

# Public Document Pack

## LANCASHIRE COMBINED FIRE AUTHORITY

### PLANNING COMMITTEE

Monday, 18 July 2022 in Main Conference Room, Service Headquarters, Fulwood commencing at 10.00 am.

If you have any queries regarding the agenda papers or require any further information, please initially contact Diane Brooks on telephone number Preston (01772) 866720 and she will be pleased to assist.

<u>AGENDA</u>	
<u>PART 1 (open to press and public)</u>	

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

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

1.	<u>APOLOGIES FOR ABSENCE</u>
2.	<u>DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS</u>  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.	<u>MINUTES OF PREVIOUS MEETING</u> (Pages 1 - 12)
4.	<u>ANNUAL SERVICE REPORT</u> (Pages 13 - 28)
5.	<u>BUSINESS CONTINUITY PLAN AND TESTING</u> (Pages 29 - 32)
6.	<u>URGENT BUSINESS</u>  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.
7.	<u>DATE OF NEXT MEETING</u>  The next scheduled meeting of the Committee has been agreed for 10:00 hours on <u>21 November 2022</u> in the Main Conference Room, at Lancashire Fire & Rescue Service Headquarters, Fulwood.

	Further meetings are:      scheduled for 6 February 2023 proposed for 17 July 2023
8.	<p><u>EXCLUSION OF PRESS AND PUBLIC</u></p> <p>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.</p>
<u>PART 2</u>	
9.	<u>THE EMERGENCY COVER REVIEW 2022</u> (Pages 33 - 46)
10.	<p><u>URGENT BUSINESS (PART 2)</u></p> <p>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.</p>

## LANCASHIRE COMBINED FIRE AUTHORITY

### PLANNING COMMITTEE

Monday, 7 February 2022, at 10.00 am in the Washington Hall, Service Training Centre, Euxton.

### MINUTES

#### PRESENT:

#### Councillors

G Mirfin (Chairman)  
S Clarke (Vice-Chair)  
M Dad  
N Hennessy  
F Jackson  
A Kay (for D O'Toole)  
J Shedwick  
J Singleton

#### Officers

S Healey, Deputy Chief Fire Officer (LFRS)  
J Charters, Acting Assistant Chief Fire Officer (LFRS)  
S Fryer, Deputy Director of Operational Response (LFRS)  
D Brooks, Principal Member Services Officer (LFRS)  
L Barr, Member Services Officer (LFRS)

#### In attendance

T Cogley, Fire Brigades Union

#### 25-20/21 APOLOGIES FOR ABSENCE

Apologies for absence were received from County Councillor David O'Toole and Councillors Jane Hugo and Tony Williams.

#### 26-20/21 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

#### 27-20/21 MINUTES OF PREVIOUS MEETING

RESOLVED: - That the Minutes of the last meeting held on the 15 November 2021 be confirmed as a correct record and signed by the Chairman.

The Deputy Chief Fire Officer presented a report on the Service's Annual Service Plan and Strategic Assessment of Risk for 2022/23.

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 the Service worked and would bring lasting benefits.

#### Annual Service Plan

The Annual Service Plan was built around the Service's four corporate priorities as detailed in the Community Risk Management Plan which were: -

1. Valuing our people so they can focus on making Lancashire safer;
2. Preventing fire and other emergencies from happening and Protecting people and property when fires happen;
3. Responding to fire and other emergencies quickly and competently;
4. Delivering value for money in how we use our resources.

The Annual Service Plan informed activity that would be led across the Service as well as locally within district plans. Activities that were planned for delivery also informed the 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 Plan aimed to add focus on achievable objectives to be delivered within the year, acknowledging that a proportion of items were continued from the 2020/21 Plan, reflecting the commitment to a number of long-term projects.

### 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, the Service continually assessed changing risk and prioritised our response framework. A wider consultation had also taken place, involving Unitary Authorities, 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 Assessment was built on previous iterations as the Service sought to continually improve its risk management processes. This year the Service had sought to identify more clearly how it responded to a number of the strategic risks identified, examples being the response to the emerging threat of climate change which would be delivered through a new Climate Change Response Plan.

The Strategic Assessment of Risk reflected the knowledge and experience of a variety of specialist departments and utilised Incident Recording System data to derive a data driven methodology that highlighted the incident types that posed the greatest risk to the county of Lancashire and the individuals who lived and worked within it. The Strategic Assessment of Risk drove both Service and district level response to risk and enabled LFRS to tailor prevention, protection and response activities to identified risks.

Following a comment by County Councillor Dad regarding welcome improvements to premises, the Deputy Chief Fire Officer confirmed that the condition of the estate was considered on an ongoing basis and any health and safety matters would be addressed immediately. He advised that ongoing investment also included staff training and improvements to drill towers. Acting Assistant Chief Fire Officer, Jon Charters added that the work programme for Hyndburn included consideration of improvements to dormitory arrangements in recognition that the diversity of the workforce was changing.

In response to a question raised by County Councillor Hennessy the Acting Assistant Chief Fire Officer confirmed that the property asset management plan (PAMP) set out our medium term ambitions and formed part of submissions to Resources Committee. In response to a further question raised by County Councillor Mirfin regarding the age of the premises the Deputy Chief Fire Officer advised that the PAMP contained this detail and included the private finance initiative premises procured as part of a joint project across the North West. The Acting Assistant Chief Fire Officer added that the most recent station build was the joint Fire/Ambulance station at Lancaster.

