend the list of qualifying premises that fall within the scope of the Fire Safety Order by way of secondary legislation, enabling the government to respond quickly to developments in the design and construction of buildings. The government published a summary of responses to the Fire Safety Order 2005 (FSO) call for evidence, which invited views on the application of the FSO and changes that might be needed. While respondents identified some

areas where the FSO could be amended to provide greater clarity, most respondents agreed that the scope and objectives of the FSO remain appropriate for all regulated premises. A consultation will be held later in 2020 on proposals and next steps.

On 2 April 2020, in response to the 'Building a Safer Future' consultation, Housing Secretary Robert Jenrick MP announced steps to introduce mandatory sprinkler systems and consistent wayfinding signage in all new high-rise blocks of flats over 11 metres tall which will come into effect, for buildings constructed after 26 November 2020.

'A reformed building safety regulatory system', Government response to the 'Building a Safer Future' consultation, published by the Ministry of Housing, Communities and Local Government in April 2020 stated that: 'The Home Office's Fire Safety Bill, introduced in Parliament on 19 March 2020, will put beyond doubt that building owners and managers of all multi-occupied residential buildings must assess the risks from external walls (including cladding and balconies) and front entrance doors under the Regulatory Reform (Fire Safety) Order 2005. The Bill will also affirm that Fire and Rescue Authorities have the relevant enforcement powers to hold building owners and managers to account, supplementing the local authority enforcement route. It will also provide a firm foundation for the implementation of the relevant recommendations of the Grenfell Tower Public Inquiry Phase 1 Report requiring law changes'.

Housing Authorities have always had powers to enforce fire safety improvements in residential buildings, although have tended to use these powers to varying extent. Following Grenfell, policy development initially appeared to be focusing on residential buildings over 18m but this has shifted significantly. The scope of the Fire Safety Order is now being broadened so FRS' can use enforcement powers to ensure both residential and non-residential buildings (where housing have no powers) of all heights, that are clad in un-safe materials, are made safer . A recent MHCLG Guidance note '*Advice for Building Owners of Multi-storey, Multi-occupied Residential Buildings*' makes it clear that 'the need to assess and manage the risk of external fire spread applies to buildings of any height'. The amended legislation will:

- Bring all high rise premises fully into enforcement scope for FRS'
- Include all existing high rise with unsatisfactory cladding / internal fire doors
- Bring external cladding on all other premises types into scope, irrespective of height
- Significantly add to the Risk Based Inspection schedule
- Require sophisticated risk profiling to ensure resources are allocated intelligently
- Result in more complex enforcement cases [than has historically been the case] as owners, freeholders and leaseholders are all involved
- Require Fire Safety Inspectors to have increased technical knowledge of cladding systems and associated technical reports

Building Safety Bill (Due Royal Assent in 2021/22)

On 28 July 2017, following the Grenfell Tower fire, the then Communities Secretary, Sajid Javid, announced an independent review of the building regulations and fire safety. On 16 May 2018, 'Building a Safer Future, Independent Review of Building Regulations and Fire Safety: Final Report', was published, setting out more than 50 recommendations for the government to deliver a more robust regulatory system.

One of the key recommendations was the creation of a new Joint Competent Authority (JCA) comprising Local Authority Building Standards, Fire and Rescue Authorities and the Health and Safety Executive (HSE) to oversee management of safety risks in higher risk residential buildings (HRRB) across their entire life cycle. Some coordination planning will be required to create this JCA (also referred to as 'The Building Regulator'), as the three regulators involved are currently overseen by different government departments. The review assumes that the three regulators will work on a full cost recovery basis, so key engagements between duty holders and the JCA will be chargeable. The review suggests that the responsibilities of the JCA should include:

- Creating and maintaining a database of all HRRBs and duty holders for those buildings.
- Ensuring duty holders focus on mitigating building safety risks during the design and construction phase.
- Ensuring duty holders focus on reducing ongoing building safety risks during the occupation and maintenance phase, through periodic safety case reviews.
- Handling and assessing building safety concerns made about specific HRRBs by others through the mandatory reporting of safety concerns by duty holders.
- Requesting testing of construction products that are critical to HRRB building safety on a reactive basis when concerns arise.
- Requesting annual reports from product testing houses providing details of the types of tests carried out and the numbers of passes and fails.
- Helping validate and assure the guidance produced by industry to meet the outcomes-based goals of the Building Regulations.

On 6 June 2019, the Ministry of Housing, Communities & Local Government (MHCLG) published 'Building a safer future: proposals for reform of the building safety regulatory system', seeking views on a new building and fire safety system following the recommendations of the Hackitt Review. This included proposals for the new building safety regulator to provide oversight of the regime.