**RESOLVED:** - That the Planning Committee noted and endorsed the Annual Service Plan and Strategic Assessment of Risk 2022/23 acknowledging the continuation of the data driven approach taken in its production.

## 29-20/21 CONSULTATION STRATEGY

The Deputy Chief Fire Officer presented the report. The Authority had a consultation strategy which provided a framework through which it could seek public opinion on major change issues.

Each year the Planning Committee reviewed the strategy as now considered by Members to assure continued compliance with guidance or legislation and to incorporate learning from any public consultation exercises undertaken.

The review concluded that the strategy continued to be legally compliant and in line with good practice.

It was noted that the Strategy was implemented to good effect during the public consultation on the draft Community Risk Management Plan 2022-27 (CRMP) in summer 2021 and had been updated to reflect learning from that exercise. This included a mid-point review of progress, in addition to a closing review, to provide an opportunity for any adjustments to be made to the consultation plan if needed. It was commonplace to use a standard 12-week period for public consultation however the length of time given for consultees to respond could vary depending on the subject and extent of impact of the consultation. Although in most cases 12-weeks would be sufficient, the maximum 12-week period had been changed to reflect the need for flexibility to allow sufficient opportunity for consultees to participate. The Deputy Chief Fire Officer advised that the recent consultation on the CRMP had received 1,907 responses in comparison to the previous consultation in 2017 on the integrated risk management plan which received only 11 responses.

This year the Authority would consult the public in relation to the emergency cover review, incorporating the withdrawal of the day crewing plus duty system. Any other requests to the Authority to consult with the public would be made as-and-when priorities identified in the annual service plan reached the point where this was required.

Members were pleased with the increase in responses to the consultation and that the consultation methodology (detailed on page 39 of the agenda pack) included focus groups and social media platforms.

In response to a question raised by County Councillor Hennessy the Deputy Chief Fire Officer provided reassurance that the consultation on the emergency cover review and changes to the day crewing plus duty system (which was a separate item later on the agenda) would include the production of video communications to support engagement with staff, communities and stakeholders.

RESOLVED: - That the Committee noted and endorsed the consultation strategy.

30-20/21 REVIEW OF KEY PERFORMANCE INDICATORS

The Deputy Chief Fire Officer presented a report which contained an outline of the circumstances that had led to several proposals to introduce, amend, or remove performance monitoring across the 5 core priorities of:

- Valuing our People so they can focus on making Lancashire safer
- Preventing Fires and other emergencies from happening and,
- Protecting people and property when they happen
- Responding to fires and other emergencies quickly and competently
- Delivering value for money in how we use our resources.

The report contained a description of the change proposals, including rationales for their review; all supported by a visual summary of how the proposed KPI suite would look following approval/endorsement of the changes.

The most simplistic change had been to re-order the KPI suite to better reflect the content of the refreshed Community Risk Management Plan (CRMP) 2022-27 along with the Service's STRIVE values. The outcome of this change now saw '*Valuing our People*' as the primary KPI, further demonstrating our intent to put our people first.

A summary of the new KPIs was:

1. Valuing our people so that they can focus on making Lancashire safer
  - 1.1 Overall Staff Engagement
  - 1.2.1 Staff Absence Wholetime
  - 1.2.2 Staff Absence On-Call
  - 1.2.3 Staff Absence Greenbook
  - 1.3.1 Workforce Diversity (as a %)
  - 1.3.2 Workforce Diversity Recruited (as a %)
  - 1.4 Staff Accidents
  
2. Preventing fires and other emergencies from happening; Protecting people and property when fires happen
  - 2.1 Critical fire Risk Map Score
  - 2.2 Overall Activity
  - 2.3 Accidental Dwelling Fires (ADF)
    - 2.3.1 ADF – Harm to people – Casualties
    - 2.3.2 ADF – Harm to Property – Extent of Damage (Fire Severity)
  - 2.4 Accidental Building Fires (ABF) - (Commercial Premises)
    - 2.4.1 ABF (Commercial Premises) – Harm to Property – Extent of Damage (Fire Severity)
  - 2.5 ABF (Non-Commercial Premises)
    - 2.5.1 ABF (Non-Commercial Premises – Private Garages and Private Sheds) – Harm to Property – Extent of Damage (Fire Severity)
  - 2.6 Deliberate Fires Total
    - 2.6.1 Deliberate Fires – Dwellings
    - 2.6.2 Deliberate Fires – Commercial Premises

- 2.6.3 Deliberate Fires – Other (rubbish, grassland etc)
- 2.7 Home Fire Safety Checks (HFSCs)
- 2.8 Numbers of other prevention activities such as Childsafe, Wasted Lives etc
- 2.9 Fire Safety Enforcement
- 2.10 Building Regulation Consultations
  
- 3. Responding to fire and other emergencies quickly
  - 3.1 Critical Fire Response – 1<sup>st</sup> Fire Engine Attendance
  - 3.2 Critical Special Service Response – 1<sup>st</sup> Fire Engine Attendance
  - 3.3 Total Fire Engine Availability
    - 3.3.1 Fire Engine Availability Wholetime Shift Systems
    - 3.3.2 Fire Engine Availability On-Call Shift Systems
  
- 4. Delivering value for money in how we use our resources
  - 4.1 Progress Against Allocated budget
  - 4.2 Partnership Collaboration
  - 4.3 Overall User Satisfaction

Members considered the report and noted that several KPI's had been introduced, amended, or removed to provide better information, in a more understandable way, and to enable measurement against more specific goals. It was also noted that the proposed changes would be implemented as and when the underpinning technology and integration within new PowerBi performance management software came into effect within LFRS, which was anticipated in the second half of 2022-23 performance year.

It was acknowledged that the Performance Committee had recommended the removal of KPI 1.3.2, accidental dwelling fire – number of incidents where occupants had received a home fire safety check (as detailed on page 44 of the agenda pack) as the indicator was unclear and potentially misleading. Members discussed whether qualitative data could be included in the measuring progress report to the Performance Committee as an alternative given the small number of incidents reported under this measure. The Acting Assistant Chief Fire Officer provided reassurance that every accidental dwelling fire was followed up; this was dictated by the nature of the incident (and involved prevention and operational staff as appropriate) with community safety debriefs following more serious incidents, exploring interventions delivered and lessons learnt to inform further service improvements. Members therefore:

RESOLVED: - to approve the changes to the Key Performance Indicators and their inclusion within the Service's Measuring Progress report.

#### 31-20/21 EMERGENCY COVER REVIEW

The Deputy Chief Fire Officer presented the report. Lancashire Fire and Rescue Service (LFRS) was required to review its emergency response arrangements periodically to ensure that provision remained effective and consummate with



the dynamic risk profile. This process was a robust assessment of historic data and emergent risk and was delivered in the format of an Emergency Cover Review (ECR).

The Community Risk Management Plan (CRMP) for 2022–27 would be presented for approval at the next Combined Fire Authority meeting and within this Plan were a series of organisational commitments associated with LFRS' capabilities including the emergency response provision.

The Service sought to deliver high standards of operational response and in doing so prepared and planned for emergencies so that when an emergency happened and the Service had to respond, it was done quickly, with the right fire appliances, the right specialist vehicles and the right crewing arrangements to deal with the incident effectively and safely.

As part of the ECR, the Service would be considering revised crewing arrangements at all 11 Day Crewing Plus (DCP) stations following the recent decision by the Authority to withdraw the duty system.

The aims of the ECR were to:

1. Ensure LFRS always provided an effective response to fire and other emergencies.
2. Ensure LFRS crewing arrangements were fit for purpose to meet the risk levels of the community.
3. Ensure the DCP duty system was phased out and replaced with crewing arrangements that provided efficient and effective resources across the whole of Lancashire.

The community of Lancashire changed dynamically through commercial and residential growth and retraction, new road and other infrastructure provision and these along with many other factors may create a differing emergency response requirement from LFRS. To ensure that response arrangements remained appropriate and effective, to validate current provision and to identify any appropriate proposals for change in response provision it was recommended that LFRS undertake an ECR process in 2022 and that within the methodology three key elements focussed upon would be:

- i. **Risk and Demand** (Performance Data and Risk in Lancashire).
- ii. **Process** (Mobilising criteria).
- iii. **Resource Provision** (Location, Configuration and Weight of attack).

In order to validate the current response arrangements and to test predictive impacts, LFRS planned to draw on the services of an external specialist organisation to provide third party objective data analysis. This would enable the use of predictive modelling software to determine and subsequently validate the potential impact of any changes to the number, type, location and crewing arrangements of emergency resources across the county.

It was recommended that the scope of the ECR included:

- A) Validating the deliverables, outcomes and actual performance.
- B) Developing a subsequent Baseline Model for 2022 inclusive of the above.
- C) Determining the potential impact of a series of changes to the number, location, response capabilities and crewing arrangements of emergency resources across the county. More specifically but not exclusively:
  - 1) Replacement of the Day Crewing Plus (DCP) duty system
  - 2) Enhancement of our response to climate change
  - 3) Enhancement of our emergency cover in rural parts of the county

It was noted that a review of the Strategic Assessment of Risk for Lancashire would be completed and used to support the ECR proposals and that the timeline for the ECR was aligned with our annual planning cycle:

January - April 2022*	Research, data and analysis including engagement in relation to alternative duty systems.
May - June 2022	Evaluation and administration, creating reports for the CFA and preparing the final proposals ahead of relevant stakeholder consultations.
4 July 2022	Strategy Group – CFA pre-consultation discussion
18 July 2022	Planning Committee – approval for public consultation
July - October 2022	A period of consultation and review of feedback
7 November 2022	Strategy Group – CFA post-consultation discussion
21 November 2022	Planning Committee – consider scale and scope of consultation and responses received
19 December 2022	Final approval of the ECR by the CFA
January 2023	Implementation commences (including a phased approach to the removal of DCP).

To ensure that the Service fully considered the most suitable and appropriate arrangements for the replacement of DCP, staff (especially current / permanent DCP staff) had been invited to express their interest in supporting ECR working groups, which would look at options for future crewing systems through to April 2022.

In response to a question raised by County Councillor Hennessy regarding the

cost to undertake specialist fire data analysis, the Deputy Chief Fire Officer advised the cost was contained within existing departmental budgets. He advised that austerity measures over many years had reduced back-office support staff in order to protect the front line. In addition, using an external company would provide third party analysis and transparency of our data, thereby providing external scrutiny.

RESOLVED: - That the Planning Committee noted and endorsed the report to commission the production of an ECR in line with the timeline agreed.

32-20/21 CLIMATE CHANGE OPERATIONAL RESPONSE PLAN 2022-2027

The Acting Assistant Chief Fire Officer presented the report.

The Strategic Assessment of Risk identified the increasing impacts and consequences of climate change in terms of both prevalence and duration of large-scale flooding and wildfire events in the county. The Community Risk Management Plan (CRMP) 2022-27 detailed high-level ambitions in response to those emerging risks and the Climate Change Operational Response Plan (CCORP) 2022-27 aimed to provide a more detailed overview of how the provision of services to our communities would be strengthened to ensure that LFRS remained best placed to plan and respond to incidents of these types.