In crude terms, if the Fire Safety Bill is to be the regulatory device that is used to correct deficient existing building stock, then the Building Safety Bill will be the regulatory device used to ensure future construction of HRRB's avoids the pitfalls of the past. The new legislation will require:

- LFRS to act as part of the new Building Regulator (formerly called Joint Competent Authority) with HSE (lead) and LA Building Control
- LFRS to consult at all [gateway] stages whereas previously consultation was only undertaken at Building Regulation application stage
- HRRB inspectors will, as a minimum, need to be Fire Safety Inspectors with a L4 Diploma, current CPD log and registration to IFE (or similar)
- LFRS to maintain access to Fire Engineers.

Competency Framework & Workforce Planning / Development

The revised Competency Framework for Fire Safety Regulators was agreed by National Fire Chiefs Council on 5th February 2020. The work was completed following recommendations in Dame Judith Hackitt's Independent Review of Building Regulations and Fire Safety – 'Building a Safer Future' following the Grenfell Tower tragedy. Dame Judith identified that there are significant issues across the fire and construction sector, including a lack of competence in key professions. All construction and fire disciplines mentioned within the report have, as part of the Industry Response Group Competency Steering Group, been reviewing their competence standards to make sure that they are fit for purpose to ensure a safe built environment. Specific recommendations were made in 'Building a Safer Future' on fire safety officer competence, and more broadly on the protection role played by firefighters and other technically competent people within the NFCC 'Fit for the Future' report 2020 (draft). To address this, the Competency Framework for Business Fire Safety Regulators was revised.

The revised Framework was produced through sector collaboration across 15 fire and rescue services (including LFRS), the Health and Safety Executive, Local Authority Building Control, Crown Premises Fire Safety Inspectorate and Fire Officers Association. The Framework was also subject to extensive consultation in 2019 within the sector and externally through the Industry Response Group Competency Steering Group 'Raising the Bar' consultation.

It was acknowledged that it will take time for FRS' to fully implement the framework which will need to be supported by substantial training programmes, however, clear direction is now provided on how to develop, achieve, and maintain the competence of fire safety officers. From joining the function, to becoming a competent L4 Diploma trained Fire Safety Inspector, takes circa two years, thus retention also becomes a crucial consideration.

In addition to the gaps identified in the Protection workforce, if improvements are to be realised and sustained more broadly, the initial and ongoing development needs of other roles must be considered (e.g. Operational and Community

Safety). For each role it is possible to identify point of entry and in-service development. This is a detailed piece of work which would be developed over the next 3 years. The resultant performance management framework (aligned to the Inspection Programme) would approximate to the following:

- **Whole-time Operational crews (Operational Fire Safety Check trained)**
Check simple premises as part of the sampling component of the annual Inspection Programme, including light industry, retail, offices, shops, hotels.
- **Community Safety Staff (Operational Fire Safety Check trained)**
Check simple premises as part of sampling component of the annual Inspection Programme, including Houses in Multiple Occupation.
- **BSA (L3 Fire Safety Assessor trained)**
Audit simple premises as part of Risk Based Inspection Programme (RBIP)
- **FS Inspecting Officers (L4 Fire Safety Inspector trained)**
Audit and enforce in complex premises as part of RBIP
- **Accredited FS Inspecting Officers**
Audit and enforce in HRRB portion of RBIP

The Inspection Programme has the potential to include all premises in Lancashire (60,000 plus). It is impossible to check or audit all of these (and FRS' are not expected to) however the theory behind LFRS' approach would be to use Operational Fire Safety Checks on a sampling approach to progressively work through these and undertake a single visit. The findings of these checks, in and of themselves reduce risk, but will also feed into the future Risk Based Inspection Programme (RBIP). The RBIP includes all higher risk premises which, by virtue of being a defined HRRB, their risk and/or previous compliance history, warrant repeated visits. The RBIP formula selects these premises out of the 60,000 plus premises in Lancashire and ensures they are subject to re-inspection.

Governance, National structures and Working Groups:

MHCLG:

In January 2018, as part of a Cabinet reshuffle, it was announced that the Department for Communities and Local Government (DCLG) would be renamed the Ministry of Housing, Communities and Local Government (MHCLG). The Department is responsible for Building Regulations, Planning permission,

Planning policy, Homes England, Architecture (transferred from DCMS in April 2015).

Home Office:

Responsible for Fire and Rescue Services. The Home Office has provided £10 million Protection Uplift funding from to bolster work targeting other higher risk buildings.