It was noted that the Intergovernmental Panel on Climate Change (IPCC) earlier in 2021, shared a view on the current 'State of the Climate':

"The scale of recent changes across the climate system as a whole and the present state of many aspects of the climate system are unprecedented over many centuries to many thousands of years.

"Many changes in the climate system become larger in direct relation to increasing global warming. They include increases in the frequency and intensity of hot extremes, marine heatwaves, and heavy precipitation, agricultural and ecological droughts in some regions, and proportion of intense tropical cyclones, as well as reductions in Arctic Sea ice, snow cover and permafrost".

A key element of their observations was that:

"Continued global warming is projected to further intensify the global water cycle, including its variability, global monsoon precipitation and the severity of wet and dry events".

Armed with this insight and to ensure LFRS' preparedness and response capabilities, the five-year plan detailed LFRS' ambitions in response to emerging evidence and warnings on the likely impacts of climate change.

As the extremes of foreseeable weather events were evident, the action plan would consider flooding and wildfire as two separate areas of focus, whilst recognising that some of the proposed actions to be taken, would serve to mitigate aspects of both risks in tandem.

In delivering against this plan, the aim was to:

- Reduce the threat to the communities in Lancashire
- Improve firefighter safety
- Reduce the costs and impact upon LFRS, partners and our communities

Key principles outlined in the plan integrated activities across preparedness, prevention, protection and operational response. Several key principles that guided activities were:

1. Working in partnership with other agencies and/or private bodies to make our communities safer;
2. Delivering prevention activities serves to educate and inform and thereby reduce potential risks;
3. Empowering communities to play their part can increase local resilience and assist planning and response;
4. Utilising operational debriefing and learning supports continuous improvement in the delivery of our services;
5. Working to support local, regional, and national policy design through learning and sharing areas of best practice;
6. Responding effectively when required, with the right vehicles, trained staff, best equipment, and operational tactics.

Members considered the report in detail which included the legal framework, causation factors and incident demand which demonstrated that both flooding and wildfire incidents had increased over recent years. It was noted that 2021 figures did not include the winter period and it was expected that the report would be updated with the complete year's figures prior to publication. The report also included that when local and wide area flooding events and wildfires did occur, these events could lead to significant risk to life, damage to communities and infrastructure. It was noted that LFRS was part of the Lancashire Resilience Forum and worked with upper and lower tier councils and a wide range of partners to ensure communities were prepared. Areas of Lancashire which are known to be particularly vulnerable had established flood action groups and community resilience plans. The impact on property and infrastructure were also noted. Lancashire faced a particular threat from flooding and wildfire due to the proximity of rivers, forestry and heathland to property and major transport routes. Large areas at risk from flooding and wildfire were directly adjacent to commercially and residentially developed areas, consequently a major event had the real potential to damage an assortment of buildings and property. The report also set out the social impact (in terms of direct and indirect risk to Lancashire's communities) and the economic costs which could severely impact the viability of commercial enterprise and threaten jobs which could damage the sustainability of local economies.

The prevention, protection and education section (from page 70 of the agenda pack) provided an overview of what the Service was doing to mitigate risks and

what its future aspirations were to reduce the number, scale and impact of these types of incidents including the continuous learning and improving from experience to identify opportunities for improvement to practices and personal protective equipment. Staff welfare was of primary significance particularly when operating over protracted periods in arduous conditions.

Members commended the detail in the report and welcomed the Service aspirations that supported new equipment and training for staff. The Acting Assistant Chief Fire Officer confirmed that any additional costs would be included in the budget setting papers to the full Authority.

The Deputy Chief Fire Officer added that the Fire and Rescue Services Act 2004 provided for the Service to become a rescue service. Due to prevention work the Service had seen a decline in traditional fires however, over time there had been an increase in flooding and wildfire incidents. In the past the fire sector had called for statutory responsibility for responding to flooding incidents given the need to invest, train and be prepared for these types of incidents. He took this opportunity to acknowledge Bay Search and Rescue, a local charity who worked in partnership with LFRS in providing logistic and technical rescue support (personnel and a range of dedicated rescue vehicles).

County Councillor Kay, as the Authority's Member Champion for Health and Wellbeing (which included the responsibility for climate change issues) advised that she had approached schools in Wyre to gain views of young people on climate change to raise awareness and assist with future planning.

RESOLVED: - that the Planning Committee noted and endorsed the Climate Change Operational Response Plan 2022-27 for publication.

33-20/21 DATE OF NEXT MEETING

The next meeting of the Committee would be held on Monday 18 July 2022 at 1000 hours in Washington Hall, Service Training Centre, Euxton.

Further meeting dates were noted for 21 November 2022 and agreed for 6 February 2023.

LFRS HQ  
Fulwood

M NOLAN  
Clerk to CFA

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## Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 18 July 2022

### Annual Service Report (Appendix 1 refers)

Contact for further information – DCFO Steve Healey  
Tel: 01772 866801

*Table 1 Executive Summary and Recommendations*

#### **Executive Summary**

The Annual Service Report is produced annually by the Service as part of our accountability to measure progress against the items that we set out to deliver as part of our Annual Service Plan. These actions are derived from our medium-term strategic goals highlighted in our Community Risk Management Plan.