NFCC Fire Protection Board:

NFCC established the Fire Protection Board in 2019, initially to facilitate a building risk review exercise to ensure that the interim measures in place in ACM-clad high-rise residential buildings awaiting remediation are appropriate and allow for safe continued occupation. This work is now expanding to all high-rise residential buildings over 18 metres and to support this, the government will provide £6 million of funding to local FRA's. The funding allocations will be based upon the number of high-rise residential buildings over 18 metres within each FRA area, and used to deliver the wider building risk review programme

NFCC Building Safety Programme Team:

The NFCC's Building Safety Programme (BSP) Team, led by Nick Coombe MBE, was formally established on 1st March 2019 using grant funding provided by Government partners; the Home Office and Ministry of Housing, Communities and Local Government (MHCLG), with partial match funding from the NFCC. Members of the team have been seconded on a full-time basis from a diverse range of FRSs around the country, each with their own area of expertise including fire safety and operational experience. This expertise allows the team to provide effective support and technical advice to the government's Building Safety Programme, which was established in the wake of the Grenfell Tower Fire, and includes work to pursue the recommendations of Dame Judith Hackitt's Independent Review of Building Regulations and Fire Safety. The BSP team also engages closely with FRSs by representing their views and providing professional support and guidance on fire safety matters. The BSP Team work collaboratively with a number of key stakeholders and partners to contribute to a range of Government working groups and provide advice in sector forums.

LFRS Current Protection Team:

The current Protection Development and Delivery Team are utilising all existing capacity delivering the current Inspection Programme (and progressing the resultant enforcement action and prosecutions) alongside recruiting and developing new staff. Consequently it is difficult for the tactical leadership team to devote sufficient time to keeping pace with the regulatory change, respond to consultations, attend national meetings and process and assimilate these into appropriate training/policy change in LFRS.

The GM role is currently responsible for Prevention, Protection, Fire Investigation, Road and Water Safety as well as having wider Project

Management and operational responsibilities. This arrangement makes it challenging to maintain sufficient attention on any one aspect (many FRS' have a dedicated GM or AM role for Protection).

The extent of change required by the new legislation does not lend itself to the existing team simply adding to their additional workload. Given the scale and complexity of their work, alongside existing workforce challenges within Protection, such an approach is unlikely to prove successful. The scale of the work (as indicated by the extent of government investment) is such that the additional focus and resource of a project team is needed, the additional £310k of government funding provides an opportunity to enhance existing resources.

The optimal approach would see a Protection Transformation Team (PTT) delivering a carefully conceived project plan, whilst working alongside the existing Protection Development and Delivery Teams. In this way, each 'packet of work' would be led by the PTT but be co-developed through consultation with the existing staff such that on completion the new work streams were easily passed on and integrated. Whilst transition is being managed the future demand levels and ability to meet them would be assessed with a view to providing options for resources to be injected into the delivery function at that point in time i.e. PTT disestablishment will provide the funding source to increase the number of Inspecting officers on completion of the project.

Management Information Systems and generating future efficiencies

The 'Fit for the Future' report highlights the need to exploit the use of new technology and improve data management¹ to assist in addressing the issue of building safety. In particular, data about building risks should be standardised and inspection processes digitised to ease the burden on newly qualified inspectors. LFRS has recently upgraded CFRMIS to version 6.3. Technically speaking, in conjunction with ICT support, this upgrade could facilitate a wealth of additional functionality:

- Using 'Short Audits' for premises with good inspection histories and where qualified FSI's judge their use to be in the best interest of the premises (respecting the Regulators Code where compliant premises should experience less frequent and shorter audits) and LFRS, as using such an approach frees up valuable time for FSI's to audit new premises and those requiring improvement
- Developing an easy to use digital audit form on a mobile device linked to CFRMIS
- Automatic movement of certain information into the Site Specific Risk Information which is displayed in appliance cabs (links to the Built

¹ P17. Fit for the Future Report (Draft)

Environment Assessment Team work and to a number of Grenfell recommendations).

- Storing Building Regulation consultations digitally thereby making building plans more readily available for operational use via remote access (linking to Grenfell recommendations)
- Scanning existing files into digital storage

Protection Transformation Team

Reporting to the GM Protection, the temporary Protection Transformation Team (in place until Mar 2022) would work through a series of deliverables governed under Corporate Programme Board. The concept essentially being that each 'packet' of work would be completed by the PTT and then handed to the Protection Support and Protection Delivery Team as appropriate. The PTT would not work in isolation of Delivery and Support as certain packets of work would require ongoing collaboration / resourcing (e.g. Clad Building Surveys which would be coordinated by the PTT but delivered by Protection Delivery). In readiness for the Building Safety Bill coming into force, the PTT would be dis-established to support a longer term uplift in Inspecting Officers (x4).

Short-Term Objectives (2020/21)

- Lead a risk profiling exercise on all 18m+ residential, 18m+ other use, all clad buildings
- Nominate targeted audits of clad buildings for the 2020/21 Inspection Programme
- Keep pace with national developments via Protection Board & Building Safety Team
- Respond to all consultations linked to development of the new Regulations
- Co-ordinate delivery of Grenfell Actions (Protection aspects)
- Co-ordinate delivery of agreed BEAT recommendations (Protection aspects)
- Co-ordinate delivery of Protection Board Building surveys
- Lead digitisation of Protection
- Scope and cost additional training requirements resulting from the new legislation
- Produce internal briefings and management reports
- Assess number of risk premises versus distribution of FSI's, factoring in quota of HRRB's

Medium-Term Objectives (2021/22)

- Align FSI location to distribution of risk premises (considering uplift if required as well as more agile ways of working, or adapting BSA role in due course)
- Embed operational planning from B/Regs stage & maximise Ops benefits of digitisation
- Brief & develop external stakeholders (Housing Providers, Managing Agents, LA's etc.)
- Ensure initial & annual Protection Training Plans, for all functions, include appropriate objectives and content to progressively develop the organisation (linking with TOR)
- Support HoHR to produce Protection element of Organisational Development Plan ensuring investment in Fire Safety & Engineering training are realised within the Protection Function
- Support GM CPI & HoCC to produce Protection element of ASP addendum upon publication

Staffing Considerations

Further digitisation of services will improve efficiency and capacity to deliver and improve outputs but the Protection function will inevitably need to grow further in relation to the significant new asks being placed upon them. The volume of inspection work that is likely to be needed to support the ongoing building safety work will be significant². We will need to gather intelligence about risks in the county, identify priorities for inspection and potentially take enforcement action within a new regulatory environment.

Area and Group Manager roles and implications for Directorates

It is proposed to:

- Increasing to 5 Area Manager roles. Establishing a new AM P&P reporting to Director of Service Delivery. Strengthening capacity beneath this role by creating a new dedicated GM Protection (with a temporary transformation team) and a repurposing GM Central to GM Prevention to continue to lead FI, Road Safety, Prevention policy and in addition, Youth Engagement.

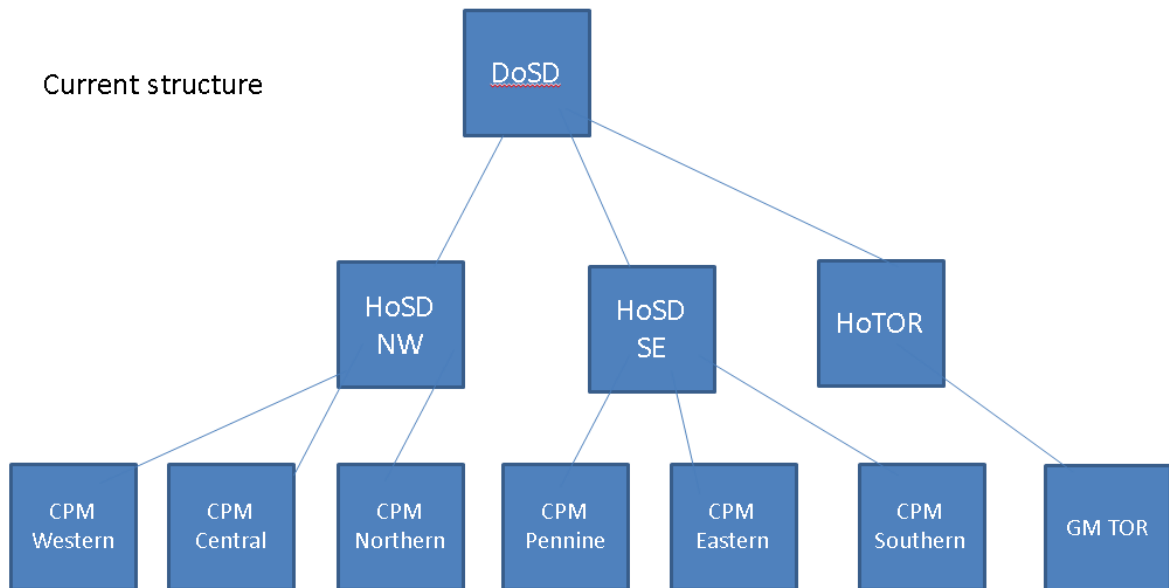
Advantages: Aligns responsibility for Protection Delivery, and associated performance management and reporting to CFA, under the Director of Service Delivery. Provides dedicated AM leadership of Protection,