The Annual Service Report 2021-22 seeks to provide an overview of our progress against the areas of work detailed in the Annual Service Plan 2020-22. The report highlights a number of key deliverables against our priority areas of people, prevention, protection, response, and value for money related work streams.

#### **Recommendation**

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

#### **Information**

As part of our corporate planning function, we ensure that each year we inform our staff and members of our communities about what we aim to deliver through the production of an Annual Service Plan (ASP).

Our last ASP was produced in 2020 and derived from our medium-term plan at the time, the Integrated Risk Management Plan 2017-22. It was extended to cover a two-year period (2020-2022) due to the Covid-19 pandemic changing organisational direction and priorities.

We produced an Annual Service Report in 2020-21 covering progress made alongside our work to support the response to Covid-19 in Lancashire. The attached report details progress during 2021-22, a period in which we continued to support the pandemic response but have carried out significant work in relation to Service priorities.

The report also includes key performance data and details of significant incidents across the county during the year.

#### **Business Risk**

If not produced, we are not able to demonstrate what we have delivered against the priorities we set for the Service in our Annual Service Plan and Community Risk Management Plan.

## **Environmental Impact**

To ensure that this paper considers both the positive and negative aspects of the environment and the use of natural resources please answer the following questions with as much detail as possible.

Will there be an increase or decrease in electricity, gas, fuel or water use? N/A

Will there be an increase or decrease in waste production? N/A

Will there be an impact on the quality of air, land or water? N/A

Will this affect biodiversity? N/A

Will there be an impact on staff or local community travel patterns? N/A

Will this impact on our ability to adapt to climate change? N/A

## **Equality and Diversity Implications**

Equality impact analysis is carried out in relation to specific pieces of work where appropriate.

The report will be published in an accessible format.

## **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 2 if appropriate: N/A



## Welcome to our Annual Service Report

Last year the Service adapted to delivering our services alongside supporting the ongoing response to the Covid-19 pandemic in Lancashire. We were proud to continue playing a central role, working as one team with partner agencies in the Lancashire Resilience Forum.

After helping to establish vaccination centres in the previous year, in 2021-22 we continued to support local NHS services to deliver the vaccination programme. This included helping to deliver booster jabs to protect people against the Omicron variant during Christmas and New Year.

Over the course of the pandemic, we have helped to deliver approximately 500,000 vaccinations, with around 125,000 vaccines administered by our staff. We will continue to support Lancashire's recovery from the pandemic for as long we are needed.

This vital work was carried out alongside an increase in regular activity compared to the first year of the pandemic. Last year we attended almost 19,000 emergency incidents (an increase of around 10%) and conducted over 17,600 home fire safety checks (an increase of over 30%).

Despite challenging circumstances, both frontline and support staff maintained the highest standards while responding to emergencies and delivering services that keep communities in Lancashire safe.

In 2021-22 we were also able to progress several important areas of work that will ensure the Service is in a strong position to respond to changing risks in Lancashire, in particular climate change emergencies and extensive reform to business fire safety.

We also responded to numerous significant and complex emergencies throughout the year that have been conducted with exceptional skill and professionalism.

Justin Johnston  
Chief Fire Officer

## Our year in numbers

Incidents attended	18,932
Average attendance time	7 min 56 seconds
Fires attended	5,372
Accidental dwelling fires (ADFs)	845
People lost their lives in ADFs	6
Casualties from ADFs	40
ADFs with a low or medium fire severity	94.2%
On-call fire engines available to respond to incidents	79.1%
Missing person searches (supporting other emergency services)	33
Gaining entry to property incidents (supporting other emergency services)	761
Road traffic collisions attended	721
On-call firefighters recruited	50
Home Fire Safety Checks delivered	17,632
Children and young people received prevention education	66,141
People took part in road safety education	13,704
Fire safety enforcement notices issued	102
Businesses prohibited from operating	16

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

### **Review the Home Fire Safety Check (HFSC) referral pathway**

This project involved working with our partners to ensure the HFSC service continues to target prevention activity at the most vulnerable people and properties in Lancashire.

Following review and feedback from partners, we have improved the quality and management of HFSC referrals through improved communication and establishing a seamless process when we are unable to contact someone who has been referred through the service. The extensive partnership work that has been carried out culminated this year in the introduction of new ways of working for community safety and operational staff.

### **Embed Adverse Childhood Experience (ACE) awareness**

Awareness of the impact of traumatic experiences in childhood on behaviour has been embedded across the service through toolbox talks, e-learning and as part of new recruits' training with the aim of delivering more informed and effective community fire safety and youth engagement activity. We intend to build on this foundation as we move to introduce trauma informed practice.

### **Built Environment Assessment Team**

Established to address the evolving risks posed by an increasingly complex built environment and the potential for buildings to perform unexpectedly in a fire, the team increased our knowledge and understanding of buildings in Lancashire.

Core services across prevention, protection and operational response have been strengthened and improved as a result of the team's recommendations. How we train our staff to assess risk in the built environment now draws on refreshed guidance which reflects national learning from significant incidents. Bespoke guidance has been provided to firefighters to support safe and effective response activities and operational crews are now delivering business fire safety checks. We have also established built environment risk managers and will soon be recruiting to fill these roles within the Service. Their responsibilities include accelerating organisational knowledge, understanding and competence in this area.

Read more about this work on page 10.

## **Responding to fires and other emergencies quickly and competently**

### **Strengthen operational assurance**

Our assurance monitoring system (AMS) is improving the way we analyse data, identify trends and apply learning from exercises and incidents, including national learning. For example, we are using the system to track progress against the Grenfell Tower Inquiry action plan. Information from our debrief app, which captures learning from incidents and exercises, is automatically transferred to the AMS and analysed to inform improvements in how we plan, prepare for and respond to emergencies.