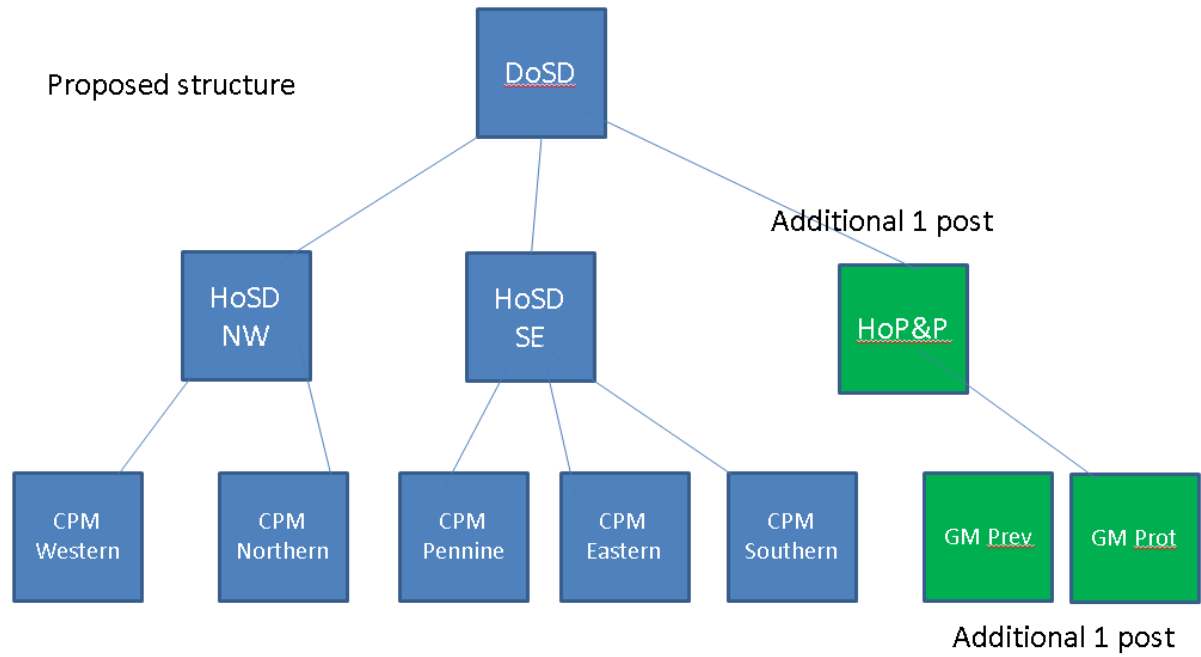
² P16. Fit for the Future Report (Draft)

provides dedicated GM management of Protection. Reduces HoSDD spans of control to more manageable levels. Aligns Fire Investigation to Community Safety. Aligns Youth Engagement more closely to Community Safety. Creates capacity to both deliver and innovate in all areas.

Disadvantages: Significant amount of restructuring – would require careful timing and effective communication to staff.

The proposal is to add to the establishment an AMB role into the Head of Department structure and use the opportunity to realign Directorate reporting such that Protection performance management and delivery moves to Director of Service Delivery. This move allows the future Head of Prevention & Protection sufficient capacity and spans of control to lead the Prevention & Protection functions in a manner commensurate with the expectations of the Building a Safer Future Report, will place LFRS in a strong position to deliver the NFCC Competency Framework and successfully implement the new Fire Safety Bill and Building Safety Bill. The changes also afford the Head of Service Development more realistic spans of control and capacity to exploit to drive the level of innovation a future LFRS will be required to demonstrate. In summary;

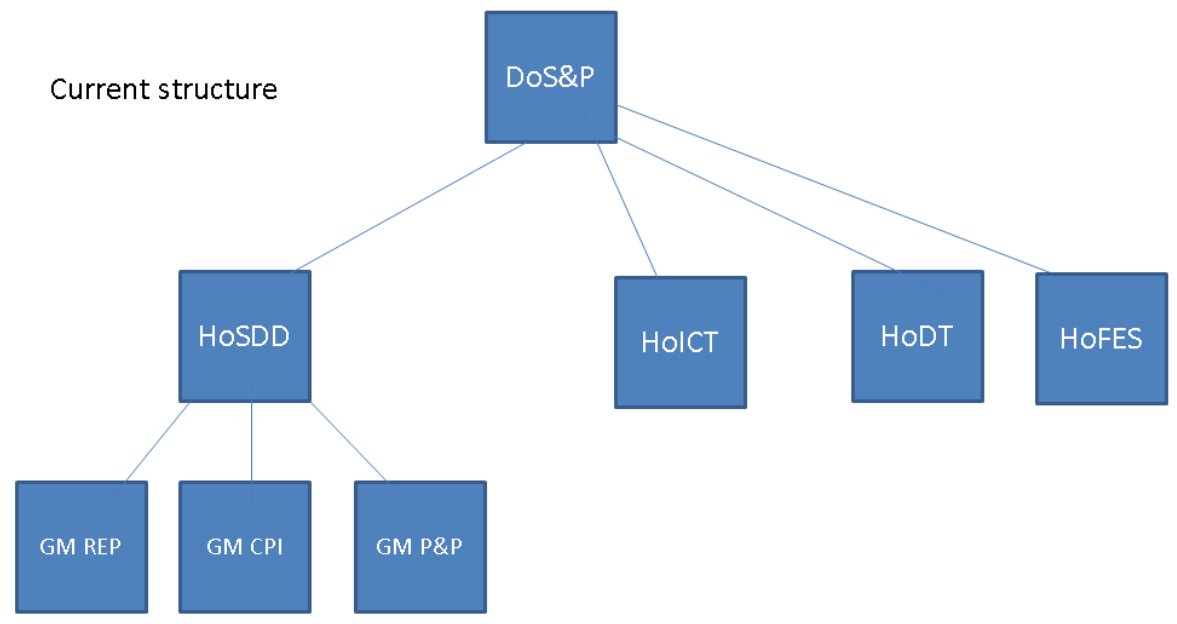


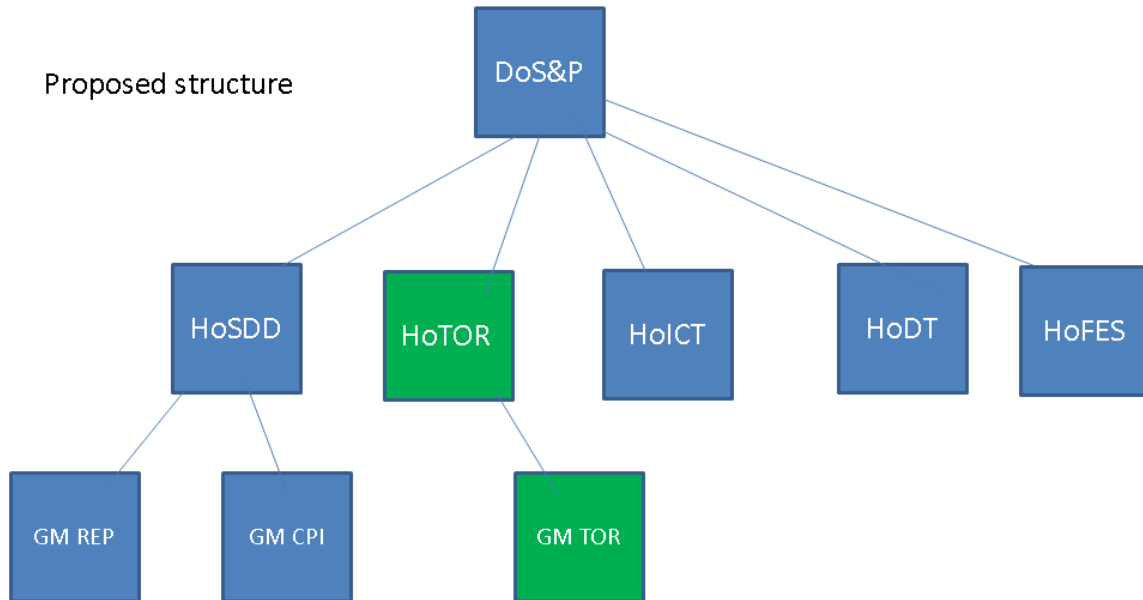


Remove 1 post



Current structure





Station Manager roles

The proposal is to temporarily add 1 SMB role into the Protection structure. The Protection Transformation SM role is not permanent. After 2 years, the roles will change from transformational and leadership based roles to functional roles leading the core work such as HRRB's or planning consultant type roles as may be required under Building Safety Bill. This agility in approach is crucial as moving to the new Regulatory Regimes is largely uncharted territory and assumptions made at this early stage are likely to change over time.

Watch Manager roles

The overall proposal is to add 4 WMBs into the Protection structure. The rate at which these roles can be added is to a large extent dictated by the number of competent WMA's in the current workforce who also possess the necessary attributes. Currently, due to the shortage of competent staff in the function, it is simply not possible to establish all roles. In addition, the use of the roles will vary over the course of the transformation and the eventual return to business as usual.