### **Respond to the impacts of climate change**

We continue to adapt and invest in understanding and mitigating climate change emergencies in the county. A new climate change operational response plan has been launched, which identifies the increasing impacts and consequences of climate change in terms of both prevalence and duration of large-scale flooding and wildfire events.

As part of that plan we have invested in two new Hagglund vehicles. These rubber tracked off-road vehicles are helping us respond more efficiently and effectively to fires and flooding incidents that occur in difficult to access locations. This investment has expanded our developing wildfire and flood rescue response capabilities. Every firefighter in the Service already has a bespoke flood suit and this year they will receive specialist personal protective equipment for fighting wildfires, making Lancashire the first fire and rescue service in the UK to have wildfire kit for all frontline responders.

### **Optimise rota management**

Following a trial in 2020-21 to introduce several new processes designed to make detachment and overtime planning more efficient, we have further reviewed and updated our ways of working.

We continue to develop our staffing management app to ensure we maintain optimum staffing levels across a number of wholetime and on-call duty systems in a more efficient way. The latest developments include broadening access to the app for on-call firefighters.

## **Replace incident command units and software**

Our incident command units are critical to how we manage complex or large-scale incidents. We've produced and tested a specification for new vehicles that will lead to more effective incident management in the future, which includes new software that will enable us to share information safely and efficiently across the incident ground. A contract for two new command units has been awarded with arrival into the Service expected in 2023-24.

## **Evaluate tools to strengthen our response**

During 2020-21 we expanded a pre-alerting system, designed to reduce incident response times, to wholetime and on-call fire stations following a trial. The system provides early mobilisation messages which have improved average reaction times to incidents across all duty systems. Pre-alerting has been implemented across our fire stations and we continue to refine the system based on feedback from operational crews.

We also concluded research into a software system that provides dynamic cover data and plan to introduce this during 2022-23 to help ensure our resources are available in the right place, at the right time.

## **Valuing our people so they can focus on making Lancashire safer**

### **Develop a strong organisational culture based on values and wellbeing**

A programme of work to continue developing an organisational culture that promotes a healthy state of wellbeing and truly represents the Service's STRIVE values: service, trust, respect, integrity, valued and empowerment.

- Supervisory and middle managers continued to progress their development through the Institute of Leadership and Management levels 3 and 5.
- Promotion pathways have been reviewed and implemented creating opportunities for talented individuals to progress more quickly via a talent gateway assessment. This also allows on-call incident commanders the opportunity to be considered for wholetime supervisory manager roles where they meet the essential requirements.
- During 2021-22 we introduced a team of wellbeing support dogs to our health and wellbeing services. Six members of staff and their dogs received training to be able to assist in improving wellbeing, de-stressing after demanding incidents and providing peer support and signposting. Our health and wellbeing work has been recognised in the Oscar Kilo awards, run by the National Police Wellbeing Service. We were awarded runner up in the personal resilience category for our workplace wellbeing toolbox talks. These talks continue to share awareness of mental health, provide support information and offer wellbeing tips across the whole Service. Collaboration with the Fire Fighters Charity continues to expand the range of workshops available with a focus on personal resilience and the importance of maintaining good physical health to support mental health and wellbeing.

### **Promote equality, diversity, and inclusion within the Service**

Recruiting, developing and retaining a workforce that is inclusive and more reflective of Lancashire's communities is central to serving our communities as effectively as we can.

- A series of engagement activities within Lancashire's minority communities took place prior to 'have a go' recruitment events at community venues across the county, aimed at appealing to a diverse range of talent. The events were an opportunity for people to find out more about a career with Lancashire Fire and Rescue Service and encourage them to apply when recruitment opened.
- A trial of flexible annual leave arrangements at Blackpool and South Shore fire stations was extended for another year to allow further learning, due to the impact of Covid-19 on staffing levels at the time. Further evaluation will be carried out once complete to consider the effectiveness of the trial.

- A Ramadan safety campaign was launched at Preston Muslim Forum and the Service participated in the 'I'm not a Muslim but I will fast (for one day)' initiative with One Voice Blackburn. Members of staff fasted for one day to support Muslim colleagues and community members.
- Focus groups were held with fire cadets and college students to gather insight to inform fire safety campaigns targeted at young people.
- The Service has continued to attend Pride events across Lancashire and engage with the LGBTQ+ community to show our support, break down barriers and create positive relationships with the communities we serve. We work collaboratively with other fire and rescue services as well as public sector organisations such as Lancashire Constabulary to maximise engagement opportunities.

### **Upgrade fire station accommodation**

Following completion of work at South Shore fire station to improve accommodation and facilities, a contractor has been appointed to upgrade accommodation at Hyndburn. Investment in fire stations is part of our commitment to ensuring our people have the best facilities to support their health and wellbeing and provide a positive working environment.

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## **Delivering value for money in how we use our resources**

### **Invest in training and equipment**

Investment in a programme of significant, long-term improvements continues to ensure that our people have the best equipment and training available to deliver effective services now and in the future.

- Following significant capital investment, construction work to expand the existing fleet garage and provide a purposely designed breathing apparatus training school and welfare facilities at our training centre in Chorley is complete and both are in full use by our staff.
- Following a review of drill tower provision across the Service, a medium to long term replacement plan based on specialist skills and the condition of existing facilities is being implemented.
- Last year we undertook work to rationalise on-vehicle technology and consider integrated vehicle systems as part of plans to introduce CCTV on fire appliances. Installation of CCTV is now underway with a view to improving driver training and reducing the amount of time taken to investigate driving incidents.