Year 1 (July 20 to Mar 21) add 2 new WMB roles:

x1 WMB Protection Transformation Team

x1 WMB Protection Trainer (would also inspect HRRBs to maintain CPD and add capacity)

Year 2 (April 21 to Mar 22) maintain the 2 new WMB roles:

x1 WMB in Protection Transformation Team

x1 WMB Protection Trainer (would also inspect HRRBs to maintain CPD and add capacity)

Year 3 (April 22 to Mar 23) – add 2 additional WMB role:

x2 WMB Protection Trainer (would also inspect HRRBs to maintain CPD and add capacity)

x2 WMB Member of Joint Competent Authority (The Regulator)*

Financial Implications (included on cost and at pro-rata rate for Year 1)

Year 1 (July to Mar 21 unless otherwise stated)

x1 AMB from Oct @ £50 = £50k

x3 BEAT SMB for 6 months @£37 = £111k

SMB @ £50k = £50k

x2 WMB @ £35K = £70k

x1 Project Admin @ £20k = £20k

OVERALL = £301k

Year 2 (April 21 to Mar 22)

x1 AMB @ £100 = £100k

SMB @ £75k = £75k

X2 WMB @ £54k = £108k

x1 Project Admin @ £20k = £20k

OVERALL = £303k

Year 3 (April 22 to Mar 23)

x1 AMB @ £100 = £100k

X4 WMB @ £54k = £216k

OVERALL = £316k

Distribution to FRAs of Fire Protection Board and Protection Uplift funding

FRA	Fire Protection Board Funding (£6m)	Protection Uplift Funding (£10m)	Total
Lancashire	£60,000.00	£250,300.74	£310,300.74

The above revenue funding has been allocated from an initial £10 million government grant fund, enabling both NFCC and individual FRS' to swiftly respond to the emerging requirements. Initially this will be a grant allocation for the financial year 2020/21. The initial scope and scale of the remediation related

work is focused upon high rise (18m +) residential buildings and subsequent work is anticipated to focus upon buildings under 18 metres fitted with cladding type materials.

The expectation of this surge funding is to assist building further capacity to support the transformation required as a result of current and proposed changes to legislation that will further grow the requirements of protection activities and subsequent inspection officer resourcing. It is understood that the revenue funds allocated by the Home Office for 2020/21 will be repeated with a second grant in 2021/22 and subsequently will be built into base funding thereafter.

The Fire Safety Bill 2021, The Buildings Safety Bill (anticipated 2022/23), LFRS Integrated Risk Management Plan (IRMP) 2022 and a Home Office medium term financial settlement for FRS' (expected 2021/22) will collectively provide the basis for long term decision making with regards to future resource requirements and any subsequent budget amendments.

Sustainability or Environmental Impact

Will there be an increase or decrease in electricity, gas, fuel or water? Neutral

Will there be an increase or decrease in waste production? Neutral

Will there be an impact on the quality of air, land or water? Yes – reduction

Will this affect biodiversity? No

Will there be an impact on staff or local community travel patterns? No

Will this impact on our ability to adapt to climate change? Yes – positive impact

Equality and Diversity Implications

All changes will be subject to equality impact assessment.

Human Resource Implications

Recruitment and promotion processes

Creation of new Green Book (Team Leader equivalent) roles

Business Risk Implications

Unable to deliver existing statutory duties due to insufficient [competent] staff

Unable to deliver future statutory duties due to insufficient [competent] staff

Unable to keep Lancashire safe, to extent advocated by Government and NFCC

Unable to meet NFCC and HMICFRS expectations

Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
None		
Reason for inclusion in Part II, if appropriate:		

LANCASHIRE COMBINED FIRE AUTHORITY PLANNING COMMITTEE

Meeting to be held on 13 July 2020

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 June 2020

LANCASHIRE COMBINED FIRE AUTHORITY PLANNING COMMITTEE

Meeting to be held on Monday 13 July 2020

BUSINESS CONTINUITY TESTING

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

Executive Summary

Lancashire Fire and Rescue Service (LFRS) is required to test Business Continuity Plans (BCP) annually. The Service test is usually scheduled towards the end of the year once all plans have been updated and reviewed.

The 2019/20 test (Exercise Raven) had been planned in detail and was programmed to be held in March 2020. It involved a simulated pandemic influenza event combined with a fuel shortage. Planning and preparation for the impending arrival of Covid-19 within Service replaced delivery of the 'test' exercise with actual instigation of business continuity plans.

Meanwhile a significant flooding event also occurred on Sunday 9 February 2020 which triggered the LFRS BCP and led to non-essential headquarters-based staff being prevented from entering the building for the subsequent 2 days.

The scale of both events is significant enough to qualify as live tests of the business continuity plans.

Recommendation

Members are asked:

- (i) to accept the basement flooding event in February 2020 and subsequent debrief, as the annual BCP test for the financial year 2019/20; and
- (ii) to accept the arrangements implemented in response to the Covid-19 pandemic as the annual BCP test for 2020/21.

Background Information

As a named Category 1 responder under the Civil Contingencies Act 2004, LFRS is required to maintain robust Business Continuity Plans (BCP). In order to achieve this, LFRS has adopted the Business Continuity Institute's Best Practice Guidelines and have a suite of plans which are audited every 2 years. The guidelines require LFRS to test plans annually. Each year, all Heads of Department are responsible for updating their plans and submitting them for collation by the Response & Emergency Planning (REP) section.

Once all of the plans have been collated, they are tested towards the end of the year by means of a rotating series of exercises. For the 2019/20 period, 'Exercise Raven' had been planned and was due to be held in March 2020. The exercise involved pandemic Influenza which in turn led to staff absence and fuel shortages. This would have tested a number of plans including:

- The Strategic BCP;
- The Tactical BCP's for Critical Incidents, Fuel, Staff Absence and Communications;
- Operational BCP's for a number of stations and Service Headquarters (SHQ) departments.

During a period of extreme weather in February 2020 (Storm Ciara) a large number of flooding events occurred in Lancashire. On Sunday 9 February ground water ingress inundated the boiler house and ICT server rooms within SHQ. This event led to the mobilisation of fire appliances to assist in protecting LFRS assets and removing the water.

During the event, the electrical supply to the main building at SHQ was also affected. A decision was made on 9 February to prevent staff coming into work at SHQ until remedial work had been completed. Instead, non-essential staff were required to work at alternative locations or at home. This effectively tested both the Staff Absence and Loss of SHQ Business Continuity Plans.

We are currently transitioning to the managed response phase (phase 2 of 4) of a National Emergency and had already enacted the Service BCP prior to the planned exercise taking place. We have also managed two significant wildfire incidents and declared a major incident whilst the pandemic BCP has been activated. It is highly unlikely given the scale of BCP activity still ongoing, that LFRS will need to undertake further testing of plans within this financial year.

Learning from Storm Ciara

The BCP event was debriefed on 20 February and a number of lessons were identified including:

- The Critical Incident Plan was enacted for the Severe Warning event and operated effectively in protecting the public from harm. For the first time, a LFRS officer was placed in the Environment Agency incident room which dramatically improved incident commanders' situational awareness out on the ground. The Command Support Room was found to be particularly resilient due to its former Control Room setting and was unaffected with the one exception of the main access door which locked shut.
- Difficulties arose in understanding the causes behind the power loss in the main SHQ building. No schematic was immediately available to staff which may have assisted in this regard. This did not affect the overall impact timescales but could prove important for future events.
- Fire crews were required to pump water out of the SHQ basement as the installed pumping capability was overwhelmed. ICT placed remote cameras in the basement to assist in monitoring the situation for the remainder of the week. The pumping system has since been re-engineered to increase pumping capacity.
- The lack of power and heating led to a decision to prevent staff from coming in to SHQ on the Monday immediately after the event. Some managers found it difficult

to access staff contact details when trying to inform them to stay at home the next day. These are available to Duty Group Managers where staff have supplied them. Managers have since updated contact numbers to improve resilience of their departments. Some staff members were able to work from LFRS locations near to their home address, others were able to log in to the network and carry out normal business from home.

- All departments had previously considered what their critical activities were and these were unaffected. ICT had already built a resilient network where staff could quickly relocate. The evacuation of SHQ had been tested recently as part of a previous BCP exercise. Remote network access from home was already in place for some staff members. This would go on to prove essential during the COVID-19 pandemic.

Learning from COVID-19

LFRS will debrief the BCP activation for Covid-19 thoroughly in conjunction with Lancashire Resilience Forum (LRF) partners which will be a significant undertaking. We expect that a number of areas of good practice will be identified and there will be opportunities for improvements to be made within the Service Business Continuity Plans. These will be identified via the internal debrief process, combined with the multi-agency debrief capability through the LRF.

Business Risk Implications

The Business Continuity Institute guidance supports a minimum impact policy from BCP testing and accordingly any additional simulated events during 2020/21, given the ongoing Covid-19 situation, are deemed an unnecessary additional burden.

Sustainability or Environmental Impact

None identified at this stage

Equality and Diversity Implications

None identified at this stage

HR Implications

Removing the requirement to carry out further tests during the current financial year would reduce staff workload.

Financial Implications

None identified at this stage

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

Paper	Date	Contact
None		
Reason for inclusion in Part II, if appropriate:		