### **Collaborate with other public services**

Covid-19 caused our plans through the Blue Light Collaboration Board to be placed on hold but presented new ways for the Service to diversify and work with partners to support the pandemic response in Lancashire.

Our people volunteered to provide essential services: delivered interventions and welfare checks to Lancashire's most vulnerable residents; trained to handle mass casualties and support temporary morgues; coordinated the distribution of personal protection equipment (PPE) supplies to health care settings; and fitted P3 face masks for hospital and social care workers.

The Blue Light Collaboration Board was re-established after being paused during the Covid-19 pandemic. A new strategic statement of intent has been produced setting out objectives for Lancashire Fire and Rescue Service, Lancashire Constabulary and North West Ambulance Service.

Collaboration work with Lancashire Constabulary is underway to prepare for the introduction of a new standard in relation to fire scene investigation for organisations that investigate fires as part of the criminal justice setting. This includes fire and rescue services carrying out investigations as part of multi-agency teams.



## **Replace performance and analysis software**

Work has progressed to replace the software we use to research, analyse and report information relating to incident trends, prevention data and performance. As part of our digital transformation programme, we are developing a data warehouse and creating a system that is fit for future needs. In a phased approach, the project will enable more effective monitoring and reporting of a wide range of key performance indicators.

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## **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.

### **Supporting communities during the coronavirus pandemic**

Since the pandemic began in 2020, we have played a central role in the response, working as one team alongside partner agencies in the Lancashire Resilience Forum. This included delivering essential services from visiting vulnerable residents to carry out interventions and welfare checks to coordinating distribution of personal protective equipment (PPE) supplies to health and social care settings.

We later turned our attention to supporting local NHS services to establish vaccination centres, providing site management, marshalling, administration and logistics support to mass vaccination venues and community sites. Firefighters and support staff were also trained to administer vaccines directly to patients.

In December 2021, we once again supported local NHS services with the Covid-19 vaccination programme, administering booster jabs over Christmas and New Year.

- Over the course of the pandemic, we have helped to deliver approximately 500,000 vaccinations, with around 125,000 vaccines administered by our staff.
- 328 volunteers supported the vaccination programme at 25 sites across Lancashire, including five mass vaccination sites.

### **Transforming protection services in response to fire safety reform**

Extensive reform to fire safety and building control standards is underway to make buildings safer for occupants following the tragic Grenfell Tower fire. Building on the recommendations from work carried out by our built environment assessment team, the Grenfell Tower Inquiry action plan and significant changes in fire safety legislation, the past year has seen substantial changes in the way we help businesses to reduce fire risk in their buildings, keep people safe and comply with legislation. Our protection services have been restructured to include a protection transformation team and a new built environment and operational liaison team.

The protection transformation team has expanded the ability of the Service to assure the standard of fire precautions in smaller and lower risk premises through the introduction of business fire safety checks (BFSC) undertaken by operational crews. The process is underpinned by a state-of-the-art premises allocation portal and an app on a mobile device, which ensures the check can be undertaken with minimal disruption to the business and relevant fire safety advice is automatically sent by e-mail following completion. Premises which are found to be seriously non-compliant are referred to our dedicated fire safety inspection teams.

Historically, Lancashire Fire and Rescue Service has been called out around 2,000 times every year by automatic fire alarms (AFAs) or by people dialling 999 reporting that an alarm is sounding in premises (with no sleeping risk) during the day. Over 99.5% of these calls were subsequently found to be false alarms when fire engines arrived. In light of the risk this creates by unnecessary blue light mobilisations and reduced emergency vehicle availability, we have changed how we respond to these alarms.

### **Community safety work with young people**

Virtual delivery of prevention education in schools was used successfully throughout the pandemic as an alternative to in-person visits and by the end of the 2021 academic year, nearly 6,000 pupils had received the Year 6 Road Sense package prior to moving onto secondary school.

In September 2021 we resumed in-person delivery of education packages in all schools in Lancashire and sought to catch up with primary school students who missed a year during the pandemic. All primary schools in Lancashire will have been offered our Childsafe and Road Sense packages by the end of the 2021-22 academic year.

Fire cadet units restarted at six fire stations after the pandemic forced the units to pause. The cadet programme provides support and opportunities for young people aged 13 to 17 alongside the opportunity to achieve some valuable qualifications. Seventy cadets were enrolled in the year.

The Prince's Trust programmes ran throughout the pandemic with teaching methods adapted to ensure they could continue. Lancashire Fire and Rescue Service celebrated 20 years of delivering The Prince's Trust last year and we are incredibly proud of the programmes we run in nine areas across Lancashire.

### **Leading nationally on the use of drones**

Last year we expanded our drone team to include more pilots who work on an on-call system, which strengthens resilience in relation to our aerial capabilities. The use of drones has transformed the way we fight fires by providing incident commanders with aerial intelligence, including infra-red capability to identify fires burning within a structure or underground. Our partnership with Lancashire Constabulary has also resulted in drones being used in missing people searches and public events.

As the national drone lead for both police and fire and rescue services, the team maintains strong focus on innovation and introduced new state-of-the-art equipment in 2021-22. This included four new drones with advanced search and artificial intelligence capabilities; a new remotely operated vehicle that is being trialled for underwater rescues; and advanced software which allows the team to create aerial maps of large-scale incidents such as wildfires and floods in near real time.

## Significant incidents

Explosion in Morecambe  
16 May 2021

A major incident was declared following an explosion on Mallowdale Avenue in Morecambe. Two terraced houses had collapsed and a third was seriously damaged. 10 fire engines responded along with the urban search and rescue unit, search and rescue dogs and the drone team. Firefighters rescued five people from the site and worked alongside the police to investigate the cause of the fire. A child tragically died in the incident.

Commercial building fire in Poulton  
16 August 2021

Eight fire engines and an aerial ladder platform were called to a fire involving the ground floor of a commercial building on Station Road in Poulton.

Explosion in Clayton-le-Woods  
15 October 2021

Eight fire engines, the urban search and rescue team, an aerial ladder platform and the drone team responded to an explosion involving a house on Kirkby Avenue in Clayton-le-Woods. Firefighters worked alongside Lancashire Police to investigate the cause of the fire. Sadly one person died in this incident.

Strong winds in Skelmersdale  
29 October 2021

Six fire engines and an aerial ladder platform were called to Eskbank in Skelmersdale when strong winds caused damage to approximately 24 domestic properties. Firefighters worked with Lancashire Police and West Lancashire Borough Council to make the buildings safe and assist residents.

Flooding across Lancashire  
30 December 2021

Firefighters attended multiple flooding incidents during heavy rain across the county. Some involved roads and properties being affected by flood water, and we also attended several incidents where vehicles and along with their occupants were trapped in flood water.

Bridge collapse in Roeburndale  
18 January 2022

Five fire engines, several special appliances and the drone team attended an incident involving a bridge collapse on Moor Lane in Roeburndale. A vehicle pulling a trailer had fallen into a river as a result. Firefighters assisted police, ambulance and mountain rescue teams in a multi-agency response. Several people were injured and sadly one person died.

Wildfire in Rossendale  
19 March 2022

Eight fire engines, the wildfire burn team, special appliances including a Hagglund all-terrain vehicle and water bowser, and the drone team were called to a wildfire on Shawforth Moor near Bacup.

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## Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 18 July 2022

### Business Continuity Planning and Testing

Contact for further information: DCFO Steve Healey – Director of Strategy & Planning  
Telephone: 01772 866801

#### Executive Summary

In line with the Business Continuity Policy, 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 the plans have been updated and reviewed.

The 2022/2023 Service wide test is being planned in detail and is programmed to be held in November 2022 to coincide with a Lancashire wide, multiagency exercise in Blackpool. Meanwhile, an exercise to test station BCPs is also being developed and will be executed before the end of the year.

The Service will be looking to develop and implement a Business Continuity Management System (BCMS) which aligns both to the Business Continuity Institute's (BCI) Good Practice Guidelines (GPG), as well as to the Business Continuity (BC) ISO 22301 standard.

#### Recommendation

Members are asked:

- (i) to accept the arrangements for BCP exercising in 2022/2023; and
- (ii) to support strengthening LFRS's resilience through the development and implementation of a BCMS.

#### 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 previously adopted the BCI's GPG and developed a suite of plans accordingly. These guidelines require LFRS to test plans at predetermined intervals, defined in the Business Continuity Policy as being annually.

Each year, all Heads of Department are responsible for coordinating and updating their relevant Business Impact Analysis (BIA), which in turn feeds into updating associated BCPs and submitting them for collation by the Response & Emergency Planning (REP) section. Once all plans have been collated, they are tested towards the end of the year by means of a rotating series of exercises.

For the 2022/23 period, REP is currently developing exercises to test station BCPs. There will be a station BCP exercise prior to the end of the year (2022/23) and will aim

to continue to schedule one or two station BCP exercises per year, with some exercises involving more than one station. Concurrently, REP will also plan a service wide BCP exercise, which will coincide with the Lancashire wide, multiagency exercise in Blackpool in November. Ultimately, REP will work towards building a suite of exercises that can be used on rotation to facilitate testing of all BCPs. This will be done in conjunction with the National Fire Chief's (NFCC) BC group, using learning and cooperation across national Fire Services.

In order to provide coordination for ongoing operations, review and continuous development of business continuity, LFRS created and filled the role of Business Continuity and Emergency Planning Officer in April 2022. Consequently, it will move to implement a Business Continuity Management Systems (BCMS) by aligning to the BC's GPG, as well as the Business Continuity standard, ISO 22301. A BCMS will provide assurance of LFRS's resilience and help keep BCPs and arrangements up-to-date and relevant to the LFRS business continuity needs, including through testing.

Notably, benchmarking with other national Fire Services indicates that official accreditation to the ISO standard is not required at the present time within the public sector and alignment is sufficient. Conversely, accreditation is necessary in the private sector where organisations may not be able to tender without the accreditation certificate.

### **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**

Failing to have a robust BCMS in place can potentially result in LFRS breaching the Civil Contingency Act 2004 by being unable to maintain its critical functions, as well as having potential financial, human resources, reputational and data implications.

### **Sustainability or Environmental Impact**

None identified at this stage

### **Equality and Diversity Implications**

None identified at this stage

### **HR Implications**

Implementing a BCMS will require human resource input from across numerous departments. Testing of BCPs through exercising should not have a negative disruption on human resources.



## **Financial Implications**

None identified at this stage.

## **Local Government (Access to Information) Act 1985**

### **List of background papers**

Paper:

Date:

Contact:

Reason for inclusion in Part 2 if appropriate:

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